

A meeting of the Executive will be held remotely on Thursday 22 April 2021, at 6.00pm and available for the public to watch via the Warwick District Council [YouTube channel](#).

Councillor A Day (Chairman)

Councillor J Cooke
Councillor J Falp
Councillor R Hales

Councillor J Matecki
Councillor A Rhead

Also attending (but not members of the Executive):

Chair of the Finance & Audit Scrutiny Committee
Chair of the Overview & Scrutiny Committee
Green Group Observer
Liberal Democrat Group Observer
Labour Group Observer

Councillor J Nicholls
Councillor A Milton
Councillor I Davison
Councillor A Boad
Councillor M Mangat

Agenda

1. **Declarations of Interest**

Members to declare the existence and nature of interests in items on the agenda in accordance with the adopted Code of Conduct.

Declarations should be disclosed during this item. However, the existence and nature of any interest that subsequently becomes apparent during the course of the meeting must be disclosed immediately. If the interest is not registered, Members must notify the Monitoring Officer of the interest within 28 days.

Members are also reminded of the need to declare predetermination on any matter.

If Members are unsure about whether or not they have an interest, or about its nature, they are strongly advised to seek advice from officers prior to the meeting.

Part 1

(Items upon which a decision by Council is required)

2. **Minutes**

To confirm the minutes of the 18 March Executive meeting

(To follow)

3. **Health and Well-Being Strategy and Associated Processes**

To consider a report from the Chief Executive

(Pages 1 to 48)

4. **Homelessness Strategy 2021-26**

To consider a report from Housing

(Pages 1 to 101)

Part 2

(Items upon which a decision by Council is not required)

5. United Kingdom Resettlement Scheme

To consider a report from Housing

(Pages 1 to 5)

6. Motion in relation to Fireworks

To consider a report from Health and Community Protection

(Pages 1 to 7)

7. Review of Assets at Adelaide Bridge / Clubland

To consider a report from Assets

(Pages 1 to 24)

8. Warwick Gates Community Centre Extension

To consider a report from the Chief Executive

(Pages 1 to 33)

9. Public and Press

To consider resolving that under Section 100A of the Local Government Act 1972 that the public and press be excluded from the meeting for the following items by reason of the likely disclosure of exempt information within the paragraphs of Schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006, as set out below.

Item Numbers	Paragraph Numbers	Reason
10,11	3	Information relating to the financial or business affairs of any particular person (including the authority holding that information)

Part 1

(Items upon which a decision by Council is required)

10. Costs Associated with the Specification Upgrades at Oakley Grove Phase II

To consider a report from Housing

(Pages 1 to 7)

Part 2

(Items upon which a decision by Council is not required)

11. Community Stadium & Associated Developments

To consider a report from the Chief Executive

(To follow)

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Executive

Minutes of the meeting held remotely on Thursday 18 March 2021 at 6.00pm, which was broadcast live via the Council's YouTube Channel.

Present: Councillors Day (Leader), Cooke, Falp, Hales, Matecki and Rhead.

Also Present: Councillors: Boad (Liberal Democrat Group Observer), Davison (Green Group Observer), Mangat (Labour Group Observer), Milton (Chair of Overview & Scrutiny Committee) and Nicholls (Chair of Finance & Audit Scrutiny Committee).

98. **Declarations of Interest**

There were no declarations of interest.

99. **Minutes**

The minutes of the meeting held on 11 February 2021 were taken as read and signed by the Chairman as a correct record.

Part 1

(Items upon which a decision by the Council was required)

100. **HMO Licensing and Planning Permission**

At the beginning of this item, the Leader informed Members that, the addendum which was circulated prior to the meeting included an additional recommendation, the report which was a request to Council to update the Constitution. As a result of this, if approved that request would need to be passed to Council on 14 April 2021.

The Executive considered a report from Housing proposing a policy which linked the granting of licences for houses in multiple occupation (HMO) with the need to have planning permission for HMOs within Leamington Spa, and for larger HMOs within Warwick District (seven or more occupants).

References to planning permission in the report also included a certificate of lawful development. This would be granted by the Planning Enforcement Team if a property had been operating continuously as an HMO from before 1 April 2012, or for a period of at least 10 years for larger HMOs.

HMO licensing and planning permission had legally been two separate pieces of legislation and one could not be used to enforce the other. The Government had subsequently given guidance to help resolve this issue and **together with case law and specialist Counsel's opinion meant** that the proposed policy was now available to resolve the conflict between HMO licensing and planning permission.

Consultation was carried out on the following options to link HMO licensing and planning permission. 180 responses were received, a summary of which could be found at Appendix B to the report.

- Option 1 - HMO licence applications would not be processed until planning permission had been obtained for the property – 86.6% in favour of this option.
- Option 2 - HMO licences would be granted for one year to allow time for planning permission to be applied for and a decision made on the application 13.4% in favour of this option.

For the new policy to be effective, enforcement action had to be available for landlords of HMOs that required a licence and continue to operate without applying for planning permission.

So that the policy could be applied quickly and efficiently, once adopted, it was proposed that the Head of Housing Services should be granted the authority to decide on the most appropriate enforcement action.

In terms of alternative options, the Executive could choose not to take the opportunity, that was now available to resolve the previous long-standing conflict between HMO licensing and planning permission. Given the reasons set out in section 6 in the report, this was not a viable option.

An addendum circulated prior to the meeting advised Members of proposed revisions to the Policy, appended to the report, following several requests for clarification. Furthermore, it had not been identified that the recommendation for the delegated authority required the Executive to make a recommendation to Council.

Following suggestions made prior to the meeting by the Head of Housing Services and the Portfolio Holder for Housing and Culture, the Overview and Scrutiny Committee recommended that the wording in Appendix A to the report and Recommendation 2.3 in the main report, should be amended to read, as follows with the additions in bold:

“Appendix A “Warwick District Council HMO Licensing and Planning Permission Policy – Private Sector Housing”, section 3.0 – Implementation”

When an HMO licence application is received for the first time or in advance of an HMO licence being renewed the Private Sector Housing Team will check the planning status of the property with the Planning Enforcement Team.

Where planning permission is needed the landlord will be required to apply for planning permission within the following **time** scales:

- Landlords making an HMO licence application for the first time **where there are no current residents will be advised to obtain planning permission before their licence can be issued.**
- **Landlords making an HMO licence application for the first time where residents are currently in occupation to be given two months to submit a valid planning application before enforcement action is taken.**
- **Landlords making an HMO licence application who submit a planning application within the required time but then who fail to provide any required documentation within a two month period will be subject to enforcement action.**

- Landlords of properties where an HMO licence needs to be renewed, must submit a valid planning application **in time for this to be considered** before the current licence expires. **A new licence will not be issued without planning permission being in place**

Recommendation 2.3 in the report

Note that landlords of relevant properties that require an HMO licence, **where those properties have residents occupying and using the premises as an HMO**, and do not have planning permission will face enforcement action if they do not apply for permission **within the required timeframe.**

Recommendation 2.4 in the report

That, subject to approval of recommendation 2.1, Executive approves the delegation of authority to the Head of Housing Services to take appropriate action under this policy to ensure compliance with all its requirement, including the need to obtain planning permission, and asks Council to update the Constitution to reflect this change.”

The addendum also advised of a general observation, following advice **received from the Head of Housing Services the following day, “license” should be spelt “licence”,** and it was suggested by the Overview and Scrutiny Committee that this correction should be made to the policy document.

Councillor Matecki thanked the Overview and Scrutiny Committee for their useful recommendations, and the members of the public who had shown an interest in the report and for their depth of knowledge. He accepted the recommendations from the Overview and Scrutiny Committee and proposed the report as laid out.

Recommended to Council that the Constitution be amended to record the delegated authority from the Executive as follows: authority be delegated to the Head of Housing Services to take appropriate action under this policy to ensure compliance with all its requirement, including the need to obtain planning permission.

Resolved that

- (1) the policy contained at Appendix A to the report, subject to the revisions set out above, (not to process relevant HMO license applications unless planning permission has been obtained) and for it to come into force on 1 April 2021, be approved;
- (2) the outcome of the HMO license and planning permission consultation, be noted; and
- (3) landlords of relevant properties that require an HMO licence, where those properties have

residents occupying and using the premises as an HMO, and do not have planning permission will face enforcement action if they do not apply for permission within the required timeframe, be noted.

(The Portfolio Holder for this item was Councillor Matecki)
Forward Plan Reference 1,179

Part 2

(Items upon which a decision by the Council was not required)

101. Community Infrastructure Levy (CIL) Projects List for 2021/22

The Executive considered a report from Development Services which set out the proposed CIL Projects list for 2021/22 as the basis for focusing the distribution of CIL receipts collected during the year.

In March 2020, the Council had agreed the current list of projects (the CIL Projects List) that was to be funded from anticipated CIL receipts in 2020/21. This had formed the basis on which CIL contributions received had been distributed in the last year. In November 2020, the Executive had agreed that an additional project (Newbold Comyn) would be added to the 2020/21 list. In February 2021, Executive had agreed that £6 million would be allocated from CIL to fund the Kenilworth Castle Farm Leisure Centre.

Table 1 below identified those CIL projects contained within the current CIL Projects List, indicated how much CIL income was allocated to each project in 2020/21, and then set out how much it was estimated would be spent by the end of March 2021.

Table 1: Spending on CIL Projects in the 2020/21 CIL Projects List		
	Expected CIL spending in 20/21 (£)	
Infrastructure Project	Agreed	Actual or estimated
Destination Parks	Nil	Nil
Bath Street Improvement Scheme	150,000	50,000
Emscote Road Multi Modal Corridor Improvements	115,000	Nil
Kenilworth Leisure (Phase 2): Castle Farm Recreation Centre	5,000,000	Nil
Medical facilities - N Leamington (Cubbington/Lillington)	Nil	Nil
Wayfinding in Leamington, Kenilworth and Warwick	105,000	105,000
Europa Way bridge	Nil	Nil
Whitnash Civic Centre and Library	250,000	250,000
Newbold Comyn	55,000	55,000
PLUS CIL Administrative charge	£65,000	65,000
Total	5,740,000	525,000

The reason why CIL contributions were unlikely to be fully spent during this year was clear from the table. The Kenilworth Leisure project had not progressed at the pace originally envisaged, and this had been separately reported to Members. The two highway schemes (Bath St and Emscote Road) were **both County Council projects, and the County Council's capacity** to progress these had been impacted upon by the Covid-19 pandemic.

In terms of understanding how much money the Council was likely to have available from CIL contributions to fund projects over the next five years, it was possible to estimate this using the latest Local Plan housing trajectory, published by the Council in 2020. If the Housing Trajectory was achieved, CIL was predicted to deliver the following, as set out below in table 2. It was important to remember that a proportion of CIL receipts (15% or 25%) needed to be distributed to Town and Parish Councils to spend within their areas and therefore was not available to the District Council to allocate.

Table 2: Estimate of future CIL income to Warwick District Council			
	Total (£)	If 15% passed to parish councils (£)	If 25% passed to parish councils (£)
2021/22	3,700,000	3,145,000	2,775,000
2021 - 2026	30,720,000	26,112,000	23,040,000

To this income should be added an estimated £3,062,000 of CIL income that had been collected but would remain unspent as at 31 March 2021 (taking account of all spending estimates in the 2020/21 CIL Projects List in table 1). Therefore, the amount of money available for projects within the CIL Projects List was predicted to be in the range of £5,837,000 to £6,207,000 for 2021/22 and £26,101,000 to £29,173,000 for the period 2021 to 2026.

It should have been noted that the actual amount of CIL received was not easy to predict accurately. CIL was payable within 60 days of developments starting on site, and so was entirely dependent upon the rate at which new development came forward. Nevertheless, the above figures were the best estimate the Council could provide at the present time for likely future level of CIL income.

The process that the Council had followed for arriving at the proposed CIL Projects List contained in the report was broadly the same as had been undertaken in all previous years. This had involved consulting with infrastructure providers including Warwickshire County Council, NHS South Warwickshire Foundation Trust, the Clinical Commissioning Group, the Police, and other services within Warwick District. These providers had submitted proposals for consideration for inclusion in the list for 2021/22. A full description of all submitted proposals was set out in Appendix 2 to the report.

The agreed criteria on which proposals were assessed had been previously agreed by the Council and was as follows:

1. Identified benefits of project:
 - Relationship to development proposed within the Local Plan;

- Extent to which project addresses current and projected issues; and
 - Anticipated impact on infrastructure capacity once project completed.
2. **Identification of the project within the Council's Infrastructure Delivery Plan (IDP);**
 3. The extent to which the project could **support the Council's** commitments as set out in its climate emergency;
 4. Overall cost of project;
 5. Required level of funding from CIL (taking account of other sources of funding and the degree to which these were committed); and
 6. State of progress (was the scheme clearly planned and deliverable within the timescale envisaged?).

These criteria had been included within the forms that infrastructure providers had been asked to complete and had also been used to assess proposals. An analysis of the submitted proposals against these criteria had been undertaken and was set out in Appendix 3 to the report.

The schemes set out in Appendices 2 and 3 to the report totalled potentially in excess of £37m. There was clearly insufficient projected income to fund all of these projects and so an element of prioritisation was needed. It was predicted that between £26,101,000 and £29,173,000 would be available for the period 2021 to 2026. In line with the approach taken in previous years (and recognising the risk that development might not come forward in line with the Housing Trajectory), it was advised that the Council only committed funds in line with the more cautious estimate (i.e. assuming that 25% of all CIL receipts were handed over to Parish Councils). Therefore, a minimum of £26,101,000 was estimated to be available to fund CIL projects between 2021 and 2026

On this basis, it was recommended that two of the projects for which bids had been made were not included in the CIL Projects List for 2021/22.

- Medical facilities (Leamington town centre): This scheme (up to £6.35m requested) would potentially be suitable and eligible for CIL, in particular, recognising that there was significant population growth in Leamington town centre and that this was taking place on a large number of sites. The scheme was, however, at a very early stage (no site had been identified at this stage and little feasibility and design work had been undertaken) and so the project required further development before it could be considered further. Also, other sources of project funding had yet to be fully explored.
- Destination Parks: This funding (£5m requested) was required to support improvements to Abbey Fields in Kenilworth and St Nicholas Park in Warwick. Whilst this project would be suitable for inclusion on the CIL Projects List (and indeed was included on the current list), these proposals were at an early stage of development and currently no funding from the Council or elsewhere had been committed to them.

Table 3 below listed the prioritised infrastructure projects which were recommended for inclusion in the List for 2021/22.

Table 3: Proposed CIL Projects for inclusion on the Projects List for 2021/22		
Infrastructure Project	Proposed 21-26	Comment
Bath Street improvement scheme	£3.795m	
Emscote Road multi modal corridor	£1.992m	Note that in addition to the main project this included £500,000 to support the delivery of a cross town-centre route as part of the Future High Streets Fund bid.
Kenilworth Leisure (Phase 2): Castle Farm Recreation Centre	£6m	Note that this was agreed by Executive in February 2021 in advance of this report.
Medical facilities - N Leamington (Cubbington/ Lillington)	£2.74m	
Wayfinding in Warwick town centre	£0.035m	Wayfinding projects for Leamington and Kenilworth town centres are being funded from CIL funds in 20/21.
Europa Way bridge link	£1m	
St Mary's Land, Warwick	1.343m	New scheme for 2021/22
Newbold Comyn	3.254m	This included £425,000 that was committed by Executive in November 2020 to support the early work following the completion of the masterplan.
Warwick Gates Community Centre	0.15m	New scheme for 2021/22
Europa way spine road cycleway/ footpath link	1.053m	New scheme for 2021/22
Relocation of athletics facility and creation of Commonwealth Park	1.8m	New scheme for 2021/22
Commonwealth Park bridge	0.25	New scheme for 2021/22
Relocation of Kenilworth Wardens	2.5m	New scheme for 2021/22
PLUS CIL Admin charge	0.365m	
Total	£26.278m	

Included in the above table was the CIL Administrative charge. CIL charging authorities were entitled under regulations to take up to 5% of CIL income as an administrative charge. In order to implement and deliver CIL, the Council had to employ a full-time CIL Administrative Officer and had to invest time and resources changing its systems and procedures. Whilst it was not proposed that the Council would take its full 5%, an administrative charge of £365k (i.e. £73k per year) was considered reasonable. This was a small increase from the £65,000 agreed in 2020, which had been built into **the Council's Medium Term Financial Strategy**.

Taken together, the above list of schemes brought the total amount committed within the CIL Projects List to £26,278,000. This was against a project CIL income of £26,101,000. Whilst there was a small potential funding shortfall identified, this was not considered to be significant, particularly noting that the projected income was based on a conservative scenario whereby 25% of all CIL receipts were passed to Parish Councils. This had not happened to date and would be extremely unlikely to happen over the next five years.

It was estimated that between £5,837,000 to £6,207,000 would be available from CIL contributions to spend in 2021/22. Whilst there was sufficient projected income over the next five years to support all projects on the List, the rate at which CIL was projected to be received would not support the delivery of projects against the project profiles set out in bids. For this reason, some projects had to have their funding re-profiled. In some cases, this would mean that projects could not progress at the rate they would ideally have wished; in others it might mean that to support the early delivery of projects, the infrastructure provider would have to find money from other sources (including borrowing) until the CIL income was eventually received.

Table 4 below set out the proposed distribution of CIL income for 2021/22. In doing so, it was in line with the lower (more cautious) estimate of likely CIL income for 2021/22.

Table 4 proposed a number of projects for which Executive was being asked to commit CIL funding for 2022/23. This was the first time for Warwick District Council that the CIL Projects List report had done this. It was included because some of the projects that were proposed to be supported in 2021/22 would entail the awarding of contracts by the infrastructure provider. The provider had therefore asked whether the Council could give greater certainty to any future funding which was required to complete the project.

Table 4: Proposed distribution of CIL contributions in 2021/22 and partial distribution in 2022/23		
Infrastructure Project	Proposed 21/22	Proposed 22/23 (*)
Bath Street improvement scheme	95,000	
Emscote Road	626,043	1,365,957
Kenilworth Leisure (Phase 2): Castle Farm Recreation Centre	3,000,000	3,000,000
Medical facilities - N Leamington (Cubbington/ Lillington)	840,000	1,900,000
Wayfinding in Warwick town centre	35,000	
Europa Way bridge link	Nil	
St Mary's Land, Warwick	8,000	
Newbold Comyn	425,000	
Warwick Gates Community Centre	150,600	
Europa way spine road cycleway/ footpath link	Nil	
Relocation of athletics facility and creation of Commonwealth Park	Nil	

Table 4: Proposed distribution of CIL contributions in 2021/22 and partial distribution in 2022/23		
Infrastructure Project	Proposed 21/22	Proposed 22/23 (*)
Commonwealth Park bridge	Nil	
Relocation of Kenilworth Wardens	Nil	
PLUS CIL Admin charge	73,000	73,000
Total	5,252,643	6,338,957
* It should be noted that those projects for which funding in 2022/23 was being confirmed now were those for which contracts of work may be let in 2021/22 which would run over two financial years. Where there was no money allocated against a project in 22/23, this did not mean that no CIL funding would be given during 22/23, only that the Executive was not being asked to commit to this at the present time.		

It needed to be recognised that it was possible that actual CIL income during 2021/22 would be less than that projected. This occurred during 2020/21, in part owing to a slow-down in development (commencements on site) arising from the Covid-19 pandemic. Whilst it was hoped that development rates would bounce back, this could not be guaranteed. The latest housing trajectory for Warwick District (prepared in discussion with major developers) did suggest that over the next five years, Warwick District would continue to see the level of development (and therefore CIL income) that had previously been expected. It did suggest, however, that this housing growth would be re-profiled. In the event that income in 2021/22 did not meet best estimates, it was recommended that the amount given to the Kenilworth Leisure (Phase 2) project in 2021/22 was given first priority for funding, and that other projects were supported only once sufficient CIL contribution to support the Kenilworth Leisure project had been received. If this happened, however, any shortfall in payments in 21/22 for these other projects would be rolled over to 2022/23 (and, where relevant, added to the amount awarded to these projects in that year).

Where CIL income was to be distributed to external partners, legal agreements were put in place to set out when payments would be made and ensured that any CIL contributions was spent appropriately. For projects delivered by the Council, Service Level Agreements had been entered into with the relevant Head of Service.

The above CIL Projects List, and the proposed distribution in 2021/22 (and partial distribution in 2022/23) was discussed by the Development Programme Advisory Board on 26 January. The Board wished to thank officers for their work on this and gave its general support for the list of projects, but with some specific observations:

- **Support for the cycle/pedestrian path from the Stadium (Fusilier's Way)** through to Myton Road, and a desire for CIL funds to be made available to enable this project to be delivered earlier (in 2022/23 rather than 2023/24). Cllr Grey expressed concern on the naming of the spine road project (Community Stadium and Associated Developments) and that it was not included on the Projects list for 2021/22. (The name of this project had since been changed to avoid confusion.)

- Support for the Warwick Gates Community Centre Enhancement.
- Request for further information/clarification regarding the location of the Commonwealth Park Bridge and its wider role and purpose. (It had since been confirmed that the precise alignment of the bridge had not been fixed at the present time. It was anticipated that the location and design of the bridge would be agreed in due course as part of future plans for the redevelopment of the Riverside House site.)
- Wayfinding in Warwick – Suggested that implementation of this scheme was only progressed once there was clarity from Warwickshire County Council regarding its proposals for wider changes to the highway network in Warwick town centre. It was important to understand what the new layout of Warwick would look like before going ahead with different pedestrian wayfinding signs.

To summarise therefore, the Council was currently projecting and recommending the following:

Minimum projected income to the Council from CIL between 2021/2026 (including any receipts carried forward from 2020/21)	£26,101,000
Total value of schemes on which this income could be spent (2021/26) (including an allowance for a CIL admin fee)	£26,278,000
Total CIL projected income to the Council from CIL during 2021/22 (including any receipts carried forward from 2020/21)	£5,837,000
Total requested spend during 2021/22 from those infrastructure projects on the proposed CIL Projects list.	£5,252,000
Total requested spend during 2022/23 from those infrastructure projects on the proposed CIL Projects list.	£6,339,000

In terms of alternative options, Appendix 2 to the report set out the full range of proposals that had been put forward by infrastructure providers for inclusion in the 2021/22 CIL Projects list. From this it could be seen that a number of proposals had been excluded from the CIL Projects list. From this full range of proposals, Members could choose different priorities for inclusion, however this was not recommended.

The Finance & Audit Committee supported the report.

Councillor Cooke felt that it was a good idea that in addition to the Development Programme Advisory Board (PAB), matters of the CIL list should also go to the Finance PAB, which was suggested at the 17 March Finance & Audit Scrutiny Committee meeting. He recognised that a lot of good work had gone into producing the proposals, and he then proposed the report as laid out.

Resolved that

- (1) the amount spent during 2020/21 on CIL Projects from the current CIL Projects List and the anticipated level of CIL Contributions to be received by the Council in the next five years, be noted;
- (2) the CIL Projects List for 2021/22 set out in Appendix 1 to the report, be approved; and
- (3) paragraphs 3.16-3.18 of the report and table 4 in the report are used as the basis for distributing CIL receipts collected during 2021/22 and, where stated in table 4, 2022/23, be approved.

(The Portfolio Holder for this item was Councillor Cooke)
Forward Plan Reference 1,172

102. **Response to Local Transport Plan Consultation**

The Executive considered a report from Development Services setting out **Warwick District Council's proposed response** to the Key Themes consultation. The County Council was preparing a new Local Transport Plan (LTP). This would become the fourth LTP and would replace the existing 2011-2026 Plan. As part of preparing the Plan, the County Council had **started a "Key Themes" consultation. The consultation period ended** on 18 March 2021.

The County Council was of the view that the existing Local Transport Plan (LPT3 2011-2026) was out of date and needed to be replaced. Since LPT3 was adopted in April 2011 there had been significant changes at national, regional and local level including a more focused drive to address the climate emergency, advances in technology, significant housing growth and changing business demands and commuting patterns, not least as a result of the Covid-19 pandemic.

The Key Themes consultation was at an early stage in the process to adopt a new LTP. Following the consultation, the County Council would embark on a period of more detailed engagement with stakeholders – particularly the District Council – to bring forward more detailed, local proposals which addressed the local needs of our communities within the strategic context emerging from the key themes consultation. As a result, the key themes document was inevitably high-level and did not incorporate any specific transport proposals for the District. It proposed the aim of the LTP should be to: ***"Manage and maintain Warwickshire's transport network in a safe, sustainable and integrated way"***.

The consultation, which closed on the 18 March, proposed that the LTP focused on four key themes:

- a. **The Environment**- covering the following challenges: Noise pollution; Climate Change; Air Quality; Flooding and water management; and Loss of habitat and wildlife.
- b. **The Economy**- covering the following challenges: Impact and recovery from Covid-19; Brexit; Changing and flexible work patterns; Internet based working and shopping; Productivity and competitiveness; Access to education, training and skills; and Access to workforce, materials and markets.
- c. **Place**- covering the following challenges: Regional connections; National and international connections; Access between rural and urban areas; Public space and improvement of place and character; Rural isolation (lack of connections to wider areas and services); and Housing growth and development.
- d. **Wellbeing**-covering the following challenges: Access to healthcare and social care; Security and safety; Transport-related pollution; Road safety; Social inclusion; Mental health; and Supporting active lifestyles.

In preparing a response to the consultation, officers had taken a number of factors into account including:

- the existing Local Plan, proposed growth and ongoing pressures for housing and economic growth; the ambitions and projects set out in the Corporate Business Plan and Fit for the Future; the declaration of the Climate Emergency and the Climate Emergency Action Programme; the impact of Covid-19 on the District and opportunities for an economic recovery that was led by strong green growth and investment; ongoing issues relating to air quality in the District and particularly around the Air Quality Management Areas; and
- the importance of mobility and place in health and wellbeing.

In terms of alternative options, the Council choose not to respond to the Local Transport Plan consultation. However, this option was not proposed as the Local Transport Plan was important for the future of the District and Council services. The consultation provided an important opportunity to influence the Plan at an early stage and would provide the context for future, more detailed discussions with the County Council.

There were many alternatives relating to the content of the proposed response, including alternative approaches to the weighting/importance given to various options. Officers had sought to provide a response that was consistent with existing Council policy.

Councillor Rhead emphasised the amount of work that officers had put into this detailed report and hoped Warwickshire County Council would take the **report on board as it would be an important contribution to the County's plans.**

Councillor Cooke expressed his pride at the Council's response to the consultation. He stated that he had received responses from the Chairs of

the Finance & Audit Scrutiny Committee and the Overview & Scrutiny Committee in relation to the consultation, and he had a discussion with the Head of Development Services and agreed to propose an amendment to pages 15 and 16 of the Consultation Response, attached as Appendix 1 to the report, to read:

"Which of the following do you think are important to consider in the LTP when thinking about the place challenges above?"

- *Reduce traffic in town centres*
- *Make town centre streets and spaces more attractive for pedestrians*
- *Reduce sign clutter and street furniture*
- *Make road verges and other spaces better places for nature*
- *Prevent or restrict through traffic on some residential streets*
- *Other (please specify)*

We believe that all of these can play a part in supporting and maintaining high quality places in addition to other suggestions made in this response, including improving wayfinding. Whilst some measures have a wider strategic benefit (for example reducing traffic in town centres) and others have more of a clearly local impact, all can play a role as part of a coordinated strategy to improve the quality of our places across the district".

The amendment was accepted by the Executive, and Councillor Cooke proposed the report as laid out, and subject to the above amendment.

Resolved that the responses to the Local Transport Plan Key Themes consultation set out in Appendix 1 to the report, be approved for submission to the County Council, subject to the inclusion of the amendment set out above.

(The Portfolio Holder for this item was Councillor Cooke)
Forward Plan Reference 1,173

103. **Baddesley Clinton Conservation Area Review**

The Executive considered a report from Development Services, which provided a review of the Baddesley Clinton Conservation Area, sought approval to undertake a three-week public consultation period and to adopt a Conservation Area appraisal for Baddesley Clinton Conservation Area if no material objections are received.

It was a requirement under Section 69(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 that local planning authorities determined which parts of their area were areas of special architectural or historic interest, the character or appearance of which it was desirable to preserve or enhance, and to designate these areas as Conservation Areas. It was a further requirement under Section 69(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which explained that local planning authorities needed to review their conservation areas from time to time. Part of this exercise involved the adoption and review of existing conservation area appraisals.

The Council's Principal Conservation Officer had undertaken a review of the existing Conservation Area and had concluded that there was no reason to expand the boundary at that stage. However, no appraisal had been adopted for Baddesley Clinton Conservation Area since its designation as a Conservation Area in 2013. The only change therefore proposed was the adoption of a Conservation Area appraisal document set out in Appendix C to the report.

Conservation Area appraisals were documents that defined the special interest and significance of the area that merited Conservation Area designation. These documents also described and evaluated the contribution made by the different features that contributed towards their overall character and appearance. The appraisal also provided guidance on how the preservation or enhancement of the conservation area could be achieved.

Conservation Area appraisals were also useful for those considering investment in those areas for new development, in addition to planning officers, Council Members, the Planning Inspectorate and Secretary of State, all of whom were then able to assess the impact of proposals on the **area's special interest, character and appearance. The appraisal would** therefore become a material consideration in planning decisions affecting the area.

An explanatory letter would be served upon Baddesley Clinton Joint Parish Council, Ward Councillors and residents within the Conservation Area boundary, in order to make comments on the document. All material representations received during this period would be considered and consideration given to amending the appraisal as appropriate.

In terms of alternative options, Members could choose not to adopt the Conservation Area Appraisal. This would, however, mean that the Conservation Area would only benefit from limited recognition and therefore a gradual erosion of the character of the Conservation Area could eventually arise.

Councillor Cooke proposed the report as laid out.

Resolved that

- (1) a three-week public consultation period in order to invite representations from residents, Baddesley Clinton Parish Council and Ward Councillors on the adoption of a Conservation Area appraisal, be authorised; and
- (2) if no material objections are received, during the consultation, then the appraisal, be adopted.

(The Portfolio Holder for this item was Councillor Cooke)
Forward Plan Reference 1,185

104. **Draft - Sexual Entertainment Policy**

The Executive considered a report from Health and Community Protection which presented the reviewed draft Sexual Entertainment Establishment Policy, which was applicable to all Sexual Entertainment Establishments within the Warwick District Boundary.

The proposed policy was considered by the Licensing and Regulatory Committee at its 8 February meeting, where it was agreed to recommend the document to Executive for adoption.

The current Sexual Entertainment Policy was adopted on 2 June 2016. It was **used to outline the Council's approach to sexual entertainment** applications and premises within the district. The Policy had been reviewed by the Licensing Team.

A review of the policy had been undertaken by the Licensing Team Leader. A review of applications received during the period had confirmed that there were no corrective measures to be made.

There had been no enquiries or complaints received from licence holders, members of the public or any responsible authorities during the period which confirmed that there were no corrective measures to be made.

Legal Services had been consulted on this review and had not requested any changes to the documents.

Legal Service were asked whether the draft policy would require a full public consultation and advised that the changes were so minimal that it would not be required.

The proposed policy was attached as Appendix 1 to the report, and a summary of the main alterations was included as Appendix 2 to the report.

In terms of alternative options, the Executive could request a public consultation on the draft policy before making comment, however Legal Services had advised that this was not necessary.

The Executive could also choose not to adopt the proposed policy. However, the purpose of the policy was to provide clear guidance for officers and Councillors on what matters should be taken into account when determining applications, and it would be more difficult to ensure consistent application of the law to applicants without a policy to work with.

Councillor Falp proposed the report as laid out.

Resolved that the reviewed policy, as set out at Appendix 1 to the report, be adopted.

(The Portfolio Holder for this item was Councillor Falp)
Forward Plan Reference 1,185

105. **Review of Significant Business Risk Register**

The Executive considered a report that set out the latest version of the Council's Significant Business Risk Register for review. It had been drafted following a review by the Council's Senior Management Team and the Leader of the Council.

The report sought to assist Members fulfil their role in overseeing the organisation's risk management framework. A very useful source of guidance on the responsibilities of Members and officers with regard to risk management came from the Audit Commission in its management paper, "Worth the risk: improving risk management in local government":

"Members need to determine within existing and new leadership structures how they will plan and monitor the council's risk management arrangements. They should:

- *decide on the structure through which risk management will be led and monitored;*
- *consider appointing a particular group or committee, such as an audit committee, to oversee risk management and to provide a focus for the process;*
- *agree an implementation strategy;*
- *approve the council's policy on risk (including the degree to which the council is willing to accept risk);*
- *agree the list of most significant risks;*
- *receive reports on risk management and internal control – officers should report at least annually, with possibly interim reporting on a quarterly basis;*
- *commission and review an annual assessment of effectiveness: and*
- *approve the public disclosure of the outcome of this annual assessment, including publishing it in an appropriate manner.*

The role of senior officers is to implement the risk management policy agreed by members.

It is important that the Chief Executive is the clear figurehead for implementing the risk management process by making a clear and public personal commitment to making it work. However, it is unlikely that the chief executive will have the time to lead in practice and, as part of the planning process, the person best placed to lead the risk management implementation and improvement process should be identified and appointed to carry out this task. Other people throughout the organisation should also be tasked with taking clear responsibility for appropriate aspects of risk management in their area of responsibility."

The report was not based on 'project appraisal' so no alternative options were considered.

The Finance & Audit Scrutiny Committee noted the report.

Councillor Rhead was concerned about the risk process, as none of the risks shown in the risk register had moved, which he felt showed the mitigations were not being addressed sufficiently. He requested to see these arrows on the risk register to see the movements were going the right way, rather

than having no movement at all.

Councillor Hales, the Portfolio Holder for Finance, stated that he had a meeting with the Audit & Risk Manager about the arrows on the risk register. There had been no movement in the risks since the register was last reported and therefore no direction of travel had been included. These arrows would appear in future reports. He also explained that at the Finance & Audit Scrutiny Committee meeting on 17 March, it was agreed that he would meet with Chair of Finance & Audit Scrutiny Committee, Head of Finance and the Chief Executive in June to look at the strategy behind the risk. It was important to make sure the Council recognised the different challenges coming forward, and that the Council set a strategy that officers and Councillors could work through. Councillor Day felt that in the light of nearly 12 months since the first national lockdown, one of the best ways the Council had managed risks was the genuine shared working across political groups and extra efforts and goodwill officers had shown. In the most challenging of financial years, the Council had still managed to find money for the Climate Action Fund despite being prevented from **holding the referendum as hoped. He welcomed Councillor Hales' work with** officers, and the Chair of the Finance & Audit Scrutiny Committee in making sure the Council remained sharp and focused on the strategic risks. He then proposed the report as laid out.

Resolved that

- (1) the Significant Business Risk Register, attached at Appendix 1 to the report, be noted; and
- (2) the emerging risks identified in section 9 of the report, be noted, and that an additional risk be included in future relating to the proposed merger with SDC.

(The Portfolio Holder for this item was Councillor Day)

106. **Step Back Review Task & Finish Group on the Council's response to Covid 19**

The Executive considered a report from the Deputy Chief Executive (BH) which brought forward the recommendations from the Overview & Scrutiny Committee, as a result of the work of the **Step Back Review Task & Finish Group of the Council's response to Covid 19 pandemic**, undertaken by Councillors Ashford, A Dearing, Jacques, Kohler, Milton and Nicholls.

At its 18 August 2020 meeting, the Overview & Scrutiny Committee appointed six Councillors to undertake a Step Back Review to consider the **Council's response to Covid-19**, based on the following five principals:

- initial response to move the Council from HQ based to working from home;
- liaising and working with other authorities;
- change in service delivery (for example green bins);
- communications to the wider community; and

- how the business of the Council (as opposed to day to day services) was managed, specifically on how decisions made during the hiatus were open to scrutiny.

The intention had been to complete the review as swiftly as possible to identify any potential learning for the Council in the way it responded in case of either a local or national lockdown occurred. This was an ambitious timescale based on the demands upon officers both still responding to the pandemic and tentatively returning services back to normal, recognising the significant change in cultural/working practices of the Council with most officers working from home.

Officers collated feedback from across the Council on the work that had been undertaken during the first national lockdown, based upon the five themes. These were set out in Appendices 2 to 9 to the report. The information was then shared with the review Group of Councillors, except Councillor Ashford who could not participate due to personal circumstances at the time.

The Group met on Monday 2 November 2020 to review the information and from this came to the conclusions and recommendations as set out at Appendix 1 to the report.

The report and its appendices were considered by the Overview & Scrutiny Committee at their 9 February 2021 meeting, who endorsed the report and recommendations, and passed them to Executive for approval.

In terms of alternative options, no alternative proposal had been considered to the recommendations as these were developed through discussion based on the evidence provided to the Working Party. The Executive could amend or dismiss these recommendations, but this then moved the risks identified above to issues which would need to be addressed.

Councillor Day proposed the report as laid out.

Resolved that

- (1) the findings of the Step Back Review Group, be noted;
- (2) the recommendations for officers to act upon as set out at Appendix 1 to the report, be approved; and
- (3) the comments of the Corporate Management Team set out at Appendix 10 to the report, be noted.

(The Portfolio Holder for this item was Councillor Day)

107. **Protection of Nesting Birds and associated issues at St Mary's Lands, Warwick**

The Executive considered a report from the Chief Executive, that brought forward a number of updates on the work of the Council on its work at St Mary's Lands Warwick.

At its 17 November 2020 meeting, the Executive had agreed the following:

"That the Executive reviews the options for the flying hours of model aircraft as set out in Appendix 1 of this report and considers the St Mary's Lands working Party recommendation to adopt the hours recommended by the model flyers with the Working Party's recommended amendment to review the impact after a year.

Subject to recommendation 2.1 above being agreed, that the hours of operation are made known via the Council website and on-site signage.

That the results of the St Mary's Lands Working Party's assessment of access be reported back to the Executive for a decision on controlling access to sensitive breeding areas, including the costs of additional barriers / site notices."

This report followed up on this decision.

St Mary's Lands was a large public open space on the western side of Warwick, lying between the edge of town and the countryside leading to the A46. It was an area that fell wholly within the **town's Conservation Area**; housed A Grade II Listed Building with also the listed Hill Close Gardens immediately adjoining; and, was partly a Local Nature Reserve.

St Mary's Lands was also home to a variety of uses and activities, many of which were historic in nature; e.g. racecourse, golf course, football, local community use (Corps of Drums), walking, running, dog walking, wildlife watching, etc. In addition, the area had for over 90 years been used as an area in which people could use to fly model aircraft. This made it one of the oldest venues, if not the oldest, in the country for flying of model aircraft. It was also one of the oldest locations for a golf club in the country and was the third oldest racecourse in the world.

The improvement of St Mary's Lands area was one of the Council's key projects, with the Council having agreed in August 2017 to a Master Plan for the area, as well as a delivery plan which was now being implemented. A significant amount of the elements of the masterplan had been implemented. The Working Party brought together the organisations involved with the area and was now focusing on the implementation of the Master Plan. Since July 2017, the local association of model aircraft flyers had been represented on the Working Party. In October 2017, a presentation to the Working Party was **given by the model flyers'** representative in support for a re-introduction of the more extensive hours of operation that used to operate prior to the last consideration of this issue by the Council in 2004.

St. Mary's Lands was an important site for wildlife, recognised by its Local Nature Reserve status. A key objective of the masterplan was increasing

the site's wildlife value and overall biodiversity. The model aircraft were flown over areas that were used as breeding grounds by ground nesting birds. Whilst it was an offence to intentionally or recklessly disturb at, on or near an 'active' nest under the **Wildlife and Countryside Act 1981**, the Wildlife Watching group had witnessed unintentional disturbance and the **nesting populations at St. Mary's Lands** was, at best, stable. There had been very recent news articles in the Times newspaper on this very issue nationally.

Following the November 2017 Executive approval, an ecology study was commissioned. The ecologist undertook three-site visits over a seven-month period and reported on its findings in August 2018. The findings were inconclusive in that it could not identify any adverse impacts of model flying, but could not confirm that they did not exist. The wildlife group were also concerned that whilst three-site visits were undertaken, none of these coincided with the beginning of the breeding season (mid-February–early-March). Consequently, it was agreed that a more extensive ecological evaluation covering a full 12-month period would be required. A revised brief for the new survey was agreed and the works tendered. The ecologist was appointed in February 2019, an interim report was issued in the summer of 2019 and a final report after the 12-month study in March 2020.

The ecology report identified the site as having high-ecology value for nesting birds and these were being affected by a cumulative impact from various disturbances. It identified the model flying having a low to medium disturbance impact. A higher level of disturbance was being made by dogs running into the nesting sites. The cumulative effect of both the model flying and dogs were seen to be detrimental to nesting birds. The **ecologist's report therefore recommended some physical restrictions** should be made to prevent dogs from being able to access the sensitive breeding sites and that the model flying hours were adjusted to give a beginning and end of day periods without interruption from flying. The previous roping off of bird nesting sites offered little protection from dogs and the use of temporary physical barriers, combined with site notices, would assist in identifying and managing the nesting sites.

It was agreed in November 2020 that an assessment of the potential type and extent of barrier restrictions should be undertaken and developed with the Working Party, before the next breeding season started in mid-February 2021. Once that information had been collected and demonstrated no significant issues, then a formal public consultation would be carried out based around site notices and information displays. It was felt at the time that this approach would allow all the issues to be properly examined and considered and this was important given the potential risks that might arise.

However, working up suitable proposals took longer than anticipated and draft proposals were not able to be put to the Working Party until 12 January 2021. The proposal that emerged set out on Plan 1, attached as an appendix to the report, showed **a relatively small area of the St Mary's Lands** that would be subject to a temporary barrier for a set period of time. Associated signage was also attached as an appendix to the report. However, this process meant that there was insufficient time to be able to undertake a formal public consultation prior to undertaking the works. Given the impending nesting season, the Chief Executive authorised the

operational works to be undertaken. It was however, proposed that the Council should review the effects of this proposal with the Working Party, report back and consider proposals for the year 2022 onwards.

Although a wider public consultation was not undertaken, there was extensive discussion both at the Working Party meeting in January and by **email subsequently. With the exception of the Friends of St Mary's Lands**, all the other member organisations to the Working Party agreed the proposals, and this included the nature conservation interest.

The Friends position had been to deny that there was a problem. It did subsequently raise a different response which was to propose to move the **nesting birds site to the "Straight" part of the racecourse, which** was west of the Gog Brook. This land was not in the control of the Council and the Jockey Club which did control that land, pointed out the conflict it would have operationally with their use of that land, so it was not felt to be a feasible option. It was also doubtful whether the nesting site could be moved as was being suggested. The Friends group had nevertheless continued to raise objections. The Friends had declined an offer for its Management Committee to discuss this and other matters with the Leader of the Council and the Chief Executive. The Friends were suggesting it would undertake a public consultation of its own volition.

This suggestion however, and the comments coming from it could not be taken as credible since the members of the Management Committee of the Friends, other than the Secretary, were not disclosed. This raised a wide issue and so it was proposed, that in order that the Working Party representation was clearly accountable, that all groups participating would be recognised and organised by Company or Charitable law or similar legal arrangements, or, where that was not the case, by disclosing their management arrangements to the Council.

It was felt timely that after operating since late 2015, the Working Party review its Terms of Reference, its mode of operation, and that how public participation was organised and managed, for consideration and approval by the Executive.

In terms of alternative options, the Council could decide to take out the measures, but given that the breeding season had started this was inadvisable. The Council could stick with roping off the area, the measures that it had previously adopted, but the ropes were often ignored and proved to be insufficient for the purpose.

Councillor Rhead shared a sentence from a press release with Members **which stated that "early evaluations indicate that recent measures taken by Warwick District Council to provide a site for endangered grass nesting birds to breed on St Mary's Land appear to be working"**, which he felt was great credit to the ideas that were put forward in the report. He also thanked Councillor Bartlett for his work in promoting this work. He then proposed the report as laid out.

Resolved that

- (1) **the results of the St Mary's Lands Working Party's assessment of access**, be noted, and the
- Item 2 / Page 21

measures for controlling access to sensitive breeding areas, be supported;

- (2) a review after the breeding season be undertaken, **involving the St Mary's Lands Working Party**, and the review findings be reported back;
- (3) the basis of participation of groups on the **St Mary's Lands Working Party** was reviewed; and
- (4) **the St Mary's Lands Working Party's Terms of Reference**, mode of working, and the basis for public participation, be reviewed and submitted to the Executive for approval.

(The Portfolio Holder for this item was Councillor **Rhead**)

108. **Public and Press**

Resolved that under Section 100A of the Local Government Act 1972 that the public and press be excluded from the meeting for the following items by reason of the likely disclosure of exempt information within paragraphs of Schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006, as set out below

Item Numbers	Paragraph Numbers	Reason
109, 110	1	Information relating to an individual
109, 110	2	Information which is likely to reveal the identity of an individual
109, 110	3	Information relating to the financial or business affairs of any particular person (including the authority holding that information)

109. **Confidential Appendices to Item 9 - Step Back Review Task and Finish Group on the Council's response to Covid-19**

The Executive noted the confidential appendices in relation to Agenda Item 9, Minute Number 106 – Step Back Review Task and Finish Group on the **Council's response to Covid-19**.

110. **Minutes**

The confidential minutes of the meeting held on 11 February were taken as read and signed by the Chairman as a correct record.

(The meeting ended at 7.01pm)

Executive
22 April 2021

Title: Health and Well Being Strategy and Associated Processes
Lead Officer: Chris Elliott, Chief Executive and Marianne Rolfe, Head of Health and Community Protection
Portfolio Holder: Judith Falp
Public report / Confidential report: Public
Wards of the District directly affected: All

Contrary to the policy framework: No
 Contrary to the budgetary framework: No
 Key Decision: Yes
 Included within the Forward Plan: Yes (Ref. No 1,217)
 Equality Impact Assessment Undertaken: No
 Consultation & Community Engagement: No
 Final Decision: Yes
 Accessibility checked: Yes

Officer/Councillor Approval

Officer Approval	Date	Name
Chief Executive	6 th April 2021	Chris Elliott
Head of Service	6 th April 2021	Marianne Rolfe
CMT	6 th April 2021	Chris Elliott, Andrew Jones, Bill Hunt
Section 151 Officer	6 th April 2021	Mike Snow
Monitoring Officer	6 th April 2021	Andrew Jones
Finance	6 th April 2021	Mike Snow
Portfolio Holder(s)	6 th April 2021	Councillor Judith Falp

1. Summary

- 1.1 This report seeks approval of the new Warwickshire wide Health and Well Being Strategy; notes the Director of Public Health's annual report; and seeks support for the development and implementation of a South Warwickshire Place Plan concerning health and well-being issues.

2. Recommendations

That the Executive:

- 2.1 Recommends to Council that the Warwickshire wide Health and Well Being Strategy at Appendix A is agreed and forms part of the Council's Policy

Framework;

- 2.2 **Notes the Director of Public Health's Annual Report** for 2020/21, which can be seen at www.warwickshire.gov.uk/publichealthannualreport;
- 2.3 Supports the proposal to develop the South Warwickshire Place Plan concerning health and wellbeing matters as set out at Appendix C.

3. Reasons for the Recommendations

Recommendation 2.1

- 3.1 Since October 2020, local government, health bodies and partner agencies have been working to develop a new Warwickshire wide Health and Well-Being Strategy for the period 2021 to 2026. This process has included public consultation. The resultant Strategy is attached at Appendix A for approval. It is proposed that this be recommended to Council for approval and to form **part of the Council's Policy Framework**. An easy to read version which very effectively summarises the Strategy is attached at Appendix B.

Recommendation 2.2

- 3.2 Alongside the Strategy the Warwickshire Director of Public Health has recently published her annual report. This is attached at www.warwickshire.gov.uk/publichealthannualreport. It contains a number of recommendations to improve the health of the Warwickshire population and to reduce the inequality of health. These recommendations will require a separate consideration and report.

Recommendation 2.3

- 3.3 The health and social care system that has been established for the Coventry and Warwickshire sub region has 2 Health and Well Being Strategies – one for Coventry and one for Warwickshire and has also identified 4 places within its overall system; these being Northern Warwickshire (North Warwickshire and Nuneaton and Bedworth Borough Council areas); Rugby (Rugby Borough **Council's area**); **Coventry (Coventry City Council's area)**; and South Warwickshire (Stratford upon Avon and Warwick District Council areas). **These "places" reflect the different places that** exist from a health geography perspective within the sub region.
- 3.4 It is expected that most of the work to deliver the Warwickshire Health and Well Being Strategy will need to be delivered at Place level. The overall approach is to use the Kings Fund model as a framework within which agencies will seek to integrate tackling the pre-determinants of poor health as well as improving the health and social care sector services. There are several multi-agency groups which have been put in place over the past 2 years to try to take this approach forward.

- 3.5 Progress has been made this past year on a South Warwickshire Place Plan focusing on proposals involving the local health and social care sector led by South Warwickshire Foundation Trust (SWFT). However, discussions have led to the development of a proposal at Appendix C which would lead to a Place Plan for the population of South Warwickshire spanning all 4 quadrants of the Kings Fund model and would integrate some of the existing multi-agency groups.
- 3.6 This approach which, if agreed, would take the next year to put in place and would enhance joint working locally across a number of agencies for the benefit of the local community. There could also be potential organisational benefits in terms of sharing costs, premises etc. SWHT has also set up a South Warwickshire place web site so that the joint work of agencies involved can be easily accessed <http://www.southwarwickshiretogether.com>
- 3.7 The next year would see work on an action plan developed and that would involve the Council's services and projects. This process would then feed into the Councils' service area planning and budget setting processes.

4. Policy Framework

4.1 Fit for the Future (FFF)

The Council's FFF Strategy is designed to deliver the Vision for the District of making it a Great Place to Live, Work and Visit. To that end amongst other things the FFF Strategy contains several key projects.

The FFF Strategy has 3 strands – People, Services and Money and each has an external and internal element to it. The information below illustrates the impact of this proposal if any in relation to the Council's FFF Strategy.

4.2.1 External impacts of proposal(s)

People - Health, Homes, Communities – The proposals will all help to address a key Council aspiration of improving the health and well-being.

Services - Green, Clean, Safe – None directly at this stage though the Council's own activities in this area will aid the improvement of health and well-being as a good environmental and safety record are one of the predetermining factors affecting health.

Money- Infrastructure, Enterprise, Employment – None directly though the Council's own activities in this area will aid the improvement of health and well-being as economic hardship is one of the predetermining factors affecting health.

4.2.2. Internal impacts of the proposal(s)

People - Effective Staff – No direct impacts at this stage but this approach could help with the further improvement of council staff health and well-being.

Services - Maintain or Improve Services – No direct impacts at this stage but the place plan may well lead to service changes enabling improvements in health and well-being.

Money - Firm Financial Footing over the Longer Term – No direct impacts but the Place Plan may well help with the better use of assets.

4.2 **Supporting Strategies**

A range of Council strategies support health and wellbeing though at this stage there is no specific strategy to refer to.

4.3 **Changes to Existing Policies**

The Health and Well Being Strategy is proposed to be included in the **Council's Policy Framework which is a material change and it may** subsequently have implications for particular strategies, policies, projects and services.

4.4 **Impact Assessments**

Not at this stage.

5. Budgetary Framework

- 5.1 There is no implication at this stage of these recommendations upon the **Council's budgetary framework**. The issue may arise when the action plan for the South Warwickshire Place Plan is worked up and the implications for the **Council's services and activities are better known and understood**.

6. Risks

- 6.1 At this stage any risks are small in impact and low in probability in respect of the Warwickshire wide strategy and the Annual Report of the Director of Public Health. In so far as recommendation 2.3 is concerned the risks and mitigation are set out in Appendix C.

7. Alternative Option(s) considered

- 7.1 The Council could decide not to adopt the Health and Well Being Strategy but given the extent of work upon it, that is not a course of action that is recommended. In respect of the Annual Report from the Director of Public Health there are no real alternative actions to consider at this stage.
- 7.2 The Council could consider not agreeing to the proposal at Appendix C but this would leave a multi-agency structure that is duplicating and overly burdensome on staff and portfolio holder time. Given the added emphasis to deliver the wider Strategy at a place level, then a more effective approach is needed as is proposed.



Warwickshire Health and Wellbeing Strategy

2021-2026



Foreword



Our new Health and Wellbeing Strategy presents a real opportunity to make a difference to the health and wellbeing of everyone in Warwickshire. The Strategy has been produced in collaboration with Health and Wellbeing Board partners in a context of change which brings both challenges and opportunities. Much has happened since our first Strategy in 2014. There is significant pressure in the health and care system and the public sector more widely because of increasing demand and reducing capacity. This has been further amplified by the Covid-19 pandemic which has radically changed how society functions.

As we start to rebuild communities and reset services as part of our recovery from the Covid-19 pandemic, even more importance needs to be placed on tackling inequalities in health and creating engaged and cohesive communities that are able to thrive despite the ongoing challenges we all face. Helping our children and young people to get the best start in life is key to this, as is supporting people to look after their mental health and wellbeing particularly as 1 in 3 visits to mental health services during the pandemic were from new users. Our Covid-19 Health Impact Assessment (HIA) has highlighted two findings which will be key drivers behind our new Strategy and its implementation:

1. An **integrated recovery** which looks across traditional organisational boundaries is required to understand the wider impact to services; and
2. There is a **double impact of harm** which disproportionately impacts on Black, Asian and Minority Ethnic (BAME) communities, and the most vulnerable individuals facing multiple deprivation and inequalities in health

The NHS long-term plan and Coventry and Warwickshire Five Year Health and Care Plan both confirm a greater focus on prevention and a move to a more integrated health and care system. We want to build on the momentum from our previous Strategy and the Year of Wellbeing 2019 to drive further commitment around improving health and wellbeing. We have set out high level ambitions for the next

five years, as well as specific priorities we think we should focus on over the next two years.

This Strategy sets out our commitments and vision for improving health and wellbeing for Warwickshire. It is however the first step, and next we need to deliver on these commitments. To make sure that we get this right for our communities, we are taking a place-based approach to delivery. In Warwickshire, our 3 Places are:

- North – covers North Warwickshire Borough and Nuneaton and Bedworth Borough
- Rugby – covers Rugby Borough
- South – covers Stratford on Avon District and Warwick District

Each place has a Health and Wellbeing Partnership and a Health and Care Executive that will play a key role in delivering the Strategy locally making sure that action plans have been tailored to meet local needs and build on the strengths, of each place.



Councillor Les Caborn

Chair of Warwickshire Health and Wellbeing Board



Introduction



What is the Health and Wellbeing Strategy?

The Health and Wellbeing Strategy (HWS) is Warwickshire’s high-level plan for improving health and wellbeing and reducing differences, or inequalities, in health within Warwickshire. The HWS is owned by Warwickshire’s Health and Wellbeing Board (HWB), a collaborative partnership bringing together senior leaders from the county, borough and district councils, the third sector represented by Warwickshire Community and Voluntary Action (WCAVA), Healthwatch Warwickshire, NHS Coventry and Warwickshire Clinical Commissioning Group (CCG), NHS trusts, Warwickshire Fire Service and the Police & Crime Commissioner.

The 2021-2026 HWS is informed by data and engagement evidence from our Joint Strategic Needs Assessment (JSNA) learning from our 2014-2020 Health and Wellbeing Strategy, as well as drawing on national research and good practice. Key stakeholders, including people living and working in Warwickshire, were consulted with during the early stages of strategy development. The findings from the consultation have been reflected within this final draft. The HWS responds to the rapidly changing context for health and social care by setting out a five-year vision for health and wellbeing in Warwickshire. It will be used by local health and care partners to inform plans for commissioning services and to shape how we will work together to address the wider determinants of health.

Our long-term strategic ambitions for Warwickshire are:



Figure 1: Coventry and Warwickshire’s Strategic ambitions (HCP, 2019)

These ambitions are aligned to our shared vision for health and wellbeing across Coventry and Warwickshire’s Health and Care Partnership (HCP). Together we want to do everything in our power to enable everyone to pursue a happy, healthy life by putting people at the heart of everything we do.

“One Health & Care Partnership, Two Health and Wellbeing Boards, Four Places, Three Outcomes”



To deliver on these ambitions in Warwickshire, the HWB has agreed three priority areas to focus on over the next two years.

Priorities for Warwickshire:

- Help our children and young people have the best start in life
- Help people improve their mental health and wellbeing, particularly around prevention and early intervention in our communities
- Reduce inequalities in health outcomes and the wider determinants of health

Within Warwickshire health and wellbeing outcomes can differ dependent where you live. For example, males living in the north of the county in Nuneaton and Bedworth Borough die on average 3.6 years earlier when compared with males living in the south of the county in Stratford on Avon District ¹. To make sure that we are getting things right for each area we have established local Health and Wellbeing Partnerships (HWP) for North, Rugby, and South Warwickshire. Each HWP is developing an action plan outlining how they will focus on our county-wide priorities in a way that meets the health and wellbeing needs of North, Rugby, and South Warwickshire.

We will routinely monitor our performance in outcomes related to these priorities and after two years we will evaluate if these should remain our priorities for a further two-year period, or if there are other areas we should focus on to help achieve our long-term strategic ambitions. However, the HWB partners recognise that we are still yet to understand the full impact of Covid-19 across all areas of health and wellbeing. With this in mind, we will be monitoring progress against our priority areas regularly to understand if our two-year timeframe needs to change.



OUR JOURNEY - Where we are now

There has been ongoing commitment to deliver on the priorities of the 2014-2020 Strategy from each organisation represented on the HWB and our Annual Reviews highlight some of the achievements in delivering our ambitions of the Strategy over the last 5 years. Over this period, the role of wider partners in health and wellbeing has been increasingly recognised, such as Housing and Planning teams in our Districts and Boroughs, the Police and the Fire and Rescue Service.

There has been stronger partnership working, however it is acknowledged that we do not always join up what we do and make the connections between different areas of work. This means we may miss opportunities to identify synergies and complementary activity and do not always get the best outcomes as a result. To do this better we are adopting a 'population health' approach which takes a holistic view of everything that impacts on people's health and wellbeing. A population health approach pays greater attention to the connection between four areas that influence health and wellbeing (figure 2). These areas are *the wider determinants of health, health behaviours and lifestyles, the place and communities we live in and with, and an integrated health and care system*.

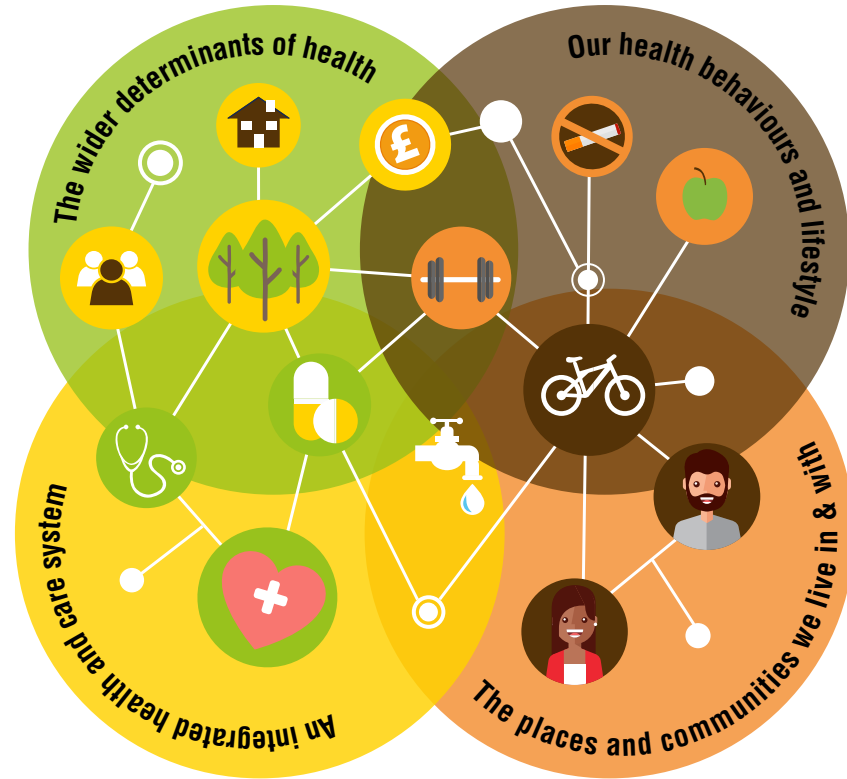
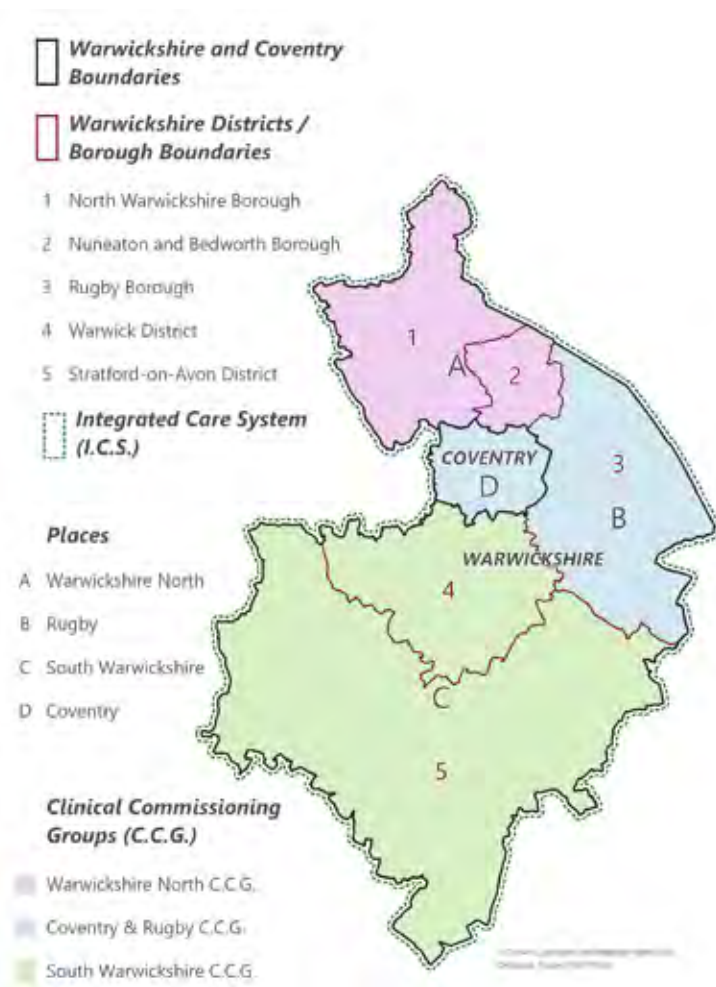


Figure 2: Population health model (Kings Fund, 2019)



Joint Strategic Needs Assessment

To inform the development of the new HWS we have undertaken research and engagement as part of the Joint Strategic Needs Assessment (JSNA) process. We used an approach that focused on the health needs of people within each local HWP (figure 3). By undertaking this approach we have been able to identify the needs and priorities within the North, Rugby, and South Warwickshire and ensure our recommendations are tailored to each place.



Over the last two years we have been building our understanding of assets and needs across the county through analysis of evidence from a wide range of sources. As part of our JSNA we have talked to over 2,000 residents and professionals and over 300 community organisations about the key issues facing local communities. In light of the Covid-19 outbreak we undertook further engagement in September 2020 and heard from over 2,500 residents on how life had changed for them since the outbreak. These findings reflect a snapshot in time and over the next few years data may have changed as the lasting impact of the pandemic continues to emerge.

From this, we know that:

- Overall health in Warwickshire is above average but varies, with residents in more deprived parts living shorter lives and spending a greater proportion of their lives in poor health.** In less deprived parts of the county males can expect to live over 9 years longer and females 5 years longer than those in more deprived areas². People are spending more of their later years in ill-health – over 18 years for men and nearly 20 years for women³. There are avoidable differences in health outcomes, often linked to smoking, alcohol consumption, obesity and lack of physical activity. There is a need for better communication and advice to help people lead a healthy and independent life.
- Children and younger people have increasing needs.** Nearly one in three children age 10-11 are overweight or obese⁴. Increasing numbers of children aged 0-14 are being admitted to hospital with injuries and hospital admissions have also increased for alcohol specific conditions in under 18s^{5,6}. There are growing concerns regarding mental health issues and self-harm rates among young people (age 10-24)⁷. With the number of school children forecast to increase by over 4,000 by 2025 the demand on support services is likely to increase⁸.
- Around one in four adults experience mental health problems, but the county has seen an improvement in the suicide rate.** Levels of suicide in Warwickshire have historically been higher than the England average. However, following a large programme of work aimed at

suicide prevention, local rates are now in line with the England average⁹. With awareness of mental health increasing and changes in underlying risk factors, more adults and young people are likely to present to health services with a mental health need by 2025.

Covid-19 impact: We know that for many people mental health and wellbeing has been negatively impacted as a result of the pandemic response. Local mental health support services reported seeing more people experiencing anxiety disorders¹⁰ and the Warwickshire COVID-19 Survey found an increase in self-harming behaviours among people with pre-existing mental health conditions.

- **Warwickshire has a growing older population.** There are more people over the age of 65 than the national average (20.8% in Warwickshire and 18.4% for England) and those over 85 are expected to almost double from 16,561 in 2020 to 30,132 in 2040. The prevalence of dementia (all ages) is higher than the national average in South Warwickshire (similar to the national average for Coventry and Rugby and below the national average for Warwickshire North)¹¹. Across the CCG as the whole, the estimated dementia diagnosis rate for those aged 65 and above is below the national average¹². These issues put pressure on services and carers who provide support. We need to focus on preventative health in the younger and working age population now to help manage future demand on health and care services.
- **Despite the county's comparatively good performance on education and skills and economic growth, pockets of deprivation limit people's opportunities to succeed in life.** 6 Lower Super Output Areas (LSOAs) are in the 10% most deprived nationally. A further 16 LSOAs are in the second most deprived decile, and 26 are in the third most deprived decile. 12% of children (11,400) live in low-income households. Social inequalities and life chances are already established from these early years of life. .

Covid-19 impact: Across Warwickshire the percentage of working age people receiving Job Seekers Allowance plus those receiving Universal Credit was gradually increasing from 1.9% in April 2019 to 2.2% in March 2020. Across Warwickshire the highest rates were in Nuneaton and Bedworth Borough

which were consistently higher than the England rate, and the lowest were in Warwick and Stratford Districts. However, since the first lockdown, claimant rates increased significantly across the county, with each district and borough seeing at least double the number of claimants. North Warwickshire saw the biggest percentage increase in claimants when comparing rates between May 2019 and May 2020¹³.

- **Inequalities in health exist between White and Black, Asian and Minority Ethnic communities.** Individuals from a Black, Asian and Minority Ethnic (BAME^a) background are highlighted to potentially have greater rates of mental health illness compared to White British individuals. People from ethnic minority groups are at higher risk of being out of work; prior to Covid-19 the rate of unemployment in some ethnic minority communities was 6.1% compared to 3.5% for people from a white background¹⁴.

Covid-19 impact: People from BAME groups were more likely to be at increased risk of exposure to Covid-19 than White British groups during the first wave of the pandemic, often due to working in frontline or essential services. Mortality rates were highest among South Asian and Black Caribbean groups¹⁵.

- **The county has a higher level of homelessness than other areas.** We know that good quality housing leads to better health and wellbeing as it indirectly affects early years outcomes, educational achievement, economic prosperity, mental health and community safety¹⁶.

Covid-19 impact: Under the 'everyone in' directive we supported 139 rough sleepers to access emergency shelter who had not been assessed formerly to be owed a statutory duty to accommodate. Wider financial impacts of the pandemic have led to an increase in people concerned about meeting housing costs.³

^aWe use the acronym BAME throughout this strategy. However, we recognise its limitations as a term that combines and, therefore, dilutes the experiences of Black, Asian and other minority ethnic groups. WCC is actively seeking ways to address this by holding discussions about the use of the acronym BAME, the impact of the term and potential alternative terms that may be more suitable.

- **Poor transport links in some parts of the county contribute to loneliness and social isolation.** Nearly a third of people live in rural areas in Warwickshire, often with poor public transport links, which can make it difficult to access services, and over one in three of the population over 65 report they are lonely some or all of the time¹⁷.

Covid-19 impact: Residents feel less comfortable about using public transport due to concerns of exposure to COVID-19³.

- **Road safety** – a higher rate of people are killed and seriously injured on roads in Warwickshire when compared to the England average. This is compounded by rapid population growth in areas such as Rugby resulting in pressure on services, increased road traffic, and poorer air quality in some of our town centres.

Covid-19 impact: Warwickshire residents have walked or cycled more during the pandemic, however the most common barrier to opting to walk or cycle more is concern about traffic and other road users³.

- **Air quality** – improving air quality and taking action on climate change has significant benefits both for our local environment and our health and wellbeing, including reducing the risk of developing or exacerbating respiratory illnesses.

Covid-19 impact: Reduced traffic during the pandemic has led to improved air quality; there is an opportunity to harness changes in behaviour made during the pandemic for longer-term environmental and health benefits. Additionally, when asked residents would feel most motivated to take local action on conservation and action on climate change within their local communities³.

- **Community capacity** – our JSNA has highlighted a wealth of voluntary and community activity. Community organisations are often best placed to address health challenges as they have networks, understanding and legitimacy. However, their resources are limited, and the public sector must change how it works with communities by shifting to an ‘enabling’ leadership style to join forces and build capacity.

Covid-19 impact: The grassroots response to mobilising mutual aid during the pandemic period has had a big impact on local volunteering, how it is perceived and how it can be promoted in the future.

- **Improvements to access and integration of services are needed, with a focus on self-care and prevention to help people stay well and ensuring a seamless experience of accessing care when help is needed.**

Covid-19 impact: Respondents reported access to services as a top priority and a third were uncertain about accessing these facilities compared to other settings during the initial lockdown period. For some the shift to digital GP appointments represented a more convenient way of accessing services, whilst others felt this did not adequately replace face to face contact¹⁸.

More information about the findings from our Joint Strategic Needs Assessment can be found at www.warwickshire.gov.uk/joint-strategic-needs-assessments-1

More information about the findings from our Covid-19 Health Impact Assessment can be found at: www.warwickshire.gov.uk/joint-strategic-needs-assessments-1/impact-covid-19/1

Where do we want to get to?



Based on this understanding of local needs, we are proposing three overarching **strategic ambitions** for the health and wellbeing of our residents.



HEALTHY PEOPLE



STRONG COMMUNITIES



EFFECTIVE SERVICES

These ambitions are interdependent and the outcomes we hope to achieve are:

1. People will lead a healthy and independent life.

By this we mean promoting culturally competent healthy lifestyles and behaviours to help people stay healthy and well. By 'healthy' we mean being in a good state of physical and mental health and wellbeing. It means working together to make sure that every child has the same opportunity to thrive and has the best start in life. If people have existing health problems, we want to prevent them from escalating to the point where they require significant, complex and specialist health and care interventions. It means helping people to age well and to slow the development of frailty in older people. The focus will be on empowering people to take action to improve their health and wellbeing and providing effective, timely support where needed.

Direction of travel will be monitored through engagement activities with our communities and indicators such as:

- **Children and young people:** healthy weight; admissions for injuries; under 18 alcohol and drug admissions; child and adolescent mental health services (CAMHS) performance; children living in poverty; children and young people

who self-harm; school readiness; children physically active; mental health and wellbeing at Year 9; breast feeding rates at six weeks.

- **Working-age adults:** healthy life expectancy; physically active adults; overweight and obese; alcohol admissions; suicide rate; number of health checks; happiness/wellness; smoking status.
- **Older people:** falls; dementia diagnosis; flu immunisations; social isolation; support needs met by admission to residential and nursing care homes.

2. People will be part of a strong community.

By this we mean working together with communities and the voluntary and community sector (VCS) to create a healthy environment where everyone has the opportunity to thrive, with access to jobs, secure housing and social connections. We will take a strengths-based approach to build community capacity, increase levels of volunteering and social action, and will continue to build on our existing strong relationships with the VCS to enable and support new approaches to secure integrated, more efficient and community-led outcomes. We will co-produce services with our communities where possible to make sure they meet people's needs.

Direction of travel will be monitored through engagement activities with our communities and indicators such as:

- **Economic inclusion:** universal credit claimants; people in employment; gap in employment rate between those with mental health or learning disabilities and the overall employment rate; use of food banks; index of multiple deprivation; free school meals; digital and financial inclusion measures.
- **Housing and homelessness:** fuel poverty; statutory homelessness and priority need or in temporary housing; proportion of affordable homes being built; energy performance certificate (EPC) ratings of properties; those accessing support through citizens advice.



- **Transport and air quality measures:** level of air pollution; number of trips made using active travel methods; CO2 emissions; use of public transport.
- **Road Safety:** killed and seriously injured (KSI) casualties on England's roads.
- **Carers support:** percentage of adult carers who have as much social contact as they would like; carers wellbeing service measures.

3. People will experience effective and sustainable services.

These outcomes are also aligned to the Coventry and Warwickshire Health and Wellbeing Concordat, owned by the Health and Wellbeing Boards for both Warwickshire and Coventry. We will focus on the best way to achieve good outcomes for people, reduce the number of interactions people have with our services, and avoid multiple interventions. We will work together with VCS and HCP partners to focus on early intervention to prevent people from needing to use complex and specialist services. We will seek to develop accessible, responsive, and high-quality services that are designed in a way that seeks to reduce inequalities in health. We will co-produce services with key stakeholders where possible and work with service users to ensure cultural competence of materials and accessibility for a range of needs including people with learning disabilities.

Direction of travel will be monitored through engagement activities with our communities and indicators such as:

- **Quality of services:** emergency readmissions within 30 days of discharge; excess winter deaths, delayed transfers of care from hospital.
- **Access to services:** proportion of adults in the population in contact with secondary mental health services; proportion of patients satisfied with GP practice appointment time; active travel, access to open space; use of leisure centres; waiting times for Child and Adolescent Mental Health Services (CAMHs); referral to fitter futures; digital inclusion; walking and cycling routes; use of country parks.
- **Early intervention:** Uptake of health checks among people with learning difficulties and among people with serious mental illness; social prescribing

measures; participation in VCS groups tackling mental health/loneliness; vulnerable persons seeking assistance/referrals; evaluation of social prescribing; number of schools and businesses signed up to Thrive.

- **Long term conditions:** people feeling supported to manage their condition.



How will we get there



We are working on a population health framework for Warwickshire to underpin everything we do as a health and wellbeing system to achieve our long-term vision for change. It is taken from a model developed by the King's Fund and is based on four areas that impact on people's health and wellbeing (figure 5). For Warwickshire this means:

- **Wider determinants** – working in partnership to tackle health inequalities through addressing the social determinants of health such as education, employment, income, housing, transport and a healthy environment.
- **Our health behaviours and lifestyles** – aligning and coordinating prevention programmes to maximise impact and tackle barriers to healthy lifestyle choices.
- **The places and communities we live in and with** – working together with our communities to mobilise solutions, informed by our understanding of local needs and assets from local data and intelligence.
- **An integrated health and care system** – health and social care commissioners and providers working together to commission and deliver services in Warwickshire.

We plan to invest in getting these foundations right and our plans will consider each of these components and the connections between them. Some of the outcomes related to our ambitions will be delivered indirectly by other strategies and plans, such as economic strategies and growth plans which will improve access to employment and training and therefore influence improvements in the wider determinants of health. Local development plans and core strategies that will set the vision for development and regeneration across Warwickshire and will provide key infrastructure and housing to meet local need. Similarly, the Local Transport Plan will support a shift in transport modes to more sustainable active travel that will provide greater opportunity for people to be physically active; and

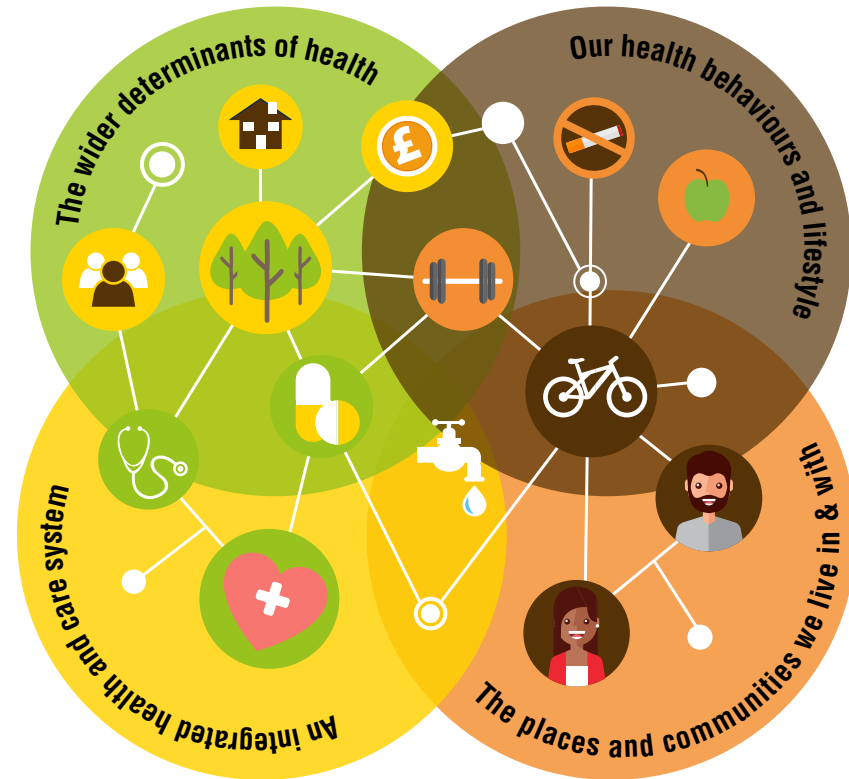


Figure 5: Our approach to population health (Kings Fund, 2019)

leisure, recreation and green space strategies will improve local facilities, parks, and play equipment to support everyone to keep active.

The importance of whole-system approaches for promoting health and wellbeing and strengthening the local economy is highlighted by the NHS Confederation report “NHS Reset: The Role for Health and Care in the Economy: a five - point plan for every system”¹⁹. This identifies key areas for all systems to address covering



the role of Anchor Institutions, strengthening recruitment of local residents, building the local supply chain, embedding health within planning frameworks and supporting civic restoration in the recovery from the pandemic. These have relevance to each of our strategic ambitions and our local place-based priorities and recovery plans.

Our ways of working

The following principles, which form part of the Coventry and Warwickshire Health and Wellbeing Concordat, will underpin the way we work as Health and Wellbeing Board partners:

Prioritising prevention: we will tackle the causes of health-related problems to reduce the impact of ill-health on people's lives, their families and communities. We will seek to address the root causes of problems, listening to local people's priorities and acting on their concerns.

Strengthening communities: we will work with communities and the community and voluntary sector to support strong and stable communities. We will listen to residents to understand what they want from the services we provide and encourage them, to lead change themselves where possible.

Co-ordinating services: we will work together to design services which take account of the complexity of people's lives and their over-lapping health and social needs. We will focus on the best way to achieve good outcomes for people, reducing the number of interactions people have with our services and avoiding multiple interventions from different providers.

Sharing responsibility: we value the distinct contributions by all organisations that are represented on the Health and Wellbeing Board. We will maintain partnerships between the public sector, voluntary and community sector, local businesses and residents, recognising that we share a responsibility to transform the health and wellbeing of our communities. We will pool resources, budgets and accountabilities where it will improve services for the public.

Our priorities

We have identified **three initial priorities** where we can make a tangible difference in the short-term by working together in partnership. We will use these areas to test our new ways of working and bring our population health framework to life (figure 6). There is a wealth of great work already being done in these areas and the challenge is to add value by making connections and creating energy and momentum to upscale existing activity. We will look at each area through the lens of the population health framework, identifying how each component contributes to addressing the issue and links to the others. We think that these are areas that, if we make a difference here, will impact positively on other health and wellbeing issues and priorities for the county.

We have chosen these priorities because we know that they are areas where we could do better. The first two priorities were identified through the JSNA findings and workshops with senior leaders and remain relevant now. Reducing health inequalities has long been a priority underpinning our work and now deserves more prominence due to the 'double-impact' of the pandemic. Our three initial priorities are to:

- Help our children and young people have the best start in life.
- Help people improve their mental health and wellbeing, particularly around prevention and early intervention in our communities.
- Reduce inequalities in health outcomes and the wider determinants of health.

We will review our progress on these areas annually and change our priority areas after two years if necessary. Our three HWP and Health and Care Executives (HCE) will play a crucial role in the delivery of the HWS and will have strategic oversight of the four areas within the population health model. Together they will develop local implementation plans that are rooted in the understanding of the health of the population in each place (North, Rugby, South).

Priority 1 – help our children and young people have the best start in life

We know that positive early experiences are vital to make sure children are ready to learn, ready for school, and have good life chances. Support needs to start early, including support for parents in the “1001 Critical Days” (from conception to age two) when the foundations for development are laid. Children and young people have experienced significant challenges throughout the Covid-19 pandemic. For many children and young people disruption to education and homelife will have impacted on their mental health and wellbeing.

More families have found themselves in financial hardship following the Covid-19 pandemic. For example, between March and April 2020, we know that there was an increase in the number of food parcels given to families with children, as well as an increase in the number of children newly eligible for a free school meal. Financial hardship can impact negatively on children’s prospects. WCC has developed the **Family Poverty Strategy** and will work in partnership with HWB members and VCS partners to implement the strategy and seek to tackle childhood disadvantage.

Childhood vaccinations are a vital health priority to protect against a number of diseases. Nationally and locally in Warwickshire there has been a decrease in the numbers of children being vaccinated during the Covid-19 outbreak. Good uptake in Warwickshire is important to avoid a resurgence of vaccine-preventable diseases, which could have a major impact on the health of children and vulnerable groups. This is why we have started our **#Carryonvaccinating campaign** and why we are committed to improving uptake of vaccinations across Warwickshire.

Providing extra support for mothers at risk of premature birth is a key priority within the NHS Long Term Plan. We know that the smoking status of mothers can impact on the birthweight of babies and that this can impact on health outcomes over the life course. Rates of smoking at the time of delivery are higher in the North of the county compared to the South. To tackle this inequality in health we are working to implement the recommendations from our Local Maternity

Services (LMS) **Smoking in Pregnancy Review** and making sure that access to services is proportionate to need. We are taking this same approach with our other services that support children and young people, such as Health Visiting. **By taking a targeted approach to earlier intervention and prevention we will work together to give every child the best possible start in life.**

Case Study: Establishing a pool of locally trained Youth support Workers

Our young people are growing up in an environment that makes securing these vital building blocks more difficult than it was for previous generations. Today’s young people face an unstable labour market, heightened by the economic impact from Covid-19, and a more challenging housing market. They are reporting higher levels of loneliness and poor mental health than previous generations²⁰.

In response to a lack of youth groups and youth-led support in North Warwickshire borough and across south Warwickshire, Young People First, a local youth organisation working across Warwickshire were approached by WCC and Borough and District Council partners to run an accredited training programme to establish pools of local youth support workers.

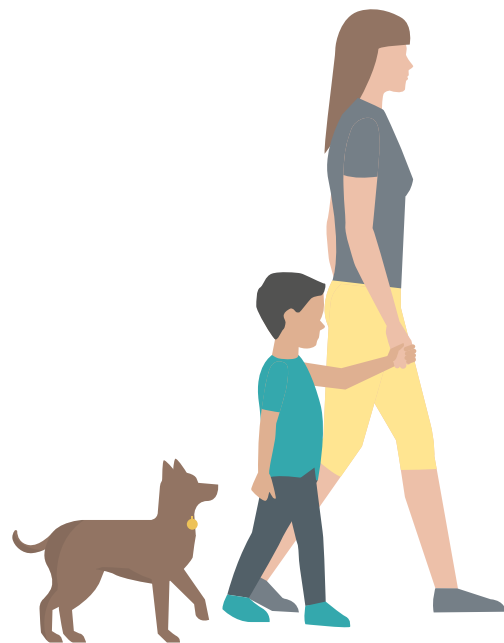
Once trained and having completed their portfolio based on a 6-month work-based placement in a youth setting successful applicants were awarded a Level 2 Award in Youth Work Practice by ABC Awards.

With a pool of accredited youth support workers in the local areas, youth projects could be better supported and able to provide a worthwhile initiative to work with young people.

The courses were free to join and funded through Warwickshire County Council with contributions in the North from the Borough Council also. In North Warwickshire 10 people took part in the course with people from all over the borough and Nuneaton and Bedworth, whilst 15 were selected from a pool of 25 in the south with approximately half from Warwick

district and half from Stratford. There was a range of experience within both groups with some already working in voluntary or paid youth worker roles, whilst others looking to expand their skills to better support the local communities and offer additional services and some looking for a change of career.

The groups received 4 days of intensive training over 6 weeks covering topics such as: theory of youth work; safeguarding; young people's development; engaging and communicating with young people. The group training was accompanied by individual portfolios of written and practical work followed by at least 6 months of paid or voluntary work with young people 2-3 hours per week.



Priority 2 – help people improve their mental health and wellbeing, particularly around prevention and early intervention in our communities

Delivering an all-age mental health system that is underpinned by prevention, building resilience, early intervention, recovery and self-care in the places people live and work is a key priority across Coventry and Warwickshire.²¹ This is an even greater priority now because of the impact that Covid-19 has had on mental health and wellbeing. People have reported experiencing more feelings of loneliness and heightened anxiety due to uncertainty about the virus and the wider implications of the outbreak²⁰. In Warwickshire 85,000 people were furloughed during the initial lockdown period, and research suggests that an increase in hardship and economic recession can exacerbate mental health illness. We also know from our Covid-19 residents survey that respondents with a prior mental health condition were more likely to report engaging in less healthy behaviours as coping mechanisms, such as drinking more alcohol or making unhealthy food choices, and for a smaller proportion turning to self-harming behaviours. This is why mental health and wellbeing is a top priority for the HWB and why we are committed to continue investing in mental health and wellbeing services.

Prevention and early intervention are key to supporting people to improve their mental health and wellbeing. Building community resilience and community capacity is crucial to this and involves working with wider partners from the VCS, and not solely health. As part of this, the **Working Together Partnership**, led by Coventry and Warwickshire Partnership Trust (CWPT), brings together health and care partners and VCS organisations across Coventry and Warwickshire to improve holistic support for people to improve positive mental health.

Following the success of our Year of Wellbeing, we are launching **Wellbeing for Life** to continue with the positive action we saw during 2019. We want to ensure mental health and wellbeing is considered within our own policies, which is why we are committed to reviewing these to see how we can improve. Evidence shows that having a happy and healthy workforce increases staff productivity and job satisfaction, contributing to overall improvements in quality of life. In partnership with the West Midlands Combined Authority (WMCA) we are supporting employers

to sign-up to **Thrive at Work**, a commitment which promotes employee health and wellbeing by focusing on key areas such as: mental, musculoskeletal, and physical health; and promoting healthy lifestyles.²²

Certain groups face inequalities in mental health and wellbeing due to existing conditions or specific life experiences. There are a number of key strategies that will help us achieve this priority including our **Living Well with Dementia Strategy**, that sets out how we will improve outcomes for people living with dementia. Our **Homelessness Strategy** aims to better address the needs of people who are homeless or sleeping rough. Individuals experiencing homelessness are less likely to engage with traditional services, which is why we have established a Physical Health Outreach Service and a Mental Health Enhanced Care Pathway that aim to improve the physical and mental health of people who sleep rough, which if left unsupported, can often result in A&E attendance.

Case study: Creative Health interventions – helping residents improve their mental health and wellbeing during the Covid-19 pandemic

Artists have been helping defeat the loneliness of lockdown thanks to a special Covid-19 programme of activity called #creativecarecw.

WCC funded eight organisations across the county to create new activities specifically designed to beat the isolation that some people are suffering during the pandemic. The result has been a varied programme targeted at improving the lives of lots of different groups of people both young and old and activity in each of our District and Boroughs. The projects have reached over 450 people directly (virtually) plus 10,000 residents received an “Arts pack” to work on at home, and over 5,000 residents engaged with online activities.

Examples include:

- Sundragon Pottery provided clay modelling packs with a creative clay booklet for young people in a supported housing scheme.

- Arts Uplift organised online sewing, singing and drama classes, for groups including older people in care homes and people isolated at home.
- Singer Juliet Russell provided choir practice for people with respiratory difficulties.
- Escape Arts’ ‘We are One’ series included a printed pack which has been distributed widely in hospitals and the community, offering creative activities for all ages, including street homeless people who are in temporary accommodation.

Research shows creative activities like these can have a huge impact on people’s physical and mental health and wellbeing.²³ Here in Warwickshire, new links have been forged between arts groups and groups of people at risk of isolation through their disability, illness, age, or a host of other reasons. We believe this approach could be a blueprint to help us develop our work with arts organisations and target activity on those people who need our help the most, at the same time reducing their dependency on health services.

We are working with Coventry University to evaluate the programme, the findings of which will inform the roll-out of a Warwickshire Arts on Referral programme in early 2021.

Priority 3 – Reduce inequalities in health outcomes and the wider determinants of health

Reducing health inequalities has always been at the heart of the work of the HWB and the HWS. Certain groups tend to experience poorer health outcomes or access to services, including people living with disabilities, learning difficulties, people with serious mental illness, people from BAME communities, and people from lower socio-economic groups. We want to support people from these groups to keep fit and healthy and reduce their risk of developing Covid-19 through “prehab” activities. Health inequalities are multi-factorial with people with the worst health outcomes often experiencing a combination of risk factors and living in environments less conducive to good health. We know the environment in which we live can influence the choices we make, which is why the HWB endorsed local ‘**Promoting Health and Wellbeing through Spatial Planning**’ guidance in January 2020 to support the development of healthy equitable places.

Findings from national and local data has highlighted that the Covid-19 pandemic has had a disproportionate impact on people from BAME backgrounds. We have prioritised reducing inequalities for people from BAME backgrounds and will continue to work with our VCS partners and local faith groups to continue this work. Some of the ways we are supporting this work include:

- Appointing two Connecting Communities Support Officers as part of the Test and Trace team.
- Commissioning collaborative research projects that will work with people from BAME backgrounds to find out more about how Covid-19 has impacted on BAME communities.
- Adopting inclusive recruitment and employment policies and processes to improve diversity in our workforce.
- Improving our recording of ethnicity data to better understand access and outcomes of health and wellbeing.
- Advocating the use of the Health Equity Assessment Tool²⁴ (HEAT) across the wider determinants of health.

We have established a system-wide group to lead on the response to address inequalities in NHS provision and outcomes. The **HCP Health Inequalities Group** is identifying how best to respond to eight urgent actions on inequalities. Areas for action include: developing a shared approach to social value across anchor organisations; reducing barriers to work; and exploring the impact of Covid-19 on families with children 0-5s. As the HWB we are also championing a **Call to Action**, asking local employers to focus on what they can do to reduce inequalities in health within their own workforce.

Working in partnership is key to reducing inequalities in health and across Coventry and Warwickshire we want to make sure we are engaging more meaningfully and strategically with VCS partners, which is why we are supporting programmes of work which take community-centred approaches to bring the whole system together. An example of this is the **Healthy Communities Together**²⁵ programme which will bring learning for new ways of working across the Coventry and Warwickshire Health and Care system.

The **Coventry and Warwickshire Anchor Alliance**, an informal alliance of the two councils, the acute trusts and CWPT, the universities and Coventry and Warwickshire Local Enterprise Partnership (CWLEP). The intention is to work together where there are levers of influence to benefit local people and achieve the best return on the Coventry and Warwickshire pound – as employers, purchasers, land and asset owners and resource users.

Case study: Promoting Health and Wellbeing through Spatial Planning

The environment we live in plays a vital role in both improving and protecting the health and wellbeing of our communities. Good planning and well-designed places can provide opportunities for people to be physically active and connect with others. The importance of our built environment has been highlighted more during the Covid-19 pandemic as poor housing conditions, such as overcrowding, have been associated with an increased risk of disease transmission.²⁶ The value of accessing good quality green

spaces has also proven beneficial for people's mental wellbeing during this period.

We know that inequalities in health exist along the social gradient and those living in the most deprived areas are likely to have a lack of green space, poor air quality, and poorer housing compared to the least deprived areas. We do not want this to be the case for Warwickshire, which is why we have developed Promoting Health and Wellbeing Through Spatial Planning. The guidance document will help to make sure that we embed health and wellbeing within our Borough and District Council's local development plans and core strategies, as well as our county place-shaping programme. Working together will help strengthen our approach to creating environments that flourish by improving infrastructure, building good quality housing, improving air quality and ensuring connectivity and sustainability. We also want to make sure that we are focused on improving the built and natural environment for specific vulnerable groups for example by making them friendly for people living with dementia and people with autism, as well as by delivering better-focused housing and related support services for those at risk of homelessness.



How will we know when we have got there

Leadership and accountability are key to knowing if we are getting things right. The HWB will have oversight of progress against our strategic ambitions. The direction of travel indicators will be developed into an outcomes dashboard for the HWB, and the HWB will receive an annual performance report on progress.

Each HWP in Warwickshire will develop an implementation plan with clear performance measures based around the four components of the population health framework. The HWP action plans will be tailored to meet the specific needs of each place and will routinely report to the HWB. Local HWPs will work with the HWB Executive Officer Group to ensure wider determinants and access to services are addressed collectively at a local level whilst contributing to the overall vision for the system. This will enable the places to be the future engine room of the NHS.

We will evaluate the overall progress we have made on our three priorities after two years and take a view on if we should continue with these or focus our efforts on other priorities for the next two years. The HWB partners recognise that we are still yet to understand the full impact on Covid-19 across all areas of health and wellbeing. With this in mind, we will be monitoring progress against our priority areas routinely on a quarterly basis.

There are a number of needs assessments planned over the next two years which will help inform the delivery of our priorities, including a mental health needs assessment, health visiting and CAMHS. A partnership approach will be taken to the development of these, with local authority, CCG, and VCS involvement.

We will measure our progress by focusing on the impact that the strategy will have on people's lives. The Health and Wellbeing Board will choose indicators that will help us measure our progress over the lifetime of this Strategy. The Warwickshire Health and Wellbeing Board acknowledges that major change will not happen overnight, so we will be seeking gradual improvements in these indicators. Warwickshire's Health and Wellbeing Board will review progress with:

- Regular locality performance updates at a District and Borough level.
- Local reports at a CCG level.
- An annual review to the Health and Wellbeing Board Submission of action plans to Warwickshire Overview and Scrutiny Committees.



Warwickshire's population health framework

key drivers behind our new Strategy and its implementation:

The double impact of harm which disproportionately impacts on Black, Asian and Minority Ethnic (BAME) communities, and the most vulnerable individuals facing multiple deprivation and inequalities in health

An integrated recovery which looks across traditional organisational boundaries

Our long-term strategic ambitions:

People will lead a healthy and independent life.

People will be part of a strong community.

People will experience effective and sustainable services.

Place-based Health and Wellbeing Partnerships will work together to tackle health inequalities by addressing the wider determinants of health.

Health and social care commissioners and providers working together at our place-based Health and Care Executives to commission and deliver services.

The wider determinants of health

Our health behaviours and lifestyle

Aligning and coordinating prevention programs across the system and through each place-based Health and Wellbeing Partnerships to tackle barriers to healthy lifestyle choices.

An integrated health and care system

The places and communities we live in & with

Working together in our place based Health and Wellbeing Partnerships and with out communities to mobilise solutions informed by our understanding of local assets

Our immediate focus:

Help our children and young people have the best start in life

Help people improve their mental health and wellbeing, particularly around prevention and early intervention in our communities

Reduce inequalities in health outcomes and the wider determinants of health

Our ways of working: • Prioritising prevention • Strengthening communities • Co-ordinating services • Sharing responsibility

References



- ¹ <https://fingertips.phe.org.uk/profile/public-health-outcomes-framework/data#page/0/gid/1000044/pat/302/par/E10000031/ati/301/are/E07000218/cid/4/page-options/ovw-do-0>
- ² 2016-208 <https://fingertips.phe.org.uk/profile/public-health-outcomes-framework/data#page/0/gid/1000049/pat/6/par/E12000005/ati/302/are/E08000025/cid/4/page-options/ovw-do-0>
- ³ <https://fingertips.phe.org.uk/profile/public-health-outcomes-framework/data#page/0/gid/1000049/pat/6/par/E12000005/ati/302/are/E08000025/cid/4/page-options/ovw-do-0>
- ⁴ <https://fingertips.phe.org.uk/profile/public-health-outcomes-framework/data#page/0/gid/1000042/pat/6/par/E12000005/ati/302/are/E08000025/cid/4/page-options/ovw-do-0>
- ⁵ <https://fingertips.phe.org.uk/profile/public-health-outcomes-framework/data#page/4/gid/1000042/pat/6/par/E12000005/ati/302/are/E10000031/iid/90284/age/26/sex/4/cid/4/page-options/ovw-do-0>
- ⁶ <https://fingertips.phe.org.uk/sexualhealth#page/4/gid/8000037/pat/6/par/E12000005/ati/302/are/E10000031/cid/4/page-options/ovw-do-0>
- ⁷ <https://fingertips.phe.org.uk/profile-group/mental-health/profile/cypmh/data#page/4/gid/1938133090/pat/6/par/E12000005/ati/102/are/E10000031/iid/90813/age/305/sex/4/cid/4/page-options/ovw-do-0>
- ⁸ Warwickshire Education Team
- ⁹ <https://fingertips.phe.org.uk/profile-group/mental-health/profile/suicide/data#page/0/page-options/ovw-do-0>
- ¹⁰ <https://api.warwickshire.gov.uk/documents/WCCC-1350011118-2946>
- ¹¹ https://fingertips.phe.org.uk/search/dementia#page/3/gid/1/pat/219/par/E54000018/ati/165/are/E38000038/iid/247/age/1/sex/4/cid/4/tbm/1/page-options/ovw-do-0_car-do-0
- ¹² https://fingertips.phe.org.uk/search/dementia#page/3/gid/1/pat/219/par/E54000018/ati/165/are/E38000038/iid/92949/age/27/sex/4/cid/4/tbm/1/page-options/ovw-do-0_car-do-0
- ¹³ <https://api.warwickshire.gov.uk/documents/WCCC-1350011118-2946>
- ¹⁴ <https://commonslibrary.parliament.uk/research-briefings/sn06385/>
- ¹⁵ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/892376/COVID_stakeholder_engagement_synthesis_beyond_the_data.pdf
- ¹⁶ <https://data.warwickshire.gov.uk/housing/>
- ¹⁷ <https://api.warwickshire.gov.uk/documents/WCCC-630-2139>
- ¹⁸ WCC Covid-19 resident survey report (October 2020)
- ¹⁹ <https://www.nhsconfed.org/resources/2020/07/the-role-of-health-and-care-in-the-economy>
- ²⁰ Health Foundation, 2019
- ²¹ <https://www.happyhealthylives.uk/our-priorities/mental-health-and-emotional-wellbeing/improving-mental-health-and-emotional-wellbeing-in-coventry-and-warwickshire/>
- ²² <https://www.wmca.org.uk/what-we-do/thrive/thrive-at-work/about-the-programme/>



²³ https://www.artshealthandwellbeing.org.uk/appg-inquiry/Publications/Creative_Health_Inquiry_Report_2017.pdf

²⁴ <https://www.gov.uk/government/publications/health-equity-assessment-tool-heat>

²⁵ https://www.kingsfund.org.uk/projects/healthy-communities-together?utm_source=The%20King%27s%20Fund%20newsletters%20%28main%20account%29&utm_medium=email&utm_campaign=12093921_NEWSL_HWB_2021_01_25&dm_i=21A8,777Q9,MHMO2R,T6920,1

²⁶ <https://www.ageing-better.org.uk/sites/default/files/2020-09/Homes-health-and-COVID-19.pdf>





Warwickshire North
Clinical Commissioning Group



South Warwickshire
Clinical Commissioning Group



George Eliot Hospital
NHS Trust



South Warwickshire
NHS Foundation Trust



Coventry and Rugby
Clinical Commissioning Group



**University Hospitals
Coventry and Warwickshire**
NHS Trust



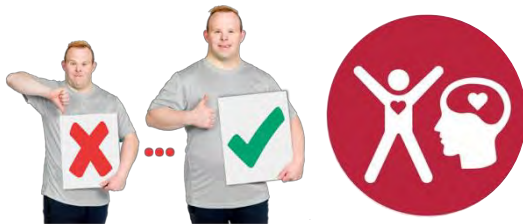
**Coventry and
Warwickshire Partnership**
NHS Trust



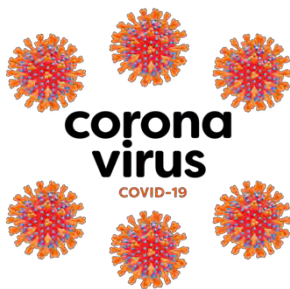
Introduction



This is an Easy Read version of the **Warwickshire Health and Wellbeing Strategy (2021-2026)**.



The strategy is a plan for improving the health of everyone in Warwickshire over the next 5 years.



We need a new strategy for health in Warwickshire because the COVID-19 pandemic has caused lots of changes to healthcare and our society.



This strategy is made by the Warwickshire Health and Wellbeing Board.



The Health and Wellbeing Board is a group of organisations including the Councils, the NHS, charities, the Fire Service and the Police.



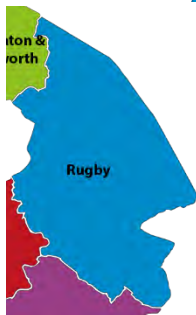
Different areas of Warwickshire have different needs for health and wellbeing.



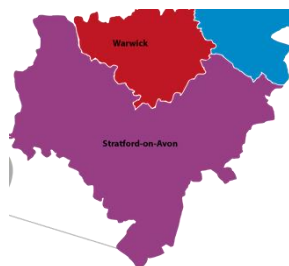
Each area of Warwickshire has its own Health and Wellbeing Partnership to deliver this plan. The three Partnership areas of Warwickshire are:



Warwickshire North (North Warwickshire Borough, Nuneaton and Bedworth)



Rugby



South Warwickshire (Stratford on Avon District and Warwick District)



Warwickshire will become part of an **integrated care system**. This means doctors, hospitals, charities, the Councils and communities working together to improve people's health.



The strategy focuses on supporting communities.



Health inequality means some people have worse health because of where they live, how much money they have, or their race.



Health inequality is unfair and it can be avoided. This strategy wants to reduce **health inequality**.

How we got here



We spoke to health professionals, community organisations, and people who live and work in Warwickshire about our plans.



We listened to the public to make sure our health strategy is right for them.



We asked questions to find out what people's health needs are in different areas of Warwickshire.

This is what we found out:



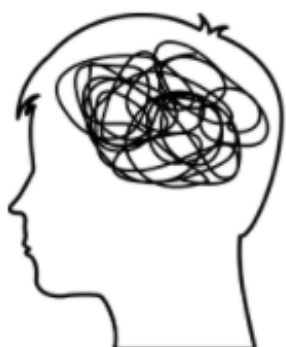
Overall health in Warwickshire is better than the rest of the country.



People in areas of Warwickshire with less money do not live as long as those in areas with more money.



Children and young people in Warwickshire need more help with their health, especially their mental health.



Around 1 in 4 adults in Warwickshire experience mental health problems. This has got worse through the pandemic.



People from a **BAME background** are more likely to get COVID-19 and suffer from health inequalities.

BAME means people who are Black, Asian, or from an ethnic minority group. This word includes people from lots of different groups, races, and backgrounds. BAME does not include White British people.



Warwickshire has more homeless people than other areas.



Public transport is not very good in some parts of Warwickshire. This can lead to loneliness.



It is important to improve air quality in Warwickshire. This is good for the environment and our health.

Where do we want to get to?



We have 3 **ambitions** for improving the health and wellbeing of people in Warwickshire.

An **ambition** is a goal or target for the future.



HEALTHY PEOPLE



STRONG COMMUNITIES



EFFECTIVE SERVICES

Ambition 1: People will lead a healthy and independent life



We will promote healthy lifestyles and behaviours.



We will help people with health problems early so their health does not get worse.



We will help people to improve their own health.



We will support people to be independent and in control as they get older.

Ambition 2: People will be part of a strong community



We will work together with communities and charities to create a healthy environment.



We want everyone to have access to jobs, good housing, and social connections.



We will work with communities to create good services.

Ambition 3: People will experience good services.



Services include your GP, hospitals, mental health services, local council services, community organisations, and others.



We want our health services to be **accessible** to everyone.



We want people to get health care early to stop them from getting more seriously ill.



We want people to stay healthier for longer after visiting a health service.

How will we get there?



We are following a **population health framework** for Warwickshire.

A **population health framework** says there are 4 main things which affect our health.

We will work on all 4 things to help people in Warwickshire be healthier.



Social factors can affect our health. For example our education, if we have a job, if we have good housing, and how much money we have.



The way we behave and live can affect our health. For example, smoking, not doing enough exercise, or drinking too much alcohol.



We want people to get health care early to stop them from getting more seriously ill.



Health services working better together can be good for our health.

We have chosen 3 important things to focus on first:



Priority 1: Help children to have the best start in life.



We will support families from the start of pregnancy to help their child have the best start in life.



We will help families who have less money.



We will encourage families to get their children vaccinated to protect them from diseases.



Priority 2: Help people's mental health



The Covid-19 pandemic has made lots of people's mental health worse.



People who have mental health problems are more likely to have a less healthy lifestyle, like drinking more alcohol or eating less healthy food.



We want to stop people's mental health from getting worse as early as possible.



Priority 3: Reduce health inequality.



Some groups of people may have worse health than others. These groups include people with disabilities, people with less money, and people from a **BAME** background.



We will work together with communities to reduce **inequality**.

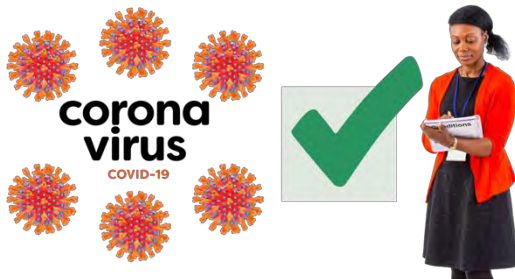


We know that where people live can affect their health. We will think about health when building new houses and planning where people live.

How will we know we have got there?



The most important way we will know our plan is working is by looking at the impact on people's lives.



The Covid-19 pandemic will continue to change our health needs, so we will regularly check we are making progress on our plan.



The three partnership areas of Warwickshire will check on progress in their local area, and report this to the Health and Wellbeing Board.

We have lots of ways to check we are improving.



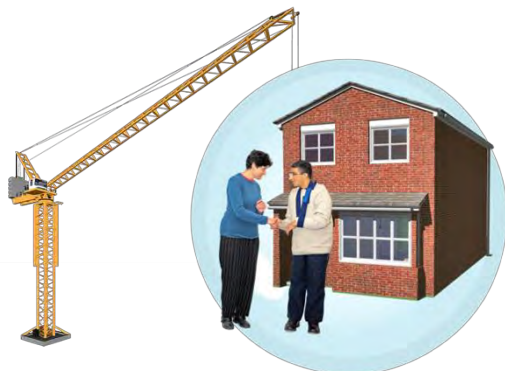
We will look at children's education levels.



We will carry out surveys on people's mental health and wellbeing.



We will measure how many children are in families with less money.



We will track how many affordable and accessible homes are built.



This is the end of the Easy Read
**Warwickshire Health and Wellbeing
Strategy (2021-2026).**



If you have any questions, you can
send an email to
phadmin@warwickshire.gov.uk



Thank you for reading!

DRAFT

South Warwickshire Place Development

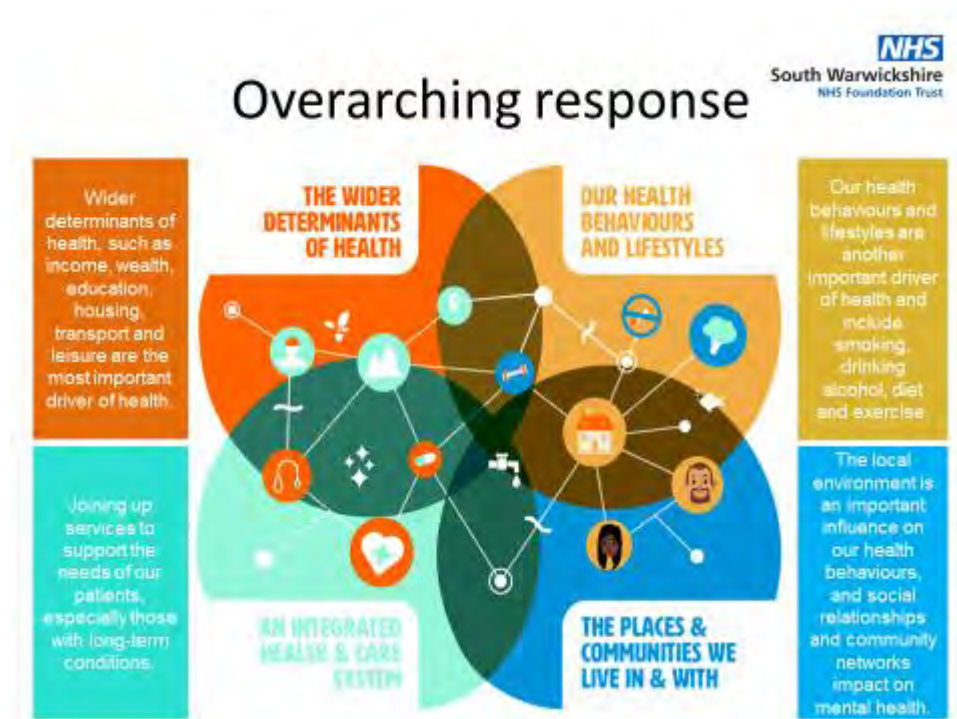
Background

The development of South Warwickshire Place governance arrangements are a key aspect in maturing the development of South Warwickshire Place.

This proposal recommends the establishment of a single meeting board through the merger of Place Partnership Board and South Warwickshire Healthy Citizen's Forum by April 2022, which will ensure:

- Linkages into the wider system and relationships with HWBB, ICS,
- The patient/public voice is at the heart of what we do
- The strengthening of decision making at SW Place
- The review and consolidation of meetings

As we work collectively in South Warwickshire Place, a population health plan will be developed which reflects the Kings Fund four quadrants for health and social care as detailed below:



The LGA have been engaged to deliver a series of workshops over the summer to map agreed priorities for each quadrant by:

- Identifying collectively what we are doing
- Identifying gaps
- Identifying key actions

This will then be used to develop a population health SW plan based on priorities mapped against the four quadrants of the Kings Fund model and on feedback from public/patients.

Appendix A details an outline work plan to develop a population health South Warwickshire Place Plan and subsequently merge the South Warwickshire Healthy Citizen’s meeting with South Warwickshire Place Partnership Board.

Appendix A

Implementation work plan content

Ref	Activity	Who	By When
1. Proposal to develop population health SW Place plan sign off			
a.	Present proposal for development of Population Health SW Place plan to <ul style="list-style-type: none"> • SW Place Partnership Board • SW Healthy Citizen’s Forum 	Anne Coyle Chris Elliot	March 2021 April 2021
2. Review headline priorities of HWB strategy and partnership priorities against quadrant 3 of Kings Fund model			
a.	Review HWB headline priorities and SW partnership priorities and map them against quadrant 3 ‘Integrated Health and Care system’	Anne Coyle Chris Elliot	April 2021
b.	Present HWB priorities and SW priorities mapped against quadrant 3 to Place Partnership Board and Healthy Citizen’s Forum for sign off	Anne Coyle Chris Elliot	May 2021

3. LGA Facilitated Workshops and development of patient/public engagement plan			
a	<p>Arrange series of LGA workshops and map agreed priorities for each quadrant:</p> <ul style="list-style-type: none"> • Identify collectively what we are doing • Identify gaps • Identify key actions 	Anne Coyle Chris Elliot Marcus Coulson	May –July 2021
b.	Development of public/patient engagement plan	Engagement and communications	July – August 2021
c.	Present draft outcomes of workshops and engagement plan to Place Partnership Board and Healthy Citizen’s Forum	Anne Coyle Chris Elliot	August 2021
4. Develop population health SW Place plan and supporting financial plan			
a.	Implementation of public/patient engagement plan on outcomes from the LGA facilitated workshops	Communications and Engagement teams	August – September 2021
a.	Development of population health SW plan based on priorities mapped against the four quadrants of the Kings Fund model and on feedback from public/patients	Anne Coyle Chris Elliot	October – November 2021

b.	Development of financial plan to deliver priorities within agreed financial envelope	Directors of Finance	November – December 2021
c.	Develop measurement of outputs and outcomes: <ul style="list-style-type: none"> • KPIs • Impact on people's care 	Intelligence Cell	October – December 2021
d.	Present Population health SW Place plan, Financial plan and performance measures for sign off: <ul style="list-style-type: none"> • Place Partnership Board • Healthy Citizens Forum 	Anne Coyle Chris Elliot	January 2022
d.	Development of new Terms of Reference and infrastructure arrangements to deliver the plan <ul style="list-style-type: none"> • Ensure TOR reflect 4 quadrants of Kings Fund model and aren't too NHS focussed 	Anne Coyle Chris Elliot	January – February 2022
e.	Present new Terms of Reference and infrastructure arrangements for sign off: <ul style="list-style-type: none"> • Place Partnership Board • Healthy Citizen's Forum 	Anne Coyle Chris Elliot	March 2022
5. New meeting arrangements in place			
a	New meeting arrangements in place as Healthy People and Place Partnership Board are merged	Anne Coyle/Place Partnership Board	April 2022

Risks and mitigation

Ref	Risk	Mitigation
1.	Insufficient funding to deliver priorities	Clear understanding of financial envelope to deliver priorities and agreement to develop new models of care and new ways of working within agreed financial envelope
2.	Patient /Public voice is not heard nor is it centre to planning	Robust inclusive engagement plan developed and implemented
3.	Unable to get agreement from partners re priorities for population health SW plan	Ensure engagement and ownership of priorities and population health plan with partners through: <ul style="list-style-type: none"> • LGA facilitated work shops • robust communications and engagements at Place partnership Board and Healthy Citizen's Forum
4.	Lack of dedicated resource to deliver the population health SW plan	Agreement across the partnership to identify resources for delivery
5	Inability to demonstrated improved patient outcomes	Robust performance measurement and monitoring to determine impact on improving outcomes
6.	Potential for new board to be too NHS focussed	Strengthen new Terms of Reference to reflect all 4 quadrants of Kings Fund model and ensure social care etc have an equal voice

Recommendation:

The Place Partnership Board and Healthy Citizen's Forum are asked to agree:

1. The approach to the development of the population health plan as outlined in this proposal
2. The merging of the SW Place Partnership Board and SW Healthy Citizen's Forum by April 2022.

Executive
22 April 2021

Title: Homelessness Strategy 2021-26
Lead Officer: Lisa Barker
Portfolio Holder: Jan Matecki
Public report
Wards of the District directly affected: All

Contrary to the policy framework: No

Contrary to the budgetary framework: No

Key Decision: Yes

Included within the Forward Plan: Yes

Equality Impact Assessment Undertaken: Yes

Consultation & Community Engagement: Yes

Final Decision: No

Accessibility checked: Yes. Some style changes identified which will be made at design stage.

Officer/Councillor Approval

Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive	30/03/2021	Chris Elliott
Head of Service	22/03/2021	Lisa Barker
CMT	31/03/2021	Bill Hunt
Section 151 Officer	30/03/2021	Mike Snow
Monitoring Officer	30/03/2021	Andrew Jones
Finance	1/04/2021	Victoria Bamber
Portfolio Holder(s)	1/04/2021	Jan Matecki

1. Summary

- 1.1. A homelessness strategy is a statutory document and the most recent for Warwick district was adopted in 2017 to run for three years until 2020.
- 1.2. This report presents two complementary documents for adoption as the new strategy to direct work on homelessness for the period 2021 to 2026.

2. Recommendations

That Executive recommends that Council:

- 2.1. Approves the "Warwick District Council Homelessness and Rough Sleeping Strategy 2021-26" attached as Appendix One to this report.
- 2.2. Approves "Preventing Homelessness in Warwickshire: a multi-agency approach, 2021-23", attached as Appendix Two to this report, as a supplementary and complementary strategy.
- 2.3. Delegates authority to the Head of Housing Services, in consultation with the Housing and Culture Portfolio Holder, to review and amend the the action plan of the strategy from time to time during the lifetime of the strategy.

3. Reasons for the Recommendations

- 3.1. In accordance with the Homelessness Act 2002, Local Housing Authorities have a duty to carry out a review of homelessness in their district from time to time and to prepare and publish a strategy in response to the findings. A homelessness review should consider, for that district:
 - (a) The levels, and likely future levels, of homelessness.
 - (b) The activities which are carried out for the purpose of: preventing homelessness; securing that accommodation is or will be available for people who are or may become homeless; and providing support for people who are or may become homeless, or who have been homeless and need support to prevent them becoming homeless again.
 - (c) The resources available to the authority, the social services authority, other public authorities, voluntary organisations and other persons for such activities.

The Homelessness Strategy should then be directed towards ensuring sufficient and satisfactory provision for preventing homelessness, and for securing accommodation and support provision for people who become homeless.

- 3.2. The previous review was carried out in 2016 and the strategic response was incorporated into the Housing and Homelessness Strategy 2017-20. During 2020 a new homelessness review has been undertaken and the results of this, together with our forward plans for dealing with the issues identified, are incorporated into this new Homelessness and Rough Sleeping Strategy.

3.3. A number of broader cross-cutting themes linked to homelessness have been identified over recent years that can better be addressed by a partnership response at a county level. We have therefore worked with the County Council and the four other District and Borough Councils in Warwickshire to produce a joint **countywide Homelessness Strategy: "Preventing Homelessness in Warwickshire: a multi-agency approach, 2021-2023"**. This work was assisted by the Strategic Homelessness Board that, as well as the councils, includes:

- HM Prisons & Probation Service;
- p.h.i.l. (Preventing Homelessness Improving Lives);
- The Police and Crime Commissioner for Warwickshire;
- South Warwickshire NHS Foundation Trust;
- Warwickshire Police;
- Warwickshire & West Mercia Community Rehabilitation Company; and Warwickshire Cares.

3.4. The joint countywide strategy sits alongside, and is complementary to, this strategy in providing a comprehensive and holistic approach to the issues of homelessness and rough sleeping for Warwick district and beyond. It covers a shorter period of time, reflecting the greater degree of complexity of the issues and uncertainty involved in such a partnership approach, which has not been tried before. **However, it is this "Warwick-only" strategy, as it is based upon a homelessness review, that is strictly speaking the statutory document with the joint strategy in a supporting role.**

3.5. Homelessness is a dynamic issue, influenced by Government policy and legislation. Impacts can be felt immediately or may take more time to bed in. **Responses to changes driven by external factors such as the 'Everyone in Initiative' need to be swift to enable measures to be put in place that tackle the issues at hand and ensure that homeless people get the support and services that they need.**

4. Policy Framework

4.1. Fit for the Future (FFF)

4.1.1. **The Council's FFF Strategy is designed to deliver the Vision for the District of making it a Great Place to Live, Work and Visit.** To that end amongst other things the FFF Strategy contains several Key projects.

4.1.2. The FFF Strategy has 3 strands, People, Services and Money, and each has an external and internal element to it, the details of which can be found [on the Council's website](#). The table below illustrates the impact of this proposal **in relation to the Council's FFF Strategy.**

4.2. **FFF Strands**

4.2.1 **External impacts of proposals**

People - Health, Homes, Communities – Homelessness and rough sleeping are the most acute of all housing needs and having a clear strategy to deal with these issues is crucial in addressing the overall housing needs of the district.

Services - Green, Clean, Safe – Tackling rough sleeping can contribute to a reduction in actual and perceived levels of crime and anti-social behaviour.

Money- Infrastructure, Enterprise, Employment – Assisting people who are rough sleeping to come in off the streets can support the local economy by removing perceived threats or negativity from town centres. Accommodating people who are homeless provides a basis for them to rebuild their lives and, where appropriate, to gain employment.

4.2.2. **Internal impacts of the proposal(s)**

People - Effective Staff – Having a strategy that provides a clear sense of direction in dealing with homelessness and rough sleeping gives managers a firm foundation for planning services and training staff. It also gives staff a better understanding of how their day-to-day work contributes to achieving wider objectives, offering the prospect of greater job satisfaction.

Services - Maintain or Improve Services – People who are homeless or rough sleeping are **among the neediest of the council's customers**. This strategy ensures that there is a clear plan to develop and enhance the services that address those needs in the coming years.

Money - Firm Financial Footing over the Longer Term - None.

4.3. **Supporting Strategies**

4.3.1. Each strand of the FFF Strategy has several supporting strategies and the proposed Homelessness and Rough Sleeping Strategy is one such supporting strategy.

4.4. **Changes to Existing Policies**

4.4.1. This report does not change existing policies but brings forward a new range of proposals in the policy areas of homelessness and rough sleeping because the existing strategy has now run its course.

4.5. **Impact Assessments**

4.5.1. An Equality Impact Assessment has been undertaken. The strategy as a whole seeks to provide appropriate services to all those who are homeless, at risk of homelessness or sleeping rough according to need, irrespective of personal characteristics. Many of the actions set out in the strategy will improve those services for the entire population of the district should they

need them and will therefore have positive impacts across all protected characteristics.

- 4.5.2. Specific positive impacts have been identified for the following protected characteristics: Age; Disability; Sex; Pregnancy and maternity. No negative impacts have been discerned.
- 4.5.3. An Equality Impact Assessment was undertaken for the joint strategy **“Preventing Homelessness in Warwickshire: a multi-agency approach”** by Warwickshire County Council’s Equalities Team. This identified general positive impacts across all protected characteristics and specific positive impacts for Sex and Age. It identified no negative impacts.

5. Budgetary Framework

- 5.1. Existing housing services are currently fully funded through the base budgets for the General Fund, Housing Revenue Account and capital programme, subject to review through the annual budget-setting process. Where possible income is generated to offset the cost of housing the homeless via Housing Benefit Rebates and Universal Credit Claims where appropriate but these rebates do not cover the full cost of providing homelessness services.
- 5.2. The proposed strategy includes a number of projects in the action plan, some of which may require additional finance. If so there a number of alternatives that may be pursued:
 - In 2017 the government introduced the Flexible Homelessness Support Grant (FHSG). This has now been combined with Homelessness Reduction Grant to create the new Homelessness Prevention Grant from 2021/22. In the 2020/21 Financial year £228,035 in FHSG was awarded to the Council along with £54,803 in Homelessness reduction Grant. Similar combined amounts are expected annually and the grant is Section 31 Non Conditional Grant which means it can be spent on any activity that is linked to reducing homelessness. Unspent money may be carried forward to be used in later years so balances on this grant may be available for future projects.
 - Central government has been actively offering funding for specific homelessness and rough sleeping initiatives in recent years with the Council successfully bidding and being awarded substantial value grants for a number of Homelessness schemes resulting in a positive relationship with MCHLG and other central government awarding bodies. Bids for these funds will be explored whenever relevant and appropriate.
 - Partnership working with other local organisations, such as Warwickshire County Council and the other district and borough councils, sometimes secures additional funding for homelessness work that can deliver enhancements across boundaries.
- 5.3. If a specific initiative needed to deliver this strategy cannot be funded within either existing base budgets or the alternative funding streams highlighted in

paragraph 5.2 then a further Executive report setting options to meet the anticipated resource needs would be brought to a future Executive as necessary.

6. Risks

- 6.1. The principal risk involved in adopting a new Homelessness and Rough Sleeping Strategy is the risk of failing to deliver the actions set out therein. This bears reputational risk to the council. More importantly it also carries the risk that individuals and families that find themselves potentially or actually homeless, or rough sleeping, will be unable to access the services that they need to rebuild their lives.
- 6.2. The impact of this risk is high. However, the strategy itself is its own mitigation. By taking forward the actions proposed in a well planned, resourced, timetabled and managed way the likelihood of this risk materialising is greatly reduced.
 - Risk assessment will be a part of the project management framework for all of the actions, with progress on each action being the responsibility of a nominated lead officer, reporting to their line manager.
 - Strategic monitoring will be undertaken by the Housing Services management team on a quarterly basis, where overall progress will be tracked and any necessary short-term adjustments to priorities and resources can be considered and agreed.
- 6.3. The strategy as a whole will be reviewed each year when the latest data, changes in the policy environment, and progress against the action plans and objectives can be assessed. There are also risks involved in not having a strategy, but this is not an option, as discussed in section seven below.

7. Alternative Option(s) considered

- 7.1. The option of not adopting a new strategy has been considered but this has been rejected because a homelessness strategy is a statutory obligation.
- 7.2. The option of developing the whole strategy on a countywide basis was considered. However, given the demographic differences between the five council areas of Warwickshire it was considered that such a document would be too unwieldy. It is therefore more appropriate to have a countywide strategy focussing on the key issues that can better be addressed on the wider geographic scale, alongside the localised strategy tackling the district issues. A decision on whether to renew the countywide strategy in 2023 will be taken closer to the time, once an assessment of its success has been carried out.
- 7.3. The option of developing a strategy for South Warwickshire was considered but not adopted at this time because currently the two areas experience quite different housing market and service pressures and the required service provision needs to reflect this. The countywide strategy referred to in

7.2 above already picks up and highlight those issues that can best be dealt with across borders.

- 7.4. The option of having separate strategies for homelessness and for rough sleeping has been considered. However, the Ministry of Housing, Communities and Local Government has indicated a strong preference, and a potential future statutory requirement, for combined strategies. To have produced separate strategies could therefore jeopardise funding bids for future central government housing and homelessness programmes.



Warwick District Council

Homelessness and Rough Sleeping Strategy

2021 – 2026

Foreword

Homelessness and rough sleeping are perennial problems and as a local councillor I have seen the harm that can be caused to those who become homeless and to their families. I am therefore delighted to be introducing the new Homelessness and Rough Sleeping Strategy for Warwick district.

Since adopting our previous strategy in 2017 we have made great strides forward in enhancing and delivering services for people at risk of or experiencing these problems and you can read more about some of our achievements in this strategy. These are in the most part down to the hard work and dedication of our staff and those across our fantastic voluntary sector, who can be proud of the improvements that we have seen over the last three years, especially in the context of the enormous upheaval caused by the pandemic during 2020.

For many years we have favoured a preventative approach so we welcomed the normalising of this with the Homelessness Reduction Act 2017. However we now want to take this further through our “universal prevention” plans. We recognise that many of the problems that can lead to homelessness begin, not when someone is threatened with homelessness but when they are securely housed. Debt, family problems and abuse, external harassment or poor property conditions are all examples of problems that can develop and result in homelessness if left unchecked. So good, effective landlord services across all rented sectors, appropriate use of enforcement powers and effective, timely advice and support services are all important preventative tools that we intend to strengthen and develop further.

Sadly it is inevitable that some people will still slip through the net and so we will ensure that intensive prevention services are directed towards those who are at risk of becoming homeless. Our aim will always be to help people keep their existing home wherever that is possible and appropriate but where we are not able to do this and individuals and families become homeless we will ensure that the appropriate support is available to help them through the crisis and to get back to a life of stability as quickly as possible.

Rough sleeping is of course the most visible and severe form of homelessness and requires a bespoke and targeted response. We know that this issue is complex in nature and that, for many entrenched homeless people, the journey from the streets is fraught with personal challenges and setbacks. Therefore, we have been working hard to ensure that the right support is available, provided at the right time, by the right people.

In forming its approach to tackling rough sleeping, the Council has consulted widely, including with those who are closest to the matter: the voluntary and statutory agencies who work day in and day out directly with homeless people. We have looked carefully at the work of other councils to learn from their experiences and have spoken to rough sleepers themselves as they are often best placed to help us to shape the most effective services.

The Covid-19 pandemic in 2020, saw the Council, with the assistance of voluntary sector agencies, bring inside over 80 people who were sleeping rough or at risk of sleeping rough. Numbers on our streets are now very low with agencies quick to respond when a new rough sleeper is found. We believe that no one should need to sleep rough on our streets and are committed to eradicating rough sleeping in the district.

Homelessness and rough sleeping are issues at national, regional and local levels. National government has set out its policy agenda in this area and is supporting it with specific funds that we will bid for when we believe that it will support our own approach. The joint strategy “Preventing Homelessness in Warwickshire: a multi-agency approach”, which the Council has signed up to, addresses those policy areas which can best be dealt with through joint working at the sub-regional

level: health; financial inclusion; young people; domestic abuse and offending. This strategy sets out our plans for the services that can help at the most local level: universal and directed prevention; crisis support and rough sleeping services.

Taken together I believe this provides the most comprehensive and ambitious programme for preventing and reducing homelessness and rough sleeping ever put forward for our district and I am looking forward to seeing its implementation in the coming years as it makes a real and positive difference to the lives of people and their families.

Cllr Jan Matecki
Housing and Culture Portfolio Holder

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Introduction

Warwick district covers an area of around 110 square miles in the southern half of the county of Warwickshire in the West Midlands and is home to around 61,300 households (143,800 people). The area includes the towns of Kenilworth, Royal Leamington Spa, Warwick and Whitnash, which together accommodate around 80% of the population while the remainder live in a number of small rural villages many of which are in the green belt. The district is bordered to the south and west by Stratford-on-Avon district, to the east by Rugby borough and to the north by Solihull and the city of Coventry.

Warwickshire has a two-tier structure of local government so Warwick District Council (the Council) is the local housing authority while Warwickshire County Council is the social services authority.

Under the Homelessness Act 2002, local housing authorities have a duty to carry out a review of homelessness in their district from time to time and to prepare and publish a strategy in response to the findings. A homelessness review should consider, for that district:

- (a) The levels, and likely future levels, of homelessness;
- (b) The activities which are carried out for the purposes of: preventing homelessness; securing that accommodation is or will be available for people who are or may become homeless; and providing support for people who are or may become homeless, or who have been homeless and need support to prevent them becoming homeless again.
- (c) The resources available to the authority, the social services authority, other public authorities, voluntary organisations and other persons for such activities.

The Homelessness Strategy should then be directed towards ensuring sufficient and satisfactory provision for preventing homelessness, and for securing accommodation and support provision for people who become homeless.

The Council's previous review was carried out in 2016 and the strategic response was incorporated into the Housing and Homelessness Strategy 2017-20. During 2020 a new homelessness review has been undertaken and the results of this, together with the forward plans for dealing with the issues identified, are incorporated into this new Homelessness and Rough Sleeping Strategy.

Over the last three years, considerable progress has been made in tackling the most visible form of homelessness, rough sleeping, with figures now in the low single figures. The actions taken to tackle this serious issue, one about which members of the public and the media expressed considerable concern, have been successful. In this strategy, this work is reflected upon and plans are set out to ensure that numbers do not rise again. The Homeless Reduction Act was also successfully implemented and the new approach has been embedded into standard ways of working, enabling reductions in statutory homelessness too.

The first section of this strategy sets out the current situation on homelessness in terms of policy and casework and outlines the new objectives. The second section details the known operational, financial and partnership resources available for dealing with homelessness in the district. The final section explains the consultation that has informed the strategy, the action plans that have been determined and how these will be monitored and reviewed.

A number of broader cross-cutting themes linked to homelessness have been identified over recent years that can better be addressed by a partnership response at a county level. The Council has therefore worked with the county council and the four other district and borough councils in

Warwickshire (North Warwickshire Borough Council, Nuneaton & Bedworth Borough Council, Rugby Borough Council and Stratford on Avon District Council) to produce a joint countywide Homelessness Strategy: "Preventing Homelessness in Warwickshire: a multi-agency approach, 2021-2023". The joint strategy sits alongside, and is complementary to, this strategy in providing a comprehensive and holistic approach to the issues of homelessness and rough sleeping in the district.

Section one – Context and objectives

This opening section of the strategy contains the first part of the homelessness review, as required by the Homelessness Act 2002. It begins by explaining the national and local context of homelessness policy. This is followed by information on the levels of homelessness in the district and statistics on casework and the outcomes of work on homelessness in recent years. Some notable specific achievements of the past three years are then explained, along some of the lessons learned and new issues that seem to be emerging. Taken together this illustrates a picture of homelessness and rough sleeping in the district in 2020/21. There is then a discussion about issues that may affect homelessness levels in the coming years, all of which enables objectives to be drawn up for the duration of the strategy.

1.1 National context

All councils have to frame plans and strategies for dealing with homelessness within the wider context of national government policies and legislation.

The Ministry of Housing, Communities and Local Government (MHCLG) is the government department with principal responsibility for housing and homelessness. It defines its job as “to create great places to live and work, and to give more power to local people to shape what happens in their area” and its responsibilities as:

- driving up housing supply;
- increasing home ownership;
- devolving powers and budgets to boost local growth in England;
- supporting strong communities with excellent public services.

1.1.1 Homelessness

While the Homelessness Act 2002 contains the strategic duties, the main operational legislation on homelessness is contained in the Housing Act 1996 (“the 1996 Act”). This includes a statutory definition of homelessness which broadly means that you may be legally homeless if:

- You have no legal right to live in accommodation anywhere in the world;
- You have a home but cannot get into it for some reason;
- It is not reasonable to stay in your home, for example because you are at risk of violence or abuse or because of affordability problems;
- You are forced to live apart from your family, or people you normally live with, because there is no suitable accommodation for you;
- You are living in very poor conditions, such as overcrowding.

The 1996 Act goes on to set out the duties of local housing authorities towards people who are homeless. The duties vary depending upon whether the household has a “priority need”, is “intentionally homeless” and has a “local connection”. All of these terms have specific meanings that are defined in the legislation and have been clarified in case law.

1.1.2 The Homelessness Reduction Act 2017

This Act made sweeping changes to the 1996 Act demonstrating the direction of government policy: towards a more collaborative approach between the local housing authority and the customer and also between public bodies, with a focus upon preventing homelessness rather than tackling it once it has happened. The key changes were:

- **A new prevention duty**

Local authorities must take reasonable steps to prevent homelessness for any eligible applicant at risk of homelessness within 56 days, regardless of priority need. This can involve assisting them to stay in their current accommodation, or helping them to find a new place to live.

- **A new relief duty**

Local authorities must take reasonable steps to help an applicant to secure suitable accommodation. Help could be, for example, providing a bond guarantee, funding a rent deposit or working with a private landlord to make properties available.

- **Personal Housing Plans**

Local authorities must carry out a holistic assessment of the applicant's housing needs, support needs and the circumstances that led to them becoming homeless. This assessment will result in developing a Personal Housing Plan with the applicant that sets out the reasonable steps that the housing authority, the applicant and, if applicable, other professionals will take in order to prevent or relieve their homelessness.

- **A Duty to Refer**

Certain named public authorities must refer users of their service, who they have reason to believe are homeless or threatened with homelessness, to a local housing authority of the service user's choice. The aim of this is to help people to get access to homeless services as soon as possible and ensure that people's housing needs are considered when they come into contact with a range of public bodies.

1.1.3 Rough Sleeping Initiative

In addition to supporting the Homelessness Reduction Act 2017 into law (it was originally a private member's bill), in 2018 the government set up a new Rough Sleeping Team and created a targeted £30 million fund for local authorities with high levels of rough sleeping. Later that year it went on to publish a Rough Sleeping Strategy¹, to deliver upon a commitment to halve rough sleeping by 2022 and to end it completely by 2027. The strategy sets out the government's approach under the three headings of prevention, intervention and recovery and draws this together with a table outlining 61 commitments across the course of the strategy. In December 2018 a Delivery Plan was produced that described progress on the strategy to that point with further activities and milestones and a delivery date for each commitment.²

1.1.4 Everyone In

When the Covid-19 pandemic emerged in the United Kingdom in the first months of 2020 the government announced a strategy to work with local government and to provide £1.6bn in funding in order to "bring in those on the streets to protect their health and stop wider transmission, particularly in hot spot areas, and those in assessment centres and shelters that are unable to comply with social distancing advice". This became known as Everyone In.

1.2 Local context

The Council defines its purpose as "to improve the quality of life for everyone who lives in, works in or visits Warwick District." This is expanded upon in the Corporate Plan, known as "Fit For the Future", in which the following key aims are elucidated:

In the Warwick District of 2026:

- Everyone will feel safe going about their daily lives.
- Everyone will be able to enjoy a healthy lifestyle and sense of well-being.
- Everyone will have their housing needs met.
- There will be a strong, diverse economy which provides jobs for all.

For the purposes of this strategy, the most significant aim on the corporate agenda is that of meeting all housing needs, which is to be delivered by:

- Reducing homelessness.
- Enabling older and vulnerable people to live more independently.

¹ [The rough sleeping strategy, MHCLG, 2018](#)

² [Rough Sleeping Strategy: delivery plan, MHCLG, 2018](#)

- Creating more sustainable, affordable and quality housing.

Reducing homelessness can therefore be seen as a key corporate goal of the Council.

Warwick district is a relatively affluent area with wages above the national average and high house prices but there are still a significant number of households on lower incomes and many issues of deprivation.

The proximity of the district to the universities of Warwick and Coventry and the attractive night-time economy of, in particular, Royal Leamington Spa make the district popular with students. The latter are in turn a desirable target market for private landlords and therefore absorb a proportion of the properties that would otherwise be available in the private sector for single people and young families, i.e. smaller and cheaper properties that can be economically converted into houses in multiple occupation. The resulting limited supply for non-students then drives up rents in the private sector to levels that are well above the limits eligible for welfare benefits, i.e. the Local Housing Allowance and, for people under 35 with a one-bedroom need, the Shared Accommodation Rate.

This situation adds to the high demand and need for the already limited supply of affordable housing, particularly for one-bedroomed accommodation. Rents in the affordable sector are fully eligible for welfare benefits, except that a reduction is applied for those with a spare bedroom, and this prevents one-bedroom needs from being met by an offer of a slightly larger property.

Taken together these trends, along with a number of other factors, present challenges to tackling homelessness and rough sleeping.

1.3 Data about homelessness in Warwick district

Following on from the above brief outline of the local housing market, greater detail and data will now be provided about the local homelessness situation.

Housing authorities have for many years reported data on homelessness to central government on a quarterly basis. However, with the implementation of the Homelessness Reduction Act 2017 the government substantially overhauled the system, introducing a completely new dataset and computer database for collating it: the Homeless Case Level Information Collection system (H-CLIC).

The revised dataset includes information about: the new duties owed for prevention and relief; the long standing main homelessness duty; the reasons for homelessness; the support needs of applicants; the use of temporary accommodation; and the new duty to refer placed on other statutory agencies.

Because of this fundamental change to the system, data prior to 2018/19 is no longer directly comparable and, for that reason and also because of the new duties since April 2018, the bulk of this sub-section and appendix two will only present data for 2018/19 onwards. As this strategy is being prepared during the final quarter of 2020/21 full statistics are not available for this year but this sub-section will conclude with a brief look at emerging data trends over recent few months.

1.3.1 Homelessness in 2017/18

Notwithstanding the fact that data under the two systems are not directly comparable, for reference purposes it is worth briefly summarising the situation in Warwick district during the final year of the old system.

During 2017/18 there were 411 homelessness decisions made, of which:

- 158 (38%) were found to be eligible for assistance but not homeless;
- 112 (27%) were eligible, homeless but not in priority need;
- 25 (6%) were eligible and in priority need but intentionally homeless; and

- 116 (28%) were owed the full duty.

During the year there were 32 cases where positive action was taken to prevent homelessness, and at the end of that year there were 21 households in temporary accommodation.

1.3.2 Levels of homelessness

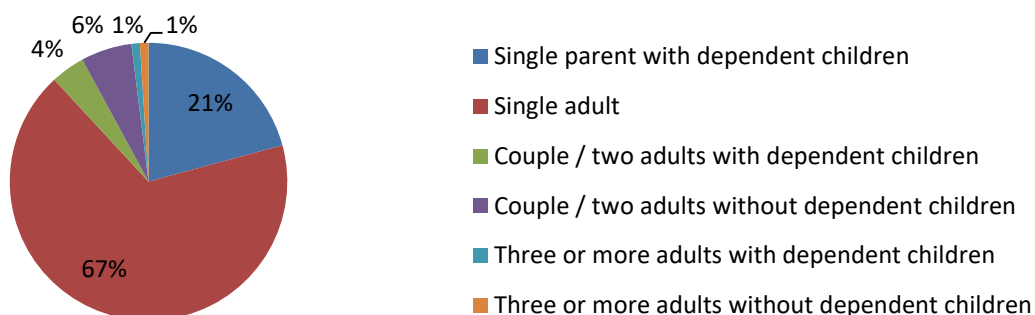
In 2018/19 and 2019/20 almost exactly the same number of approaches from households under the new legislation were received: 451 and 453 respectively. However the number owed a new duty (either prevention or relief) increased from 410 in the first year to 431 in 2019/20. For comparison purposes this equates to around seven per thousand households in the district, well below the figure for England as a whole which is nearer to 12. The analysis in the rest of this sub-section only includes those households to whom a duty was owed.

Around 60% of households were owed the prevention duty in 2018/19, but this fell to 47% in 2019/20, compared to England where it was 55% in 2018/19 falling to 52%.

1.3.3 Characteristics of households

In considering the characteristics of homeless households, it would be most instructive to compare the household characteristics of homeless applicants with those for the district. However, the most accurate source of data for a whole district is the national census which is carried out every ten years and as the most recent census was in 2011 that is now out of date. Such comparisons will be possible as new data emerges from the 2021 census. Therefore data for Warwick district only is shown in tables three to seven of appendix two and the key characteristics of the 431 households owed a duty in 2019/20 are shown in charts one to five.

Chart 1 – Household composition, 2019/20



The data for chart one is in appendix two, table three. It can be seen that almost 9 out of ten households were either single adults (67%) or single parents with dependent children (21%).

Chart 2 – Age profile of main applicant, 2019/20

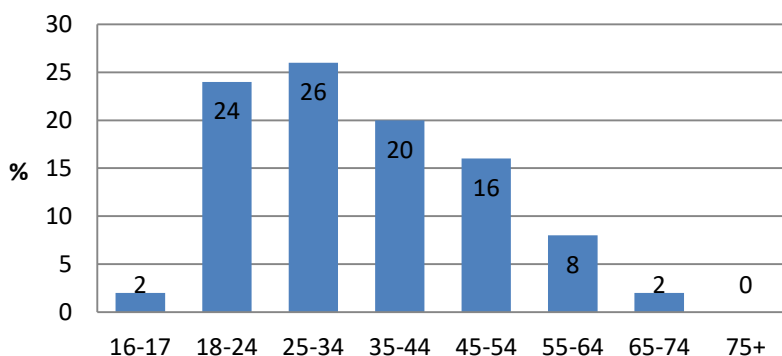
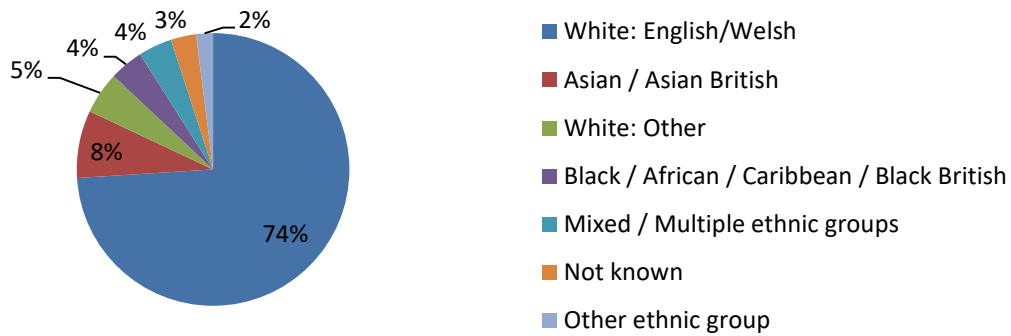


Chart two illustrates data from appendix two, table four. The most common age band was “25-34”, accounting for 26% of all households, while just over half of main applicants (52%) were younger than 35. People aged 55 or more made up 10% of main applicants.

Chart 3 – Ethnicity profile, 2019/20



With data from appendix two, table five, chart three shows that 79% of households were white, with 8% coming from Asian/Asian British backgrounds and small proportions (5% or fewer) from other ethnic groups.

Chart 4 – Employment status, 2019/20

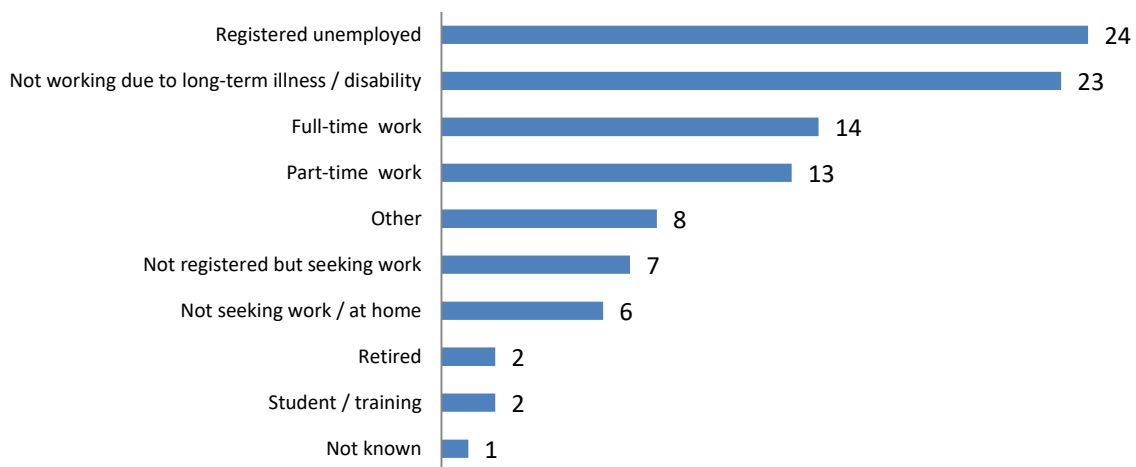


Table six in appendix two, and chart four, show that: 27% of applicants were in either full-time or part-time work; 24% were registered unemployed; and a further 23% were not working due to a long-term illness or disability.

Chart 5 – Support needs, 2019/20



Because of the large number of different categories in appendix two, table seven, for the purposes of chart five all those with a prevalence of below 5% have been combined into a single category.

The key points about support needs are:

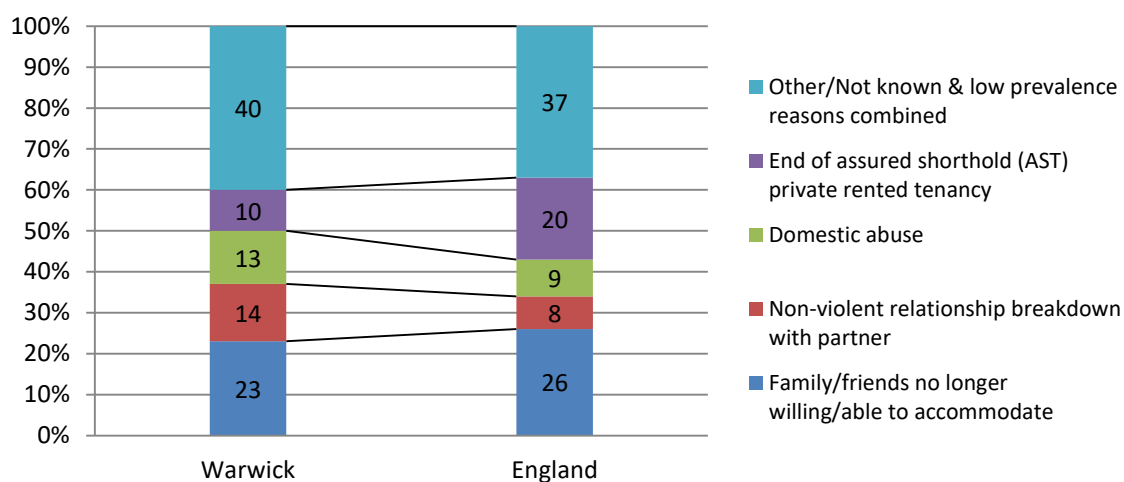
- 32% of households included someone with a support need and over two-thirds of these households had more than one such need. (N.B. This is not shown on the chart.)
- The four most common support needs in the table in the appendix, accounting for over 50% of needs, were: history of mental health problems (19%); physical ill health and disability (13%); at risk of/has experienced domestic abuse (10%); and offending history (9%).
- However it is worth noting that drug dependency and alcohol dependency are recorded separately in the statistics although people often suffer from both and support services often target both. A combined substance misuse indicator would account for 12% of needs making it the third most recurrent type of need. This has been done in chart five to illustrate the significance of this issue.

1.3.4 Reasons for homelessness

Table one in appendix two shows the full statistics on reasons for households losing their last settled home in Warwick and in England. Excluding “Other reasons/not known”, the four most significant reasons were the same in both areas and both years (although not in the same order of prevalence).

These are shown in chart six, where the “Other/not known” category has been combined with the categories with the smallest percentages so that the main points and comparisons are easier to see.

Chart 6 – Principal reasons for loss of last settled home, 2019/20.



In Warwick the main reasons were:

- Family or friends being no longer willing or able to accommodate (23%).
- A non-violent relationship breakdown with a partner (14%).
- Domestic abuse (13%).
- The ending of an Assured Shorthold Tenancy (10%).

The two-year data in appendix two, table one shows that the most notable changes from 2018/19 in the Warwick district were:

- A fall in the proportion of cases from the ending of an Assured Shorthold Tenancy from 18% to 10%; and
- An increase in non-violent relationship breakdown with a partner from 7% to 14%.

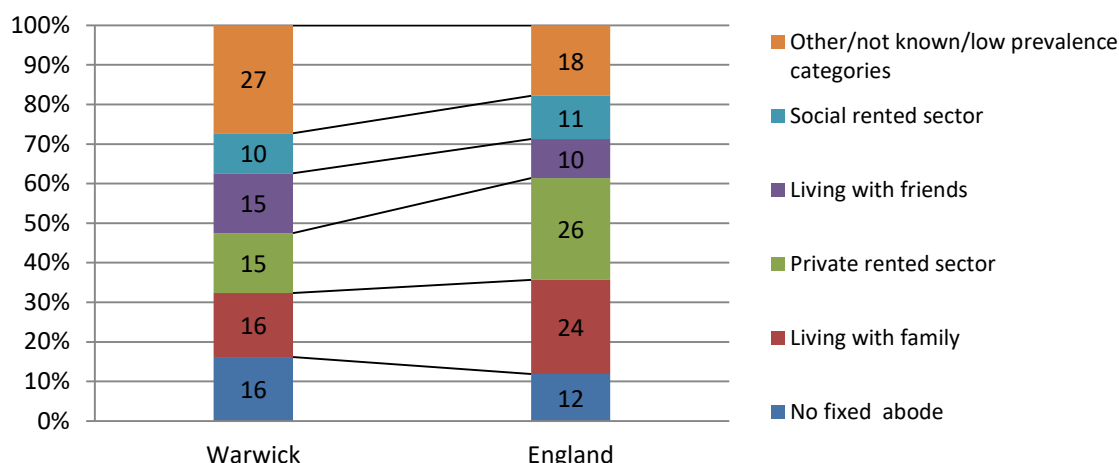
1.3.5 Previous home

Table two in appendix two shows the accommodation of households at the time that they made a homelessness application.

This shows that there are five main types of accommodation from which threatened homelessness arises. While the order of prevalence may vary, these five are the same in both years and in Warwick and England. These are shown in chart seven, where the “Other/not known” category has been

combined with the categories with the smallest percentages to make the main points and comparison easier to see.

Chart 7 – Main types of accommodation at the time of application, 2019/20



The five most prevalent types of accommodation in the district in 2019/20 were:

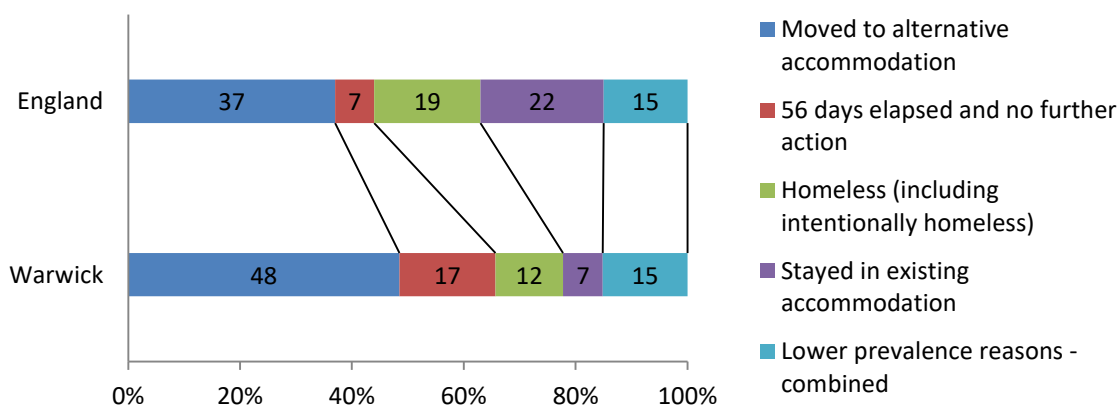
- No fixed abode (16%);
- Living with family (16%);
- Private rented sector (15%);
- Living with friends (15%);
- Social rented sector (10%).

In comparing the Warwick figures for 2018/19 and 2019/20 in appendix two, table two, the most notable difference was a significant fall in the proportion of households living with family at the time of the application from 27% to 16%. Other variations were smaller but the increases in those who were homeless on departure from an institution (up from 2% to 7%) and in those living in temporary accommodation (up from 2% to 5%) both suggest trends that need to be monitored.

1.3.6 Prevention outcomes

In 2019/20, there were 206 cases where a prevention duty came to an end. It is important to note that this figure differs from the number owed a prevention duty during the year. This is because there will be some cases where the duty arises in one year but does not end until the following year. Table eight in appendix two, illustrated in chart eight below, shows the reasons for the prevention duty ending.

Chart 8 – Prevention resolutions, 2019/20



For 48% of cases accommodation was secured by finding alternative accommodation, with a further 7% being enabled to stay in their existing home. Other significant reasons were that for 17% of cases the 56 day statutory prevention period elapsed and no further action was taken while 12% of cases became homeless.

Nationally, significantly higher proportions were helped to stay in their existing homes (22%) or became homeless (19%) while smaller proportions moved to alternative accommodation (37%) or had no further action after 56 days (7%).

For the 113 cases (55%) where accommodation was secured, table nine shows the type of accommodation and table 10 shows the main prevention activity that was undertaken.

The type of accommodation was spread fairly evenly between: a council tenancy (26%); the private rented sector (25%); a Registered Provider tenancy (22%) and supported housing/hostel accommodation (18%). England as a whole used the private rented sector much more (40%) with fewer cases accommodated in council housing (11%) or in supported housing (9%).

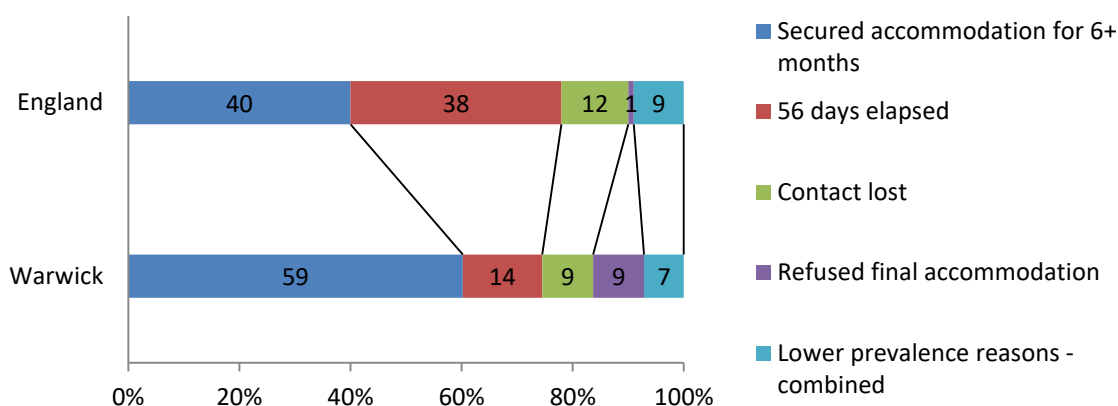
The main prevention activity was accommodation being secured by the local authority housing options service. This was true for both Warwick (37%) and England (27%). Other notable activities were: provision of supported housing (16% for Warwick but only 5% for England); helping the applicant to secure accommodation that they had found, without financial payment (14% and 11% respectively for Warwick and England); and advice and information only (12% for Warwick and 15% for England).

1.3.7 Relief outcomes

In 2019/20, there were 249 cases where the relief duty came to an end. As with the prevention duty these are not the same as the cases arising during the year.

Table eleven in appendix two shows the reasons for the relief duty ending.

Chart 9 – Relief outcomes, 2019/20



The most common reason was that accommodation was secured for more than six months (59% of cases). The other main reasons were either that the 56 day statutory relief period elapsed (14%), contact was lost (9%) or a final offer of accommodation was refused (9%).

Nationally the most common reason was also the securing of accommodation for six months or more (40%) but there was a much higher proportion where the statutory 56 day period lapsed (38%).

For the 146 cases (59%) where accommodation was secured for six months or more (which is the statutory minimum) table 12 shows the type of accommodation and table 13 shows the main relief activity that was undertaken.

As with the prevention cases the type of accommodation was spread between: supported housing/hostel accommodation (36%); a council tenancy (23%); a Registered Provider tenancy (21%)

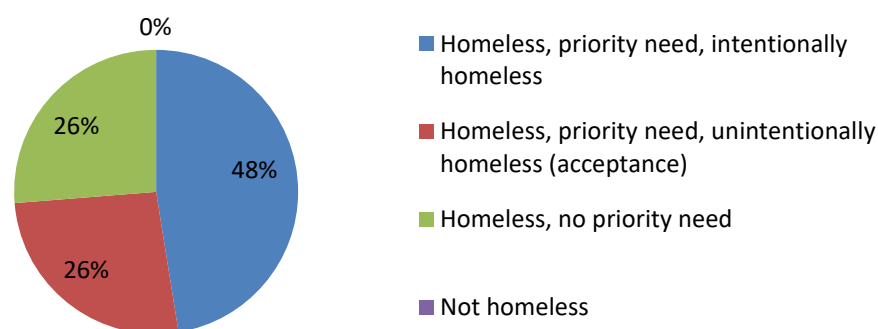
and the private rented sector (18%). England as a whole used the private rented sector much more (29%) with fewer cases accommodated in each of the other three main types of accommodation.

The main relief activity was accommodation being secured by the local authority housing options service. This was true for both Warwick (40%) and England (42%). Other notable activities were: provision of supported housing (32% for Warwick but only 18% for England); and helping the applicant to secure accommodation that they had found, with financial payment (12% for both Warwick and England). "Other activity" was also significant nationally (11%) but less so in Warwick (6%).

1.3.8 Main duty outcomes

In 2019/20 there were just 38 cases where the relief duty came to an end and a decision had to be taken as to whether a main homelessness duty was owed. When numbers are low care needs to be taken with percentages and comparisons become less relevant because relatively small differences may appear more significant than they truly are. For this reason, national figures have been included in the tables in appendix two for information but only the local figures have been shown in the chart. Table 14 shows the duties owed at the end of the relief duty, illustrated in chart 10.

Chart 10 – Decisions on main duty owed in Warwick district, 2019/20



As can be seen 47% of cases were found to be homeless, in priority need but intentionally homeless, while a full duty was found to be owed to 26% of cases and a further 26% were found to be homeless but to have no priority need.

Of the 10 cases owed the full duty table 15 shows the priority need of the households. Six had dependent children while two were vulnerable due to physical disability or ill health and two were vulnerable due to mental health problems.

There were seven cases where the main duty came to an end and the reasons for this are shown in table 16. Four households accepted an offer of social housing, while one refused such an offer and the other two cases voluntarily left temporary accommodation.

1.3.9 Temporary accommodation

Table 17 shows the profile of types of temporary accommodation in use at the end of the financial years while table 18 shows the profile of household types accommodated.

The figures for 2019/20 are seriously skewed however by Everyone In - the response to the Covid-19 pandemic, which resulted in many single adults being housed who would not normally qualify for temporary accommodation. Thus, while there were only 12 households in temporary accommodation at the end of 2018/19, all of whom were in local authority housing, there were 32 in 2019/20 in a mixture of local authority (11), hostels (10), bed and breakfast (9) and nightly paid private accommodation (2).

Of the 12 cases at the end of 2018/19, five were single adults, three were single parents with dependent children, three were other household types and one was a couple with dependent

children. However at the end of 2019/20, of the 32 cases 29 were single adults with one case of each of the other three categories.

National percentages are shown in the tables for information only, comparisons not being appropriate given the small numbers locally.

1.3.10 Rough sleeping

The official rough sleeping count that takes place every autumn has found the following numbers of people over the past five years:

	2016	2017	2018	2019	2020
Number of people sleeping rough in Warwick district	18	21	12	21	4

Chart 11 – Rough sleeping trends, 2016 - 2020

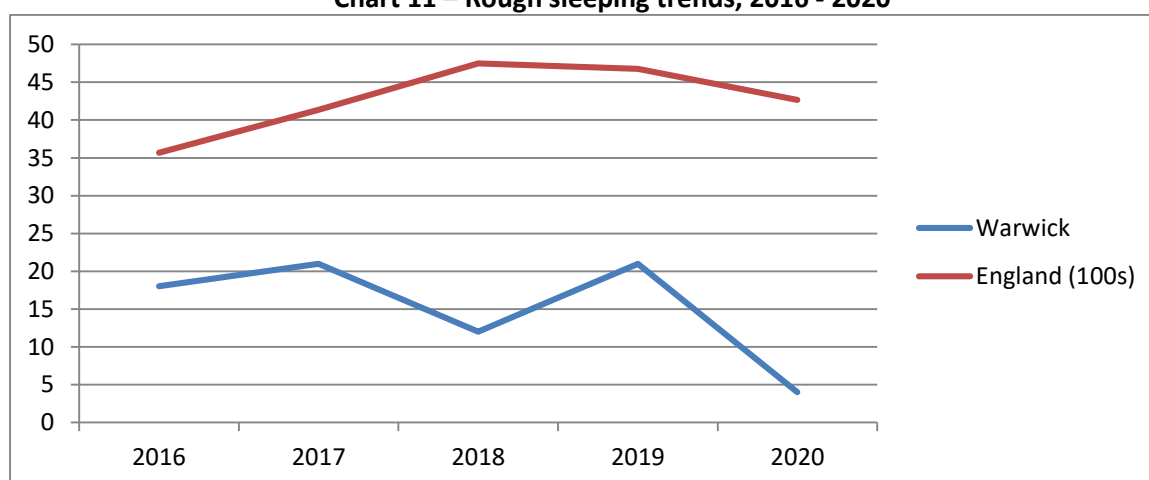


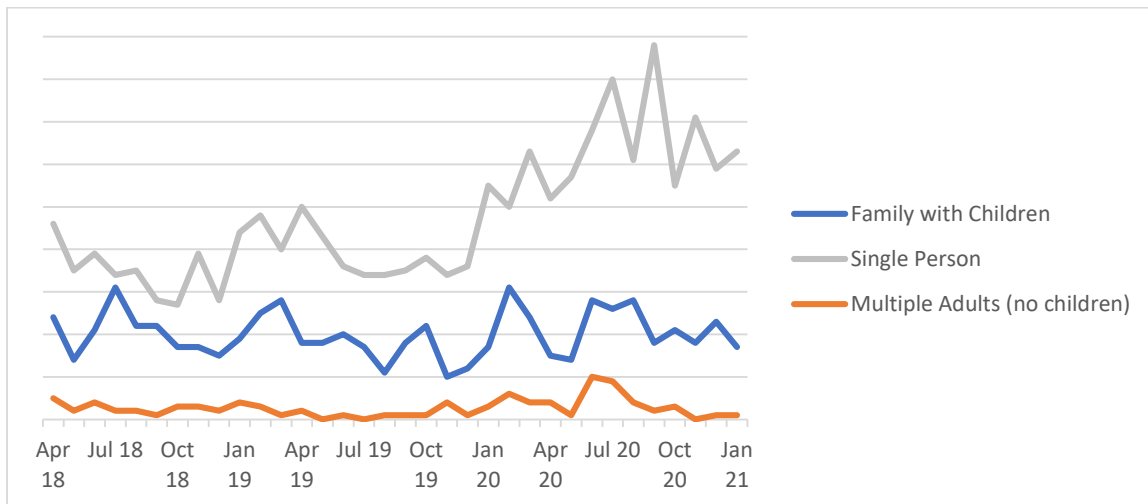
Chart 11 includes the trend line for England and shows that the fluctuations in Warwick district have been different to the national trend over the last five years, but again the 2020 figure has been sharply affected by Everyone In.

Note that this data has been collected in a completely different way, which has been consistent over many years, so that, unlike the preceding sub-sections, comparisons over this longer time period are valid.

1.3.11 Emerging data 2020/21

The above graphs and charts have largely shown the situation in 2019/20 using H-CLIC data from the government website. Over 2020/21 a quite substantial increase in approaches has been seen, of which the proportion of single people has also been rising as chart 12 shows.

Chart 12 – Homelessness applications by household type, 2018-2021



It is important to note that this data is from the Council’s internal records and is shown solely as an illustration of potential emerging trends during the current year. The above data is not H-CLIC data and should not be compared with data in the earlier parts of this section. Following the end of the financial year full data will be submitted through the H-CLIC system, audited by MHCLG and published online, at which point appropriate comparisons can be made.

1.4 Achievements, lessons learned and emerging issues

This sub-section describes what the district looks like now as regards homelessness. It begins by looking back at the situation when the Council’s previous strategy was adopted in 2017 and sets out some of the achievements since then, along with some of the lessons learned, which have helped to change the landscape of homelessness patterns across the district. It then rounds out this picture by explaining the new homelessness and rough sleeping issues that have begun to emerge recently.

1.4.1 Achievements

The Council’s previous strategy for dealing with homelessness was the Housing & Homelessness Strategy 2017-2020. In 2017 the two biggest issues were the then forthcoming Homelessness Reduction Act 2017, representing the biggest ever reform of operational homelessness services, and an escalating number of people sleeping rough on the main streets of the district’s towns.

The strategy had as its first objective: “Promoting the provision of suitable accommodation, information and advice for the homeless in an effort to prevent and reduce homelessness” and included nine specific actions. These are shown in full, with outcomes, in appendix one.

At that time resources were expected to be extremely limited but the announcement by the government of Flexible Homelessness Support Grant in the spring of 2017, and the potential to bid for funding from the Rough Sleeping Initiative in 2018 meant that it was possible to do a great deal more over the following three years than was originally anticipated. The most significant achievements have been:

Implementation of the Homelessness Reduction Act 2017

The Council already took a preventative approach to homelessness so embraced the extension of this, as envisaged by the Act, and successfully introduced the new legislation with effect from 1st April 2018. The range of information available to customers was increased and available resources were used more creatively to find new ways of preventing homelessness. Work with customers became more closely focussed, to help to address all of their housing and support needs rather than looking narrowly at the definitions and tests of the previous legislation.

Launch of the homelessness early intervention project as a countywide partnership

Officers played a leading role in developing a countywide bid in partnership with the other district and borough councils of Warwickshire for funding from the government's Homelessness Prevention Trailblazer Fund in 2016/17. The bid was successful and enabled the service, Preventing Homelessness Improving Lives (p.h.i.l.) to operate across Warwickshire for three years from 2017 to 2020. p.h.i.l. aimed to identify the potential for homelessness at a much earlier stage and to take a more proactive, holistic and preventative approach towards addressing people's needs. It therefore foreshadowed the Homelessness Reduction Act legislation which came later.

A successful bid for Rough Sleeping Initiative funding

As one of the councils identified in 2018 as having high levels of rough sleeping in England, a bid was submitted to government for funding to provide an ambitious programme of projects to help tackle rough sleeping in the district. These included:

- Employing a Rough Sleeping Co-ordinator to oversee and implement the projects;
- Opening a direct access hostel in the district, open 24/7, 365 days a year;
- Commissioning an in-reach, dispersed supported housing service for people with complex needs who would be moving on from the hostel into shared council accommodation;
- Employing an officer to trial the "Housing First" approach whereby people with specific needs who have been rough sleeping are provided with accommodation and the services that they need are then delivered in that home, rather than seeking to resolve their specific needs first;
- An additional outreach worker to engage with people who are rough sleeping across both Warwick and Stratford district.

Complementary actions were also taken which included:

- Establishing a further supported housing unit;
- Securing funding from Warwickshire County Council to pilot a hospital discharge scheme;
- Weekly meetings with relevant agencies to discuss and progress individual cases;
- Jointly funding a Family Support Worker;
- Developing money advice services for Council tenants.

Opening a Direct Access Hostel in the district

Of the projects envisaged in the bid referred to above, the most significant and transformative was the proposal to open a direct access hostel in the district. Following approval of the funding, premises were swiftly identified and the existing occupier (a supported housing provider) was moved to alternative premises provided by the Council. Management and support workers were recruited, the building was converted and the hostel opened its doors in the autumn of 2018.

This initiative proved to be controversial and initially the vicinity experienced increased levels of anti-social behaviours. Work to improve the management of the hostel, to reduce exclusions and act swiftly to address local concerns were successful alongside the establishment of a liaison group and the involvement of local councillors.

A joint countywide homelessness strategy

This was not included as an action in the previous strategy but it is nevertheless an extremely important development.

Ever since the first national legislation on homelessness in 1977 it has been local housing authorities that have had the primary responsibility for helping homeless people in their area. Prior to that time, the responsibility had fallen to Social Services Departments as homelessness was seen to be a social and welfare issue rather than one of bricks and mortar. To this day, considerable numbers of people become homeless as a result of mental ill health or substance misuse, domestic abuse, offending behaviours, poor money management and/or poor life choices for example. This demonstrates that housing alone is not the solution and in fact tackling homelessness requires strong partnership approaches.

One of the most significant changes brought about by the Homelessness Reduction Act 2017 was the introduction of a “Duty to Refer” which required other public bodies to become more involved in homelessness service provision. This new obligation intensified conversations that were already ongoing between the five district /borough councils and Warwickshire County Council culminating in a conference on homelessness in the autumn of 2018 that involved a wide range of statutory and voluntary organisations with remits connected with homelessness. Following the conference all six councils agreed to develop a joint strategy: Preventing Homelessness in Warwickshire: a multi-agency approach, 2021-2023. This sets out specific objectives and recommendations in five key social policy areas where co-ordinated action can have the greatest impact in preventing and tackling homelessness:

- Health – to reduce the inequalities and improve the health of people at risk of homelessness, homeless or sleeping rough.
- Financial inclusion – to ensure that a wide range of appropriate services are available to support those at risk of homelessness due to financial difficulties.
- Young people – to enhance and improve services that prevent homelessness among young people.
- Domestic abuse – to prevent domestic abuse and the crisis homelessness resulting from it wherever possible.
- Offending – to deliver better-focussed housing and related support services for those at risk of homelessness when leaving prison.

The full recommendations of the strategy are included in appendix four of this document.

1.4.2 Lessons learned

It must be recognised that the scale of change involved in implementing these initiatives also brought challenges and was at times controversial and lessons were learned as a result.

The direct access hostel, William Wallsgrove House, had to be made ready and brought into use very rapidly in order to meet the deadlines for government funding. As a result, public consultation with local people was lacking and insufficient time was available to gather learning from other hostels elsewhere in the country that could have informed the development of management policies.

There is always a balance to be struck between the benefits to be obtained for the whole community by reducing homelessness, and the impact upon the more local community in the vicinity of the facilities needed in order to achieve this. Government required that initiatives were in place within a short time frame which impacted on the project and its deliverability. Ideally more time should have been taken to inform and explain the project to the community and their earlier involvement and invaluable local knowledge would no doubt have prevented many of the issues that subsequently had to be dealt with.

From the implementation of the Homelessness Reduction Act another lesson learned was that where officers were freed to work with customers to identify creative solutions to their housing needs better results could be obtained and homelessness prevented more frequently than was the case under the previous legislation.

Stronger partnership working with other public and voluntary sector organisations, including weekly meetings to discuss specific cases, also yielded more positive outcomes for customers. Seeing these outcomes has motivated those organisations to play a greater role in working strategically with the Council on developing its plans for dealing with homelessness and rough sleeping issues.

Joint working with the Police and the Community Safety Team has, through weekly intelligence sharing meetings, enabled much greater awareness among all organisations about what is happening on the street, for example in terms of “county-lines” activity, and enabled a much more

informed, comprehensive and structured approach to managing difficult clients. It has facilitated a risk-based approach whereby a “RAG” (Red- Amber-Green) rating is used to limit the numbers of higher-risk clients accommodated in any one housing establishment to an acceptable level. This actually enables greater numbers to be accommodated as landlords may be reassured that the caseload will be spread around and will be manageable.

In implementing the Everyone In initiative it became apparent that while many people who were sleeping rough were happy to move into accommodation there remained a very small core of people that refused assistance and were content to continue living on the streets. It also transpired that while the majority of those accommodated were happy to move into bed and breakfast accommodation, taking the next step and accepting the responsibilities associated with a more permanent housing arrangement was a step too far without adequate preparation and support to sustain a licence or tenancy. A specific and individually-focussed response is required for each person. Government money from the Cold Weather Fund and Protect Plus is now being targeted to continue to fund those people that are not yet ready for self-contained accommodation to remain in bed and breakfast while appropriate training and support can be provided to prepare them for a permanent home.

1.4.3 Emerging issues

As a consequence of the changes that have been introduced over the last three years the landscape as regards homelessness and rough sleeping in Warwick district now appears very different to what it was when the previous strategy was adopted. The challenges prevalent in 2017 have been dealt with successfully: the numbers rough sleeping have been substantially reduced and the implementation of the Homelessness Reduction Act has led to greater numbers of households being prevented from becoming homeless resulting in far fewer cases of statutory homelessness. While this position needs to be maintained, new issues have begun to emerge that require a new response and which are set out in this strategy.

Although the data for 2020/21 is not yet available, issues have been identified and confirmed by those working most closely with people who are homeless, threatened with homelessness or sleeping rough. Some evidence is anecdotal, however these issues are no less important as indicators of the current situation in the district.

- “Everyone In” was widely welcomed and recognised as an essential and positive development. However, the implementation of it in a very short space of time, due to the urgency of the public health emergency, did place a heavy burden on staff and services.
- There is a high turnover of housing advice staff. This has knock-on effects on services, but also on the remaining members of the team, as new staff take time to settle in and need internal training and mentoring to be able to deliver a high quality of service.
- Drug dealing and “county lines” activity, and the violence associated with it, has intensified and this has impacted upon homelessness levels. A multi-agency response is essential to dealing with this and is in place. A number of the recommendations in the joint strategy around substance misuse, along with the strengthening relationships that it will help to engender, will provide a basis for developing this further.
- Warwickshire County Council plans to substantially reduce its budget for housing-related support by 2024. This pays for services for clients with needs that place them on the edge of care, supporting them to maintain a tenancy and helping with issues that could lead to homelessness. Some of the services include short-term accommodation to support households who are homeless.
- There is an ongoing difficulty in accessing the private rented sector, principally due to the high rents locally which greatly exceed the levels eligible for welfare benefits, i.e. the Local Housing Allowance and, in particular, the shared accommodation rate for young single people.
- Since the start of the Covid-19 pandemic there has been a notable change in the profile of homelessness approaches with a considerable rise in the numbers of single people

presenting. Anecdotally it appears that many of these have more complex needs compared to previously when the majority would have been relatively straightforward cases of friends or family no longer being willing to accommodate the individual.

1.5 Potential future policy impacts

It is necessary to consider the likely future levels of homelessness in the district over the period of the strategy. This is never an easy task given the number of unknowns. However there are some issues that will clearly have an impact and may be considered. These will be discussed in this sub-section of the strategy.

Issues are considered on the assumption that policies remain as they are at present. This enables objectives to be considered and action plans drawn up in later sections, to address the likely future trends.

It is important to stress that this sub-section is not about whether the policies on the whole are positive or negative. It is purely an assessment of the likely net effect on homelessness levels: reducing or increasing.

1.5.1 Government policy

The Conservative Party manifesto of 2019 stated “We will also end the blight of rough sleeping by the end of the next Parliament by expanding successful pilots and programmes such as the Rough Sleeping Initiative and Housing First”.

During 2020 the government has continued to put forward policies in pursuit of this aim, and the broader objective of tackling homelessness:

- In January a further tranche of Rough Sleeping Initiative funding was announced.
- In July the Next Steps Accommodation Programme allocated money to support local authorities and their partners to prevent people housed under Everyone In from returning to the streets.
- In October new guidance was issued to councils to help ensure care leavers have a stable home and to prevent them from becoming homeless. The same month a £150million package was announced to create more than 3,300 new long-term homes for rough sleepers and other vulnerable people.
- In November a further £15 million was allocated to support the ongoing efforts to provide accommodation for rough sleepers during the pandemic - the ‘Protect Programme’. “The charter for social housing residents: social housing white paper” was also published. While this is principally about landlord services rather than homelessness it includes a commitment to “ensure that housing is allocated in the fairest way possible and achieves the best outcomes for local places and communities”.
- In December a £23 million government fund was launched, designed for people sleeping rough with drug and alcohol support needs. The same month a further £47 million was released, targeted at areas with high numbers of homeless people, those at risk of homelessness, or those living in temporary accommodation.

While not all of the above were relevant to Warwick district, this focus and commitment from government, if continued, should provide many opportunities to bid to further funding programmes to gain the resources needed to continue to bear down on homelessness.

The government has indicated that it intends to reform private sector tenancies in due course and to abolish Assured Shorthold Tenancies, which currently allow landlords to end the tenancy after its initial fixed term without needing to give any reasons. These “no fault” evictions are a frequent cause of homelessness so the proposal, if taken forward, will have a significant beneficial effect on levels of homelessness. It could also however cause some reduction in private rented sector supply.

Likely net impact on homelessness levels: **Reduction.**

1.5.2 The Covid-19 pandemic

The pandemic, and the policy response to it, has had a tumultuous effect upon the whole country in 2020. Three broad national dimensions to the potential impact of the pandemic upon homelessness may be discerned.

The first dimension is the longer term impact of the lockdown upon the economy. As many sectors of the economy were closed down a deep recession inevitably followed and as measures have been alternately relaxed and re-imposed a climate of uncertainty has been created. There have been bankruptcies and business closures, with resultant job losses, while others have managed to avoid this, relying upon the government's Furlough Scheme to pay their workers' salaries.

At the time of writing, three vaccines against the virus have been approved for use in the United Kingdom and ministers have produced a "roadmap" progressively lifting restrictions by 21 June 2021. The trajectory of the economy from that point forward will be crucial in determining the long-term impact upon homelessness.

The second dimension is how the government, having embarked upon an unavoidable but huge borrowing and spending programme to get the country through the lockdowns, approaches the public finances. If public spending cuts are applied, this could lead to pressure to cut back on services which may mean a reduction in homelessness prevention work. An increase in homelessness would then be likely because fewer people would be able to access the timely advice and support needed to avoid it.

The final dimension is the fact that the government introduced a wide range of temporary mitigation measures when it took the country into lockdown. From a housing perspective some of the most important interventions were:

- Longer notice periods and a ban on most evictions in rented accommodation;
- For owner-occupiers with mortgages, availability of repayment "holidays" and a moratorium on possession actions;
- Everyone In, explained earlier, for people sleeping on the streets;
- An increase in the amount of Universal Credit paid to people who were in receipt of the benefit;
- An increase in the rates of Local Housing Allowance, which determine the amount of private sector rent that may be eligible for welfare benefit payments;
- A reduced rate of Stamp Duty Land Tax on residential property sales.

As the pandemic is brought under control these measures will be scaled back, with implications for the housing market and for individuals and families that could lead to homelessness. Much will depend upon how quickly the government does withdraw these measures and whether any additional support is provided for a transitional period to help people to adapt to their changed circumstances.

Likely net impact on homelessness levels: **Increase.**

1.5.3 Leaving the European Union

Following the referendum in 2016 the United Kingdom left the European Union in January 2020, with transitional arrangements in place until the end of the year. In December 2020 the government and the European Union agreed a deal establishing trading arrangements between the two parties from 1st January 2021.

While there are still likely to be teething problems in the short term, the deal should help to reduce these and lessen the economic impact of the new structure. The medium and longer term economic effects are harder to predict and will be difficult to disentangle from the impact of the Covid-19 pandemic given the contemporaneous timing of these two major events.

The long-term success, or otherwise, of the country following the departure from the European Union will also determine future trends in household numbers, which will partially drive national level housing needs and, in turn, have a knock-on effect upon homelessness levels.

Likely net impact on homelessness levels: **Uncertain.**

1.5.4 Immigration and Social Security Co-ordination (EU Withdrawal) Act 2020

A corollary of leaving the European Union was the passing of this act in November 2020 to end the free movement of people between the United Kingdom and the continent. It introduces a points-based system with the aim of ensuring that decisions on who is allowed to enter the country on a long-term basis are “based on the skills they have to offer - not where they are from.” It does not change the position as regards asylum seekers.

If the new system functions in the manner that the government intends it to, then it may be expected that a greater proportion of those coming from abroad will be able to address their own housing needs thus exerting less pressure on the affordable housing stock.

Likely net impact on homelessness levels: **Reduction.**

1.5.5 Affordable housing supply

The government remains committed to building 300,000 new homes a year by the mid 2020s – a target which it first set in the 2017 budget. The Conservative Party manifesto also stated that it would: “commit to renewing the Affordable Homes Programme, in order to support the delivery of hundreds of thousands of affordable homes. This is a key part of our efforts to prevent people from falling into homelessness”.

In February 2020 the government opened a three-month consultation on a new home-ownership product – “First Homes”. This would enable first-time buyers to buy a home in their local area for a 30% discount on the open market price. The discount would be passed on every time a First Home is resold. Following the conclusion of the consultation the government confirmed that it intends to go ahead with the product, commencing with a pilot scheme to be delivered through the Affordable Homes Programme. These homes would count as affordable housing for planning purposes.

The effect of a continued increase in housebuilding, with a proportionate increase in new affordable homes will clearly have a positive impact on homelessness. However the First Homes initiative will reduce the amount of that new affordable housing that will be available at social or affordable rent levels and it is the latter that is normally required by people who are homeless. First Homes are therefore likely to offset some of the positive impact.

Likely net impact on homelessness levels: **Reduction.**

1.5.6 Domestic Abuse Bill

During 2020 the government introduced its Domestic Abuse Bill into the House of Commons and, at the time of writing, it had completed its passage through the commons and had reached the report stage in the House of Lords. The bill provides that “a person who is homeless as a result of that person being a victim of domestic abuse” should be treated under homelessness legislation as having a priority need for accommodation. The bill also replaces the term “domestic violence” in homelessness law with “domestic abuse” and provides a definition of this term that is broader.

While this is a very welcome, necessary and positive development it is likely to result in an increase in the number of people to whom the authority owes a full homelessness duty.

Likely net impact on homelessness levels: **Increase.**

1.5.7 Green Industrial Revolution

In November 2020 the government announced its plans for greening the UK economy. Among the package announced were measures to: make homes “greener, warmer and more energy efficient”; to replace petrol and diesel-fuelled cars with electric vehicles; and to move to lower carbon energy sources such as offshore wind, hydrogen and nuclear power.

The government’s intention is to stimulate the green economy, investing and creating jobs as a result and from that perspective the policy would be expected to have a positive impact. However there are risks and much will depend upon how the transition takes place, what support the government provides and how energy and vehicle prices adjust.

If household energy costs rise as a result of the new energy sources then, unless there is a corresponding rise in wages and benefit levels, that could push people on lower incomes into fuel poverty. On the other hand, more energy efficient homes should result in lower energy costs per dwelling. If the price of electric cars were to remain significantly higher than current vehicle prices then people on low incomes that are dependent upon a car may find themselves in debt. Poverty is one of the known major routes into homelessness.

The move away from gas-fired central heating may also have a public-spending impact if stock-owning local authorities such as Warwick have to fund boiler conversions from their own resources. This could have a knock-on impact upon financing of other housing services.

However as it will take some years for these changes to start to take effect it is likely that the impacts, positive and negative, will not start to be felt until the latter years of this strategy at the earliest. The policy is therefore considered neutral at the present time.

Likely net impact on homelessness levels: **Neutral.**

1.5.8 Conclusion

Despite the mixture of increasing and reducing potential impacts, the level of uncertainty at the present time suggests that it would be prudent to plan on the basis that there will not be a reduction in homelessness numbers and it would seem sensible to plan for a moderate increase.

1.6 Summary and objectives

Tackling the issues surrounding homelessness and rough sleeping is seen as a corporate priority by Warwick District Council. From this perspective the most important points shown in the data for 2019/20 are that:

- Almost 90% of applicants were either single adults (67%) or single parents with dependent children (21%).
- The four most common support needs were: a history of mental health problems; physical ill health and disability; being at risk of/has experienced domestic abuse; and having an offending history. (But note the comment in 1.3.3 above about substance misuse.)
- The main causes of homelessness were: family or friends being no longer willing or able to accommodate; a non-violent relationship breakdown with a partner; domestic abuse; and the ending of an Assured Shorthold Tenancy.
- The four most prevalent types of accommodation prior to homelessness, all with roughly the same frequency of occurrence, were: no fixed abode; living with family; private rented

sector; and living with friends. However a worrying 10% of cases came from the social rented sector.

As regards the Council's operational response to homelessness, the data for 2019/20 shows:

- An increase in the proportion of households owed the relief duty compared to 2018/19.
- At the end of a prevention duty, compared to the national level: higher proportions were helped to move to alternative accommodation but smaller numbers enabled to keep their existing home; the private sector was used much less and more cases were accommodated in the Council's own housing stock; and relatively higher numbers were helped into supported accommodation. However, it should be borne in mind that figures for England include large numbers of councils that no longer have a housing stock and therefore do not have the option of using their own stock.
- At the end of a relief duty more cases were helped to find accommodation than was the case nationally and there were fewer cases where the 56-day period lapsed. The private rented sector was again used less and council and supported housing accommodation more.
- For those cases where neither prevention nor relief proved possible and a full homelessness decision was required, significantly higher percentages of households were found intentionally homeless compared to the national proportion.

Over the last three years there have been many changes made with some significant achievements and also some lessons learned along the way, that have dealt with the issues that were prevalent previously. Everyone In was successful and means that the focus for work on rough sleeping should shift towards ensuring that those who were accommodated do not return to the streets and that rough sleeping does not recur as an issue in the district in the future. The pattern of homelessness and rough sleeping in the district has changed as a result of all this activity and new issues have started to emerge that require a new response.

A number of potential uncertainties and impacts upon future levels of homelessness and rough sleeping have been considered that suggest a prudent response would be to plan at the least for approaches to continue at their current levels or possibly to increase.

The joint strategy "Preventing Homelessness in Warwickshire: a multi-agency approach" takes work forward in five key policy areas where results can best be secured by strong partnership working. This Warwick district document can therefore focus upon those operational aspects of preventing and tackling homelessness and rough sleeping that can better be dealt with at the local district level. Nevertheless, it is inevitable that there will be some overlap between the two and that many of the actions proposed in this strategy will have a positive impact, either directly or indirectly, in the policy areas covered by the joint strategy and vice versa.

Overall this analysis suggests that a renewed focus upon earlier prevention work is needed to keep more people in their existing homes. Prevention can be viewed as having two separate strands: universal and directed.

Universal prevention is based on the perspective that the prevention of homelessness may need to start when a person first moves into their new home. While for many no further assistance will be necessary and they will simply get on with their lives, for some people support will be needed at this very early stage in order to make a long-term sustainable success of their future. This could be in the form of low-level help with, for example, claiming the right benefits, budgeting advice, decorating and furnishing the home. However, for people with more specific needs, or coming from chaotic lifestyles and previous homelessness, more intensive forms of social support may be needed.

For people who have been rough sleeping, the early stages of a new tenancy may be very precarious as they seek to turn around what may have been a particularly chaotic lifestyle. Support is vital at this time but is also very case-specific and needs-based, ranging from normal tenancy management, through floating support and the "Housing First" model to fully supported accommodation.

Unfortunately supported housing isn't always available for those that ideally need it. This leaves a gap in care because the client moves into mainstream housing without the full amount of support that they need. Close links between the support provider and the landlord are then essential to maximise the prospect of a successful tenancy.

Universal prevention can also be achieved through the availability of appropriate services at any time prior to a person or household becoming "threatened with homelessness" (i.e. likely to become homeless within 56 days). Debt advice, tackling poor property condition, mediation with landlords, relationship counselling and many other support services can all prevent the threat of homelessness before it has become an issue.

Directed prevention refers to the more specific and targeted level of prevention that is required when an individual or household is threatened with homelessness in line with the legal definition, i.e. likely to be homeless within 56 days. This represents the more "traditional" homelessness prevention work that local authorities have been providing since the Homelessness Reduction Act came into effect and before.

For those whose homelessness cannot be prevented the necessary crisis support needs to continue to be provided through the relief and main duty stages as appropriate and the statistics suggest that in this district greater use of the private rented sector may be possible.

Finally, a continued focus upon the problems of people sleeping rough is required and particular attention needs to be paid as the Everyone In support is withdrawn, to try to ensure that as many as possible of the people temporarily housed are assisted, to avoid them returning to the streets. The aim is to try and eliminate rough sleeping within the district by providing accommodation and support to the rough sleeping cohort. This will be done by linking in with the voluntary sector and the Housing Advice and Allocations Team to accommodate individuals and provide them with the support and guidance that they need to maintain a tenancy.

In summary, the over-arching strategy is to shift the focus towards a much greater use of universal prevention measures while retaining directed prevention and crisis resolution for those who slip through the net. At the same time continued pressure needs to be maintained to assist those sleeping rough to come in off the streets and rebuild their lives. Consequently, four objectives have been defined to guide work on homelessness in the next five years.

Objective one - Universal prevention

To provide a wide range of low-level, early intervention services to support people at any time, not just when homelessness is a possibility.

Objective two - Directed prevention

To assist those who are threatened with homelessness to remain in their existing home if at all possible or, where this is not possible, to help them avoid homelessness by all other practical means.

Objective three - Crisis resolution

To support those who become homeless, by providing suitable temporary housing and a broad palette of assistance to secure long-term, sustainable accommodation.

Objective four - Rough sleeping

To continue to innovate and expand the range of services available in order to maintain downward pressure on the number of people sleeping rough in the district.

Section two – Current resources

This section of the strategy covers the remainder of the statutory requirements for the homelessness review. It explains the resources available for preventing and tackling homelessness in the district and for dealing with rough sleeping. Resources can be broken down into three different types: the Council's own operational services; the services of partners, both statutory and voluntary, who work in the district helping those with housing issues; and financial resources.

2.1 Housing services

The Council has a wide range of services to help with work to prevent and relieve homelessness and rough sleeping.

2.1.1 New affordable housing programme

Ultimately the most effective way to prevent homelessness, and rehouse people who are homeless or rough sleeping, is by securing an adequate supply of affordable homes for those who need them. In policy terms this is a matter for the Local Plan and the Housing Strategy rather than this strategy. However, suffice it to say that all available tools will be used to increase numbers including:

- Working with partner Registered Providers (also known as housing associations) and Homes England to lever government grant into the programme.
- Using internal resources and borrowing powers to purchase land and buildings for a future programme of Council housing.
- Using planning policy to require developers to provide a proportion of affordable housing on large private development sites. These are then either purchased by the Council or by a Registered Provider to be allocated to people in need, or sold to first-time buyers as low-cost affordable homes.

2.1.2 Allocations Scheme

As well as building new homes best use must also be made of the existing stock of affordable homes. The mechanism for this is the allocations scheme and the Common Housing Register, through which allocations of available Council homes and nominations to partner Registered Providers are administered. This includes both new and existing homes as and when they become vacant.

In 2016 a revised policy was introduced, and subsequently amended in 2018 to make allowance for those owed the new duties under the Homelessness Reduction Act 2017. People who are homeless or threatened with homelessness are accorded an appropriate degree of priority for affordable homes. The scheme also recognises housing needs other than homelessness. It therefore helps towards universal prevention as well as crisis resolution and directed prevention. After two years of operation under the Homelessness Reduction Act regime, the allocations scheme has been reviewed to assess whether it is working in the most effective manner and further changes will be implemented in 2021.

2.1.3 Housing Needs

The focal point of case work for all those with housing issues is the Housing Needs section in Housing Services. This section incorporates the Housing Advice and Allocations Team, the Private Sector Housing Team, and the Rough Sleeping Initiative Team.

As well as administering the allocations scheme referred to above (offering vacant Council homes and making nomination to Registered Providers) the Housing Advice and Allocations Team also provides the housing options service for the Council. This service is free of charge and available to anyone in the district. It provides comprehensive advice on a wide range of housing problems including, but not limited to, rehousing and homelessness. It fulfils the Council's responsibilities under the homelessness legislation and also arranges temporary accommodation where necessary. Prevention work includes: mediation and advocacy with landlords; trying to maintain or re-establish

a tenant's relationship with the landlord; supporting with Housing Benefit/Universal Credit claims; and paying deposits/rent in advance for people who are homeless.

The team also administers the Severe Weather Emergency Protocol, which aims to temporarily accommodate people sleeping on the streets during severe weather episodes. It is in operation in the district all year round, on any night when the temperature falls to zero or below, with a wide definition of severe and it can be triggered by very hot as well as cold weather.

The Private Sector Housing Team aims to ensure a viable, well-managed private rented sector by providing advice and support for all landlords to help them to understand the, often complex, workings of housing law, but also taking enforcement action against landlords who knowingly disregard or breach the rules and regulations.

2.1.4 Rough sleeping services

The Rough Sleeping Initiative Team is led by the Rough Sleeping Co-ordinator and oversees the delivery of the initiatives for reducing the numbers of people sleeping rough that were set up as a result of the successful bid for government Rough Sleeping Initiative funding explained earlier.

Now that most of those who were sleeping rough have been, and at the time of writing still are being, accommodated through the principles of Everyone In, it is important that they receive the amount of support that they will need to sustain a tenancy and future plans for the team need to be directed towards this aim.

However, there are still a very small number of people sleeping rough in the district, including those who declined the Everyone In offer and new cases arising, for example following discharge from prison, hospital or rehabilitation.

2.1.5 Landlord Services

Landlord Services in Housing Services has an important role to play in homelessness prevention because this can also be achieved through the pro-active management of Council tenancies to try to ensure that eviction only ever takes place as a last resort when all other options have been exhausted. The service includes:

- Housing Officers for all day-to-day management issues, including early settling-in visits for new tenants to ensure that they are not having any problems or to identify and resolve such issues at the earliest possible stage.
- Access to a Resettlement Fund for setting people up in their own homes with basic essentials such as carpets, curtains and cookers.
- Financial Inclusion Officers to help people maximise their incomes and avoid rent arrears.
- A Housing Support Officer who helps people to maintain their tenancy and stay in their home.
- Access to a Family Support Worker who helps families with children of school age involved in low-level anti-social behaviour to turn this around and avoid enforcement action such as injunctions/eviction. This post is joint-funded by Warwick District Council and Warwickshire County Council.
- A Housing Link Worker works with hospital discharge teams to ensure that those leaving hospital are coming out to appropriate accommodation. This is a permanent post based in Tenancy Services and joint-funded by Warwick District Council and Warwickshire County Council.

The team operates within the policy context of the Council's Tenancy Strategy which provides for introductory 12 month tenancies that, if completed successfully, lead to full, secure periodic tenancies. The "flexible" fixed-term secure tenancy is not used and Registered Providers are encouraged to work in the same way. However, it is recognised that, while they must have regard to

the Tenancy Strategy, ultimately as independent bodies it is their decision as to the tenancies that they offer.

2.2 Key partners

As well as Council services, there are a great many other invaluable services for homeless people provided by partner organisations, both statutory and voluntary. It is not possible to provide details of all of them (they can be found in the Homelessness Directory on the Council's website) but the most important for the purposes of this strategy are included in this sub-section.

2.2.1 Key public/statutory partners

- Other teams in Warwick District Council provide services including Lifeline (home emergency response), Housing Benefits, planning and development services and community safety.
- MHCLG is the central government department with responsibility for homelessness and rough sleeping.
- Warwickshire County Council is the social services authority for the area, the commissioner of housing-related support services and a co-signatory of the joint homelessness strategy.
- The other four district and borough councils in Warwickshire are neighbouring homelessness authorities and also co-signatories of the joint homelessness strategy.
- Prisons and probation services have responsibility for the discharge and ongoing management respectively, of offenders in the community.
- Coventry & Warwickshire Partnership NHS Trust provides a wide range of mental health and learning disability services for people of all ages.
- The Department for Work and Pensions has responsibility for Universal Credit and for the local job centres.
- The Multi-Agency Safeguarding Hub works to safeguard children, young people and adults. It is a partnership between Warwickshire County Council, Warwickshire Police, the National Health Service and other key partner agencies.

2.2.2 Voluntary sector key partners:

- Registered Providers are an important additional source of affordable housing, which can include supported housing. Through their housing management services, they can play a part in universal prevention similar to that provided by Landlord Services. As a case in point, supported housing providers operating in the district now routinely discuss cases with Council officers before taking eviction action.
- There are two housing-related support providers commissioned by Warwickshire County Council to offer services in Warwick district: P3 (for people aged 25 or more) and St Basils for people younger than 25. There are two types of housing-related support service:
 - Floating support. This consists of short term interventions that help people: to stay in their homes; to work towards living in their own home; or to prevent homelessness, hospitalisation or institutional care.
 - Accommodation-based services for homeless people including ex-offenders. These services provide short term accommodation-based support to prevent, reduce and/or delay the need for care and support through being homeless.
- P3 employs an additional Outreach Worker in Warwick and Stratford, funded by the successful Rough Sleeping Initiative bid mentioned earlier. It also provides physical and mental health nurses to support street outreach work with vulnerable clients.

- The Coventry Cyrenians are commissioned by the Council to provide in-reach support services for people with complex needs who are moving on from the direct access hostel into shared Council accommodation. This was another of the Rough Sleeping Initiative projects but is moving towards a self-funded service that will support up to 18 individuals in five properties across the district.
- Prior to the pandemic there were two night shelters, each operating in the district on a limited number of evenings: Leamington Night Shelter and the LWS Night Shelter. Overnight accommodation and food were made available for people who were homeless or vulnerable.
- The Salvation Army runs the Way Ahead Project. This is a drop-in for homeless people with services including breakfast, food vouchers, sleeping bags, laundry facilities, showers, computers, and help with referrals & addiction support.
- Helping Hands supports low income individuals and families, victims of domestic violence, people who are homeless locally, and vulnerable people. Services include: a soup kitchen where they give out food, toiletries and clothing; furniture for people on low incomes; and opportunities to gain NVQ's by helping out the charity in their storage facility and shop.

2.3 Financial resources

All of the Housing Services detailed in section 2.1 are fully funded through the Council's base budgets for the General Fund and Housing Revenue Account, subject to review through the annual budget-setting process. From time to time a case may be made for additional funding internally for specific initiatives, and these are considered by the Council, which has to weigh them against other competing priorities and decide whether to approve the resources.

Additional funding is sometimes received from central government for homelessness provision. In the past this included money: to assist with implementing the Homelessness Reduction Act; towards new data collection requirements referred to earlier; to enable Everyone In to accommodate people sleeping rough during the pandemic; and, most recently the Next Steps Accommodation Programme to help those accommodated under Everyone In to avoid returning to the streets.

In 2017 the government introduced the Flexible Homelessness Support Grant, which it distributes to local authorities, with the flexibility to use it in any way to support their activities in preventing and relieving homelessness. This was a very welcome and important source of new finance for the development of homelessness services particularly as it could be carried forward from one year to the next if not spent immediately allowing the ability to take a longer-term view in addressing needs. This has now been combined with Homelessness Reduction Grant to create the new Homelessness Prevention Grant from 2021/22.

When opportunities arise to bid for external funding these are actively pursued. For example, the rough sleeping services currently being provided are supported by successful bids to the government's Rough Sleeping Initiative and the Cold Weather Fund. New government initiatives to ameliorate the homelessness impacts of the pandemic that offer opportunities to bid for new funding to enhance or introduce new services will be closely monitored and pursued where they are appropriate for the district.

Partnership working with other local organisations sometimes secures additional funding for homelessness work. For example, an important contribution from Warwickshire County Council was

secured and aligned towards the Rough Sleeping Initiative projects and resources were pooled with resources from the county and the other district and borough councils to develop the joint homelessness strategy. Financial support has been given by Homes England towards infrastructure enabling affordable housing development. Other notable external contributions include joint funding from Warwickshire County Council for the Family Support Worker and Housing Link Worker posts mentioned earlier.

Section three – Action plans

3.1 Stakeholders' views

This section summarises the consultation undertaken with partners, service users and communities, and the changes made to the document in response.

Over the past three years work with partners in the statutory and voluntary sector has become ever more closely aligned. Consultation with them and their involvement has become more of a continuous process than a formal one. Their thoughts and views routinely inform the Council's work and plans and these have been integral in the development of this strategy. In addition to this ongoing dialogue, a formal 28-day public consultation process was undertaken, with a draft version of the strategy published on the website inviting comment. This was widely publicised and promoted through the press, social media channels and email alerts.

As a result of comments received from the formal consultation the following changes have been made:

- A number of general textual amendments have been made clarifying certain points;
- Data charts and graphs have been added to the data section to make the key points more visually apparent and easier to note;
- Additional information has been included about lessons learned over the past three years and future plans for William Wallsgrove House;
- Comments relevant to specific actions have been passed to the appropriate lead officer to take into account when project planning.
- An additional appendix has been added that contains the recommendations from the joint strategy – Preventing Homelessness in Warwickshire: a multi-agency approach.

3.2 Action plans

Detailed plans for each of the four objectives are contained in appendix three of this document and identify the action to be taken, the responsible officer, the resources to be directed towards its achievement and the deadline for completion.

3.3 Monitoring and review

While this is a five-year strategy, it is clear from all of the preceding analysis that it is being adopted at a time of significant change. While this document sets out the framework for the next five years, the action plans focus upon those projects that can be taken forward over the first two years of the period and careful monitoring and review are essential.

Progress on each action is the responsibility of the nominated lead officer, reporting to their line manager. Strategic monitoring will be undertaken by the Housing Services Management Team on a bi-annual basis where overall progress will be tracked and any necessary short-term adjustments to priorities and resources can be considered and agreed.

The action plan will be reviewed each year when the latest data, changes in the policy environment, and progress against the action plans and objectives can be assessed. Any changes required will be agreed by the Head of Housing Services in consultation with the Portfolio Holder for Housing and Property.

Appendix One – Review of Housing & Homelessness Strategy 2017-2020

The following table shows progress on the action plan for objective one of the previous Housing & Homelessness Strategy - Promoting the provision of suitable accommodation, information and advice for the homeless in an effort to prevent and reduce homelessness.

	Action	Progress
1.1	Implementing the extension of our legal duties to the homeless, including single people, under the Homelessness Reduction Bill.	Complete. The bill became an Act of Parliament which was implemented from 1 st April 2018.
1.2	Developing a Mental Health Protocol for homeless people.	Co-ordinated support for tackling all the health problems associated with homelessness is being developed with the other district and borough councils and Warwickshire County Council through the introduction of the joint countywide homelessness strategy from April 2021.
1.3	A co-ordinated delivery of emergency help with the night shelter and other voluntary providers.	Complete. This is a key function of the new Rough Sleeping Co-ordinator post.
1.4	Improving the provision of adequate transitional accommodation for the homeless in general and the vulnerable in particular.	Significant progress made: The acquisition of Beauchamp House and its conversion for use as supported homeless accommodation. The conversion of William Wallsgrove House for use as a direct access hostel. The establishment of supported housing schemes, including those operated by Coventry Cyrenians.
1.5	Participate in the “Warwickshire Together Homelessness Early Intervention Project” to develop a countywide system ensuring early identification of residents at risk of homelessness and tailored support services to address the issues which could result in the resident becoming homeless.	Complete. Government funding was secured countywide for the three-year project (called p.h.i.l.) which ran until December 2020. The learning from the project is being translated into follow-on prevention services tailored towards the needs of each part of the county.
1.6	We will continue to work collaboratively with other districts and agencies to explore and pursue bids for government funding for initiatives on homelessness.	Ongoing but with notable success in bidding for Rough Sleeping Initiative funding from central government, securing over a million pounds over 3 years.
1.7	Ensure good advice on housing options is available by the provision of staff that are well trained, supported by good publicity materials.	Significant improvements made while implementing the Homelessness Reduction Act 2017 but an ongoing commitment.
1.8	Review and improve our system for tackling rough sleeping.	Complete. The opening of the direct access hostel provided a focal point for bringing services to people that are rough sleeping in tandem with a temporary roof over their head.
1.9	To improve financial difficulty prevention work between our Income Team and the Housing Advice Team to reduce the number of evictions and prevent homelessness.	Achieved. The number of evictions for rent arrears fell from 36 in 2016/17 to 10 in 2019/20.

Appendix two – Homelessness data

All of the data in this appendix is taken from the detailed homelessness data tables on the gov.uk website which are, in turn, derived from the quarterly returns from local authorities.

For ease of reading, comparison and clarity, all figures are rounded to the nearest whole number but this means that percentage columns may not always add up to 100%.

Table one – Reasons for loss of last settled home 2018/19 and 2019/20

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Family/friends no longer willing/able to accommodate	23	26	22	25
Other reasons / not known	20	20	28	22
Non-violent relationship breakdown with partner	14	8	7	8
Domestic abuse	13	9	10	9
End of assured shorthold private rented tenancy (AST)	10	20	18	22
Eviction from supported housing	7	4	4	3
End of non-AST private rented tenancy	4	2	2	2
End of social rented tenancy	4	5	5	5
Other violence or harassment	2	2	2	2
Left institution with no accommodation available	2	2	2	2
Required to leave accommodation provided by Home Office as asylum support	1	2	0	1

Table two – Accommodation at the time of the homelessness application

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
No fixed abode	16	12	15	11
Living with family	16	24	27	24
Private rented sector	15	26	18	28
Living with friends	15	10	13	10
Social rented sector	10	11	10	10
Other / not known	9	6	6	7
Homeless on departure from institution	7	4	2	3
Temporary accommodation	5	1	2	1
Rough sleeping	3	3	2	3
Refuge	2	1	1	1
Owner-occupier / shared ownership	1	1	1	1
National Asylum Seeker Support accommodation	0	2	0	1

Table three – Composition of homeless household - Warwick district

	2019/20 (%)	2018/19 (%)
Single adult	67	60
Single parent with dependent children	21	25
Couple / two adults without dependent children	6	7
Couple / two adults with dependent children	4	8
Three or more adults with dependent children	1	0
Three or more adults without dependent children	1	1

Table four – Profile of main applicant by age band - Warwick district

	2019/20 (%)	2018/19 (%)
16-17	2	2
18-24	24	25
25-34	26	32
35-44	20	19
45-54	16	12
55-64	8	8
65-74	2	1
75+	0	0

Table five - Profile of main applicant by ethnicity – Warwick district

	2019/20 (%)	2018/19 (%)
White: English/Welsh	74	82
Asian / Asian British	8	4
White: Other	5	5
Black / African / Caribbean / Black British	4	3
Mixed / Multiple ethnic groups	4	1
Not known	3	3
Other ethnic group	2	1

Table six - Employment status of main applicant – Warwick district

	2019/20 (%)	2018/19 (%)
Registered unemployed	24	23
Not working due to long-term illness / disability	23	15
Full-time work	14	17
Part-time work	13	18
Other	8	5
Not registered but seeking work	7	5
Not seeking work / at home	6	13
Student / training	2	2
Retired	2	1
Not known	1	1

Table seven - Household support needs – Warwick district

	2019/20 (%)	2018/19 (%)
History of mental health problems	19	26
Physical ill health and disability	13	13
At risk of / has experienced domestic abuse	10	10
Offending history	9	6
Drug dependency needs	7	5
History of repeat homelessness	6	5
History of rough sleeping	6	2
Alcohol dependency needs	5	3
At risk of / has experienced abuse (non-domestic abuse)	5	3
Young person aged 18-25 years requiring support to manage independently	4	6
Learning disability	4	7
At risk of / has experienced sexual abuse / exploitation	3	3
Young person aged 16-17 years	2	2
Young parent requiring support to manage independently	2	3
Access to education, employment or training	2	2
Care leaver aged 18-20 years	1	2
Old age	1	0
Care leaver aged 21+ years	1	1
Former asylum seeker	1	1
Served in HM Forces	1	1

Table eight – Reasons for end of prevention duty

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Moved to alternative accommodation	48	37	55	37
56 days elapsed and no further action	17	7	6	6
Homeless (including intentionally homeless)	12	19	7	20
Stayed in existing accommodation	7	22	11	20
Refused suitable accommodation offer	7	1	13	1
Contact lost	4	9	7	10
Withdrew application / applicant deceased	2	4	2	4
Refused to cooperate	1	0	0	0
No longer eligible	1	1	0	1

Table 9 - Type of accommodation (where prevention duty ended with accommodation secured)

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Council tenancy	26	11	23	12
Private rented sector	25	40	23	41
Registered Provider tenancy	22	22	24	20
Supported housing or hostel	18	9	11	10
Staying with family	5	9	9	9
Not known	4	2	3	3
Staying with friends	1	3	3	3
Owner-occupier	0	1	1	1
Other	0	2	3	2

Table 10 - Main prevention activity (where prevention duty ended with accommodation secured)

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Accommodation secured by local authority or organisation delivering housing options service	37	27	50	27
Supported housing provided	16	5	6	6
Helped to secure accommodation found by applicant, without financial payment	14	11	10	11
No activity – advice and information provided	12	15	7	15
Helped to secure accommodation found by applicant, with financial payment	8	12	5	12
Negotiation / mediation / advocacy work to prevent eviction / repossession	6	11	8	10
Negotiation / mediation work to secure return to family or friend	3	6	9	6
Other	2	7	6	7
Discretionary Housing Payment to reduce shortfall	1	4	0	4
Other financial payments (e.g. to reduce arrears)	1	3	0	3

Table 11 - Reasons for relief duty ending

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Secured accommodation for 6+ months	59	40	65	42
56 days elapsed	14	38	6	33
Contact lost	9	12	12	13
Refused final accommodation	9	1	6	1
Withdrew application / applicant deceased	4	6	7	6
Local connection referral accepted by other LA	3	1	3	1
Intentionally homeless from accommodation provided	0	1	1	1
Notice served due to refusal to cooperate	0	0	1	0
No longer eligible	0	1	0	1

Table 12 - Type of accommodation (where relief duty ended with accommodation secured)

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Supported housing or hostel	36	27	19	24
Council tenancy	23	10	9	9
Registered Provider tenancy	21	15	6	12
Private rented sector	18	29	22	25
Staying with family	1	4	4	4
Staying with friends	0	2	2	2
Owner-occupier	0	0	0	0
Other	0	4	3	4
Not known	0	8	36	20

Table 13 - Main relief activity (where relief duty ended with accommodation secured)

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Accommodation secured by local authority or organisation delivering housing options service	40	42	50	40
Supported housing provided	32	18	21	21
Helped to secure accommodation found by applicant, with financial payment	12	12	4	11
No activity	7	9	1	8
Other activity through which accommodation secured	6	11	9	11
Helped to secure accommodation found by applicant, without financial payment	3	8	16	8

Table 14 - Decision on duty owed at end of relief duty

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Homeless + priority need + intentionally homeless	47	7	13	8
Homeless + priority need + unintentionally homeless (acceptance)	26	64	18	58
Homeless + no priority need	26	24	30	19
Not homeless	0	4	38	15

Table 15 - Priority need of households owed a main duty

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Household includes dependent children	60	61	55	63
Vulnerable - Physical disability / ill health	20	10	0	9
Vulnerable - Mental health problems	20	11	0	11
Household includes children, but other priority need reported	0	3	0	2
Household includes a pregnant woman	0	5	18	5
Vulnerable - Old age	0	1	0	1
Vulnerable - Young applicant	0	2	0	2
Vulnerable - Domestic abuse	0	3	9	2
Vulnerable - Other reasons	0	4	18	4

Table 16 - Reasons for end of main duty

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Housing Act 1996 Part 6 social housing offer - accepted	57	69	97	65
Voluntarily ceased to occupy temporary accommodation	29	7	0	10
Housing Act 1996 Part 6 social housing offer - refused	14	3	3	3
Private rented sector offer - accepted	0	9	0	10
Private rented sector offer - refused	0	1	0	1
Refused suitable temporary accommodation offer, withdrew or lost contact	0	7	0	4
Ceased to be eligible	0	1	0	2
Became intentionally homeless from temporary accommodation	0	3	0	4
Not known	0	0	0	1

Table 17 – Households in temporary accommodation at the end of the year, by type of accommodation

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Local authority or Registered Provider stock	34	22	100	21
Hostels (including reception centres, emergency units and refuges)	31	7	0	7
Bed and breakfast hotels (including shared annexes)	28	9	0	8
Nightly paid, privately managed accommodation, self-contained	6	27	0	26
Private sector accommodation leased by the Council or leased or managed by a Registered Provider	0	30	0	30
Any other type of temporary accommodation (including private landlord and not known)	0	5	0	8

Table 18 – Numbers in temporary accommodation at year-end by household type

	2019/20 (%)		2018/19 (%)	
	Warwick	England	Warwick	England
Single adult	91	25	42	22
Couple with dependent children	3	19	8	21
Single parent with dependent children	3	45	25	48
All other household types	3	11	25	9

Appendix three – Detailed action plans

Objective one – Universal prevention				
	Action	Responsible Officer	Resources	Deadline
1.1	Promote housing options and advice services, enable broader access to the service and encourage earlier interaction. This should include providing bespoke information to different customer groups and updating and extending information on the Council's website.	Housing Advice & Allocations Manager	Existing	December 2021
1.2	Introduce more mechanisms to gain customer feedback on homelessness and rough sleeping services.	Housing Needs Manager	Existing	September 2021
1.3	Provide more early intervention for Introductory Tenants in addition to the settling-in and 12 month visit.	Landlord Services Manager	Existing	September 2021
1.4	Employ two Support Workers on a fixed term basis to support tenants with arrears accrued during the Covid-19 pandemic to avoid them becoming threatened with homelessness.	Housing Needs Manager /Landlord Services Manager	Existing /FHSG /MHCLG bid	July 2021
1.5	For people suffering domestic abuse, work with partners to draw up a procedure guide for staff on finding the appropriate measures for each case: sanctuary; injunctions/other ASB measures; excluding the perpetrator; moving elsewhere in the district; moving out of the area.	Housing Needs Manager /Landlord Services Manager	Existing	March 2022
1.6	Improve joint working with Registered Providers over domestic abuse cases, including investigating the option of reciprocal moves.	Housing Needs Manager	Existing	March 2022
1.7	Work with housing-related support agencies to maximise available floating support.	Housing Needs Manager/ Head of Housing Services	Existing	To WCC recommissioning timelines
1.8	Promote greater awareness among relevant staff and organisations, of floating support services, including the Council's own Support Officer to maximise referrals.	Landlord Services Manager & Rough Sleeping Coordinator	Existing	August 2021
1.9	Develop further universal prevention initiatives with private rented sector landlords.	Housing Advice & Allocations Manager & Private Sector Housing Manager	Existing /MHCLG bid	March 2022

Objective two – Directed prevention

	Action	Responsible Officer	Resources	Deadline
2.1	Set up an eviction panel including the Housing Advice and Allocations Manager to make sure eviction is the most appropriate option.	Landlord Services Manager /Housing Needs Manager	Existing /FHSG	June 2021
2.2	Work with Registered Providers to develop earlier work on eviction prevention – promoting the model of the West Midlands Combined Authority Task Force Tenancy Recovery Scheme (WMCATF).	Housing Needs Manager	To be clarified	To WMCATF
2.3	Consider a policy of payment of rent arrears in exceptional circumstances as a directed prevention option.	Housing Needs Manager	FHSG	June 2021
2.4	Develop a range of financial inclusion initiatives, including provision to write off arrears for WDC tenants.	Landlord Services Manager	Existing /FHSG	September 2021
2.5	Take forward a proposal to joint fund one worker to support 16 and 17 year-olds who are vulnerable to homelessness. The post would be based in Warwickshire County Council Children's Services.	Housing Needs Manager	FHSG	TBC
2.6	Review and update the Homelessness Directory.	Housing Advice & Allocations Manager	Existing	September 2021

Objective three – Crisis resolution

	Action	Responsible Officer	Resources	Deadline
3.1	Consider a new policy to support people who are found intentionally homeless and owed no further duty.	Housing Needs Manager	Existing	October 2021
3.2	Ensure an adequate supply of appropriate and suitable temporary accommodation.	Housing Advice & Allocations Manager	Existing /HRA	March 2022
3.3	Minimise the use of bed and breakfast accommodation for families with children and for 16 and 17 year olds.	Housing Advice & Allocations Manager	Existing	Ongoing
3.4	Utilise staff from William Wallsgrove House to support clients in the community.	Rough Sleeping Co-ordinator	Existing /MHCLG	Ongoing
3.5	Maintain Beauchamp House as supported housing for single homeless people.	Housing Needs Manager	Existing	Ongoing

Objective four – Rough sleeping

	Action	Responsible Officer	Resources	Deadline
4.1	Extend the term for the post of Rough Sleeping Co-ordinator.	Housing Needs Manager	MHCLG /Existing	Ongoing
4.2	Complete the refurbishment of William Wallsgrove House to provide a more supportive environment.	Housing Needs Manager /Housing Strategy & Development Manager	Various	TBC
4.3	Re-direct 12 units of mainstream stock from across the district to be used as supported accommodation for single people.	Housing Needs Manager	MHCLG /HIP	September 2021
4.4	Improve the links between the voluntary sector and the Housing Advice & Allocations Team.	Rough Sleeping Co-ordinator	Existing	Ongoing
4.5	Decant individuals accommodated under Everyone In to mainstream housing with wraparound support.	Rough Sleeping Co-ordinator	Existing /FHSG	Ongoing
4.6	Set up an early warning system for people who are permanently rehoused following Everyone In, taking a multi-agency approach to deal with issues early and maximise prospects of a successful and sustainable tenancy.	Rough Sleeping Co-ordinator /Landlord Services Manager	Existing	June 2021
4.7	Hold weekly Rough Sleeping Initiative meetings to discuss all cases with relevant agencies to ensure the multi-agency approach is maintained.	Rough Sleeping Co-ordinator	Existing	Ongoing
4.8	Take forward the winter planning actions following the successful bid to the Cold Weather Fund.	Rough Sleeping Co-ordinator	Cold Weather Funding	March 2021
4.9	Establish a process of liaison with Landlord Services before any mainstream housing offer to someone who has been sleeping rough.	Rough Sleeping Co-ordinator /Landlord Services Manager	Existing	April 2021
4.10	Maintain the Coventry Cyrenians support service.	Rough Sleeping Co-ordinator	MHCLG	Ongoing
4.11	Strengthen the Housing First model, generating provision for an additional eight units.	Housing Needs Manager	MHCLG	Subject to bid
4.12	Maintain the additional outreach and physical and mental health nursing services that support work with vulnerable clients.	Rough Sleeping Co-ordinator	MHCLG	Subject to bid

Abbreviations: FHSG – Flexible Homelessness Support Grant, HIP – Housing Investment Programme, HRA – Housing Revenue Account, MHCLG – Ministry of Housing, Communities and Local Government.

Appendix four – Recommendations from the joint strategy - Preventing Homelessness in Warwickshire: a multi-agency approach.

This appendix sets out the recommendations from the strategy. For more detailed explanations of any or all of the recommendations please refer to the document itself.

Health

1. Supporting the development and mobilisation of the Mental Health Enhanced Care Pathway in Warwickshire.
2. Holding collaborative discussions with Coventry and Warwickshire Partnership NHS Trust around options for prioritisation of mental health support for people who are homeless/rough sleeping.
3. Supporting the development and embedding of the Dual Diagnosis protocol and pathways into mental health/drugs and alcohol services.
4. Considering system-wide options to address the physical health needs of people who are homeless/sleeping rough.
5. Ensuring access to pharmacies.
6. Maintaining good dental health.
7. Facilitating entry into residential rehabilitation and inpatient detoxification services.
8. Improving the accessibility of services available for homeless individuals who may have a learning disability or autism.

Financial inclusion

1. Making a collective effort to lobby government over required national policy changes.
2. Ensuring homelessness is seen as a more broadly-based problem than simply a “housing issue”.
3. Learning from the Community Financial Inclusion Officer scheme.
4. Undertaking a financial support gap analysis across the county, identifying target audiences, geographical areas covered and areas of potential duplication.
5. Making the most of available funds by reviewing activities within local authorities to ensure best use of resources.
6. Encouraging engagement with financial inclusion services as a condition within support provided under the Homelessness Reduction Act 2017.
7. Promoting the use of schemes such as Housing First and the Rugby Housing Pathway to enable engagement with financial inclusion services.

Young people

1. Expanding pre-tenancy training.
2. Maximising opportunities for joint working for officers and roles between partner agencies.
3. Considering expanding the House project across the county.
4. Embedding Duty to Refer processes at a county level.
5. Reviewing the long standing Young Persons Protocol in Warwickshire.
6. Moving forward with the Warwickshire County Council review of support arrangements for young people.

Domestic abuse

1. Taking forward the Independent Strategic Review of Domestic Abuse Services and Support Across Warwickshire.
2. Catering for multiple dis-advantage.
3. Treating all survivors of domestic abuse as having a priority need for accommodation.
4. Creating women-only spaces in temporary accommodation.
5. Increasing outreach work.
6. Promoting and encouraging early contact with district and borough councils and domestic abuse support services.
7. Specialist training to ensure early identification.
8. Addressing "Move On" challenges.

Offending

1. Achieving greater housing opportunities for offenders.
2. Planning support services for offenders that need them.
3. Enhancing strategic leadership
4. Preparing offenders for release.
5. Working better together.
6. Considering reciprocal rehousing arrangements between district and borough councils.

Preventing Homelessness in Warwickshire: a multi-agency approach



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Foreword

We are delighted to introduce the first ever Warwickshire-wide homelessness strategy, which has been produced by the county, district and borough councils of Warwickshire working in partnership together and liaising and engaging with the widest range of statutory and voluntary organisations operating across the county.

A place to live is a basic human need and the lack of a home blights the lives of too many individuals and families in our community. While housing itself will always be the cornerstone of any solution, homelessness is often a multi-dimensional issue that is impacted by, and impacts upon, many other social policy areas. That is why this strategy is so important: because it seeks to prevent and tackle homelessness by addressing the broader underlying issues and because it brings together the organisations working in those other policy areas to help to define and develop the way forward to reduce homelessness in Warwickshire.

Our vision for the next two years is of statutory, voluntary and community organisations working together for the benefit of our residents to promote and deliver the changes expected by the government in the Homelessness Reduction Act 2017 with particular reference to the prevention duty and the Duty to Refer, both of which are explained in depth in this document.

We have identified five equally important priorities for the strategy:

- **Health** – to reduce the inequalities and improve the health of people at risk of homelessness, homeless or sleeping rough.
- **Financial inclusion** – to ensure that a wide range of appropriate services are available to support those at risk of homelessness due to financial difficulties.
- **Young people** – to enhance and improve services that prevent homelessness among young people.
- **Domestic abuse** – to prevent domestic abuse and the crisis homelessness resulting from it wherever possible.
- **Offending** – to deliver better-focussed housing and related support services for those at risk of homelessness when leaving prison.

In this strategy you will see each of these priorities addressed in turn, with an analysis of what we know about the issue, a description of some of the excellent projects that are already underway and a set of recommendations for further work that will help to improve the situation.

Writing this foreword at a time when the country is still grappling with the Coronavirus pandemic, it seems clear to us that now, more than ever, a joint approach is essential to preventing homelessness in all its complexity and we are confident that this strategy will help to substantially deliver the changes needed over the coming years.

Councillor Les Caborn, Portfolio Holder for Adult Social Care & Health, Warwickshire County Council

Councillor Caroline Symonds, Chair of Resources Board, North Warwickshire Borough Council

Councillor Chris Watkins, Portfolio Holder for Housing and Communities, Nuneaton and Bedworth Borough Council

Councillor Emma Crane, Portfolio Holder for Communities and Homes, Rugby Borough Council

Councillor Jan Matecki, Portfolio Holder for Housing and Property, Warwick District Council

Councillor Jo Barker, Portfolio Holder for People, Stratford on Avon District Council

Introduction

Warwickshire is a county covering approximately 760 square miles in the West Midlands region of England and is home to 570,000 people. It has a two-tier structure of local government, with Warwickshire County Council (WCC) delivering upper-tier services across the whole county and five district and borough councils (D&Bs) providing services over smaller geographic areas within the county: North Warwickshire Borough Council (NWBC); Nuneaton and Bedworth Borough Council (NBBC); Rugby Borough Council (RBC); Stratford-on-Avon District Council (SDC); and Warwick District Council (WDC).

Ever since the first national legislation on homelessness in 1977 the D&Bs, as local housing authorities, have had the primary responsibility for helping homeless people in their area. In April 2018 the Homelessness Reduction Act 2017 (HRA17) came into force bringing sweeping changes in how councils should respond to homelessness. Further details on the act are included elsewhere in this document, but one of the most significant changes was the introduction of a “Duty to Refer” which required other public bodies to become more involved in homelessness service provision.

This new obligation intensified conversations that were already ongoing between the D&Bs and WCC culminating in a conference on homelessness in the autumn of 2018 that involved a wide range of statutory and voluntary organisations with remits connected with homelessness. Following the conference all six councils agreed to develop a countywide strategy and this document is the result. The process has included full engagement with other relevant agencies, along with a period of open

public engagement, inviting the widest possible cross-section of views. The key messages from this engagement are included as appendix one.

The document begins by giving more details on the background to the strategy, followed by key data on homelessness across Warwickshire. It then sets out specific information and recommendations in five key social policy areas where co-ordinated action can have the greatest impact in preventing and tackling homelessness:

- **Chapter three** - Health.
- **Chapter four** - Financial inclusion.
- **Chapter five** - Young people.
- **Chapter six** - Domestic abuse.
- **Chapter seven** - Offending.

There are many operational interventions that are already underway across the county to help prevent and tackle homelessness. Many of these are relevant to tackling the issues set out in each of the policy areas so, to avoid excessive repetition, they are detailed in section 1.3 and then a list of the most pertinent is included at the beginning of the second section of each policy chapter. The same applies to system-wide actions needed that cut across every area: these are explained in section 1.4 and referenced briefly at the start of the third section of each policy chapter.

This strategy is intentionally written so that it will continue to be relevant over a two-year period. The recommendations will be taken forward through partnership working between

the most relevant agencies in each case, with a lead identified for each work-stream. Detailed action plans will be drawn up for each chapter theme and service user involvement incorporated wherever appropriate. Progress will be monitored annually by the Health and Wellbeing Board,

where the need for amendments and additions to the strategy will be considered. The Board will also receive updates on the key datasets, the baseline information for which is included in chapter two and appendix three of this strategy.



Chapter 1

The context for the strategy

1.1 Homelessness

The causes of homelessness can be complex and have links to several factors that can broadly be divided into “structural” and “individual”. However, it is acknowledged that structural factors create the conditions within which homelessness occurs, and people with individual complex problems are more vulnerable to social and economic factors than the general population (Alma Economics, 2019). The wide range of causes and their classification are shown in the following depiction.

It is important to note that not all causes of homelessness are complex and early intervention by relevant services can ensure homelessness

is prevented so that consequent issues do not arise. While D&Bs are responsible for tackling homelessness, many of the public services that support people with these wider needs are provided by other organisations.

The Government’s ambition is to promote a holistic approach to addressing housing needs in order to reduce some of the consequent effects at the same time as resolving an individual’s homelessness. This approach was made all the more urgent by the specific set of challenges of the COVID-19 pandemic, which required partners to act in collaboration to prevent health risks due to homelessness. This has promoted strong working relationships to deliver agreed actions which will underpin future work as directed by

THE CAUSES OF HOMELESSNESS AND ROUGH SLEEPING

The causes of rough sleeping are typically described as either structural or individual factors. These can be interrelated and reinforced by one another.

STRUCTURAL FACTORS INCLUDE:

- poverty
- inequality
- housing supply and affordability
- unemployment or insecure employment
- access to social security

INDIVIDUAL FACTORS INCLUDE:

- poor physical health
- mental health problems
- experience of violence, abuse and neglect
- drug and alcohol problems
- relationship breakdown
- experience of care or prison
- bereavement
- refugees



this strategy. Joint COVID-19 recovery planning includes anticipating further challenges from a period of recession in which households may find themselves in financial difficulty due to periods of unemployment.

1.2 The new legislative framework

For many years local housing authorities have had defined statutory responsibilities towards homeless people in their area, the principal legislation being the Housing Act 1996. To address an increase in homelessness nationally, and the prevalence of rough sleeping particularly, the Government enacted changes to the 1996 Act through the HRA17 (see appendix two) which came into force on 3 April 2018.

The broad aim of the HRA17 is to reduce homelessness by introducing systems to ensure early intervention and prevention and by changing an over-emphasis in the old system on technical decisions about priority need categories and intentional homelessness judgements. This is achieved by requiring that all households who seek assistance have a full needs assessment and a Personal Housing Plan.

The HRA17 also confers new duties on other statutory agencies through the Duty to Refer (introduced from October 2018) bringing a wide range of other statutory organisations into firm collaboration with local housing authorities to implement the legislation. This demands joint action; it recognises that early intervention and prevention cannot be achieved by the housing authority alone because other organisations are likely to see early indications or triggers which could lead to homelessness before a household makes contact with the housing authority.

The Personal Housing Plan and Duty to Refer together underpin a legislative requirement to provide a holistic assessment of the households needs which results in a joint, multi-agency approach to achieving a positive outcome.

Implementation of this new legislation brings a number of challenges:

- All councils must make a fundamental shift

in the way that they deal with homelessness, from a safety net of last resort to proactive, joined up services which are able to deliver early intervention and prevent homelessness.

- Other statutory organisations need to collaborate and act to ensure early intervention and prevention in order to avoid crisis.
- Housing options services must be promoted in a positive manner to encourage households to seek assistance as early as possible. This requires a shift away from demand management (encouraged by the previous legislation) towards a more proactive, open door approach.
- In order to address the issues drawn out in needs assessments and actions agreed in Personal Housing Plans, positive collaborative systems of work must be developed between statutory agencies and support providers.
- Strategically, all housing authorities must act to increase the supply of affordable housing in their area.
- This new approach should ultimately prevent households falling into crisis and needing to rely on statutory and voluntary support services. However until that shift is achieved the reduction in available resources for both statutory and voluntary agencies is a challenge in meeting needs.

1.3 What are we doing in Warwickshire?

HRA17 has been implemented operationally by all of the D&Bs. To aid prevention: households at risk of homelessness are being assessed much earlier; all applicants have a needs assessment and are provided with a Personal Housing Plan; and the Duty to Refer is in operation. In addition there are a number of initiatives underpinning the shift to early intervention and a more holistic approach:

A wide range of interventions are available for all applicants to access in order to prevent homelessness, such as: grants to support people

to sustain their tenancies or find an alternative before homelessness occurs; mediation and early intervention with parents or friends no longer willing to accommodate; rent deposit and guarantee schemes.

Community and voluntary sector support.

Whilst in Warwickshire there are many statutory and commissioned services to prevent and tackle homelessness, Warwickshire's homeless communities are fortunate to have excellent support from the third sector. There are a variety of hardworking and dedicated voluntary groups who provide integral support, particularly to those people who find themselves with no home, street homeless and need to rely on shelters or soup kitchens. The voluntary sector support for this population is a valued resource in Warwickshire. Going forward, we will work closely with the community and voluntary sector providers to establish a service user involvement feedback mechanism, to gain their unique and integral perspective into the delivery of the strategy recommendations.

p.h.i.l. (Preventing Homelessness Improving Lives) is a service that actively seeks early referrals about, and direct contact from, people who are concerned that they may become homeless. The service provides a holistic and tailored approach and focusses on prevention and well-being. It was funded by government trailblazer funding from 2017 to 2021 and operated across the county. From April 2021 p.h.i.l. will continue to operate in NWBC, RBC and SDC, with other preventative services operating in NBBC and WDC.

Mental health first aid training has been commissioned by Warwickshire Public Health, specifically focussed on housing officers and front line workers whose clients include people vulnerable to homelessness.

Housing-related support services commissioned by WCC. Providers work with clients with needs that place them on the edge of care, supporting them to maintain a tenancy and helping with issues that could lead to homelessness. Some of the services include short-term accommodation to support households who are homeless.

Research undertaken by Doorway considered working practices in statutory services for young people and care leavers and delivered clear recommendations for action to improve joint working.

A Domestic Abuse Strategy for the County is being developed to set out how agencies will work together to tackle domestic abuse and its consequences.

Rough sleeping initiatives are being developed in partnership across the county. These include the delivery of specific mental health services and action to provide more accommodation for this particular group.

Financial inclusion is being proactively promoted by D&Bs. This includes a focus on financial inclusion as a driver to provide sustainable housing, using Discretionary Housing Payments to prevent homelessness and addressing broader issues around budgeting skills, education, training and employment opportunities.

Support services for armed forces veterans have been developed and promoted across the County.

Supporting hospitals by working with Warwickshire's Hospital Liaison Officers across our main acute trusts, to support safe and positive discharge arrangements for patients where homelessness, housing need or property condition is an issue.

Improved access to affordable housing is being promoted by D&Bs using their Local Plans and Lettings Schemes as well as by intervening to shape the private sector market. This includes the need for specialised housing and extra-care housing schemes.

1.4 System wide actions to be taken to tackle and reduce homelessness

The legislation requires statutory agencies to act to promote positive outcomes for applicants. The inclusion of the Duty to Refer in the HRA17 indicates Government awareness

that better partnership working is needed to resolve homelessness when it occurs. In addition, a recent consultation paper, "Tackling Homelessness Together", set out Government concerns that partners are not engaging positively to resolve homelessness and are not co-operating. As a result, Government is now proposing statutory requirements to provide for specific structures which could include a duty to co-operate and the establishment of Homelessness Reduction Boards.

System changes are needed to prevent homelessness, with the councils that are party to this strategy acting together to prevent crisis by promoting the importance of the Duty to Refer in our partnership work. We need new and robust pathways enabling early notice of a threat of homelessness and the opportunity to intervene at an early stage.

In Warwickshire, a Strategic Homelessness Board has already been established. This

supports the legislative changes, anticipates the Government's further proposals and provides a strategic framework to reduce the prevalence of homelessness in the county. Actions are concerned with how statutory agencies in Warwickshire will work together to promote and deliver the changes required by Government for the benefit of our residents. These actions are intended to define a strong culture of collaboration and joint working arrangements. In promoting collaborative working the board will also welcome challenge to existing systems of work in order to develop more effective interventions. To provide for an informed network of agencies that can assist front line services to prevent homelessness the board will encourage a culture of professional curiosity, ensure professionals know that acting to prevent homelessness, is everybody's business and create clear referral pathways. The effectiveness of the board's actions to strengthen joint working will be monitored formally at its meetings.



Chapter 2

Facts and figures about homelessness in Warwickshire

The purpose of this chapter is to draw a picture of homelessness in Warwickshire, comparing it to the national situation where relevant, and to provide baseline information for monitoring as this strategy is implemented.

As part of the new set of duties introduced by the HRA17, local housing authorities send case level data to the Ministry of Housing, Communities and Local Government (MHCLG) quarterly through the Homeless Case Level Information Collection system (H-CLIC). The data is collated and analysed by MHCLG and they publish a quarterly report.

“Homeless” covers a broad range of living circumstances but H-CLIC data covers statutory homelessness, i.e. the homelessness applications taken and decisions made by local authorities according to their legal duties. This means that not all homelessness is included in the data as it is concerned with reported homelessness only. Nonetheless, H-CLIC data is useful in helping to understand homelessness nationally and locally.

H-CLIC data includes information about the new duties owed for prevention and relief as well as the long standing main homelessness duty, the reasons for homelessness and the support needs of applicants. Critically it also includes information about the use of temporary accommodation which should reduce over time if the new prevention duty is effective. The new duty to refer, given to other statutory agencies, is also monitored as part of the H-CLIC return.

Appendix three sets out the detailed data for Warwickshire but a summary of the most important points is included below. Some detailed contextual information about the health of the population in Warwickshire is shown in an extract from the 2019 annual report of the Director of Public Health in appendix four.

In 2018/19, the first year of implementation of the HRA17, D&Bs received 2,476 approaches across Warwickshire. This increased to 2,853 in 2019/20, an increase of almost 15% compared to an increase of only 5% for England over the same period.

In 2019/20 the duty owed to applicants was split fairly evenly between prevention (46%) and relief (48%) with around 5% owed no duty. Table one (appendix one) shows how these applications were split across the five D&Bs according to duty owed.

For those owed the prevention duty in Warwickshire (appendix one: table two):

- The two main reasons were “End of an assured shorthold tenancy” and “Family or friends no longer being willing or able to accommodate” (together accounting for more than 50% of applicants). This was the same for the West Midlands and England.
- The profile of reasons for the applicant losing their home, or being threatened with losing it, was broadly similar to the regional and national picture with two notable differences: a much higher proportion of applications were caused by the end of a social rented tenancy or by a non-violent relationship breakdown.

For those owed the relief duty there is a different profile (appendix one: table three):

- There is a much smaller proportion than is true for prevention cases, of applications due to “End of an assured shorthold tenancy” (11% at all three geographic levels).
- The main reason for application is “Family or friends being no longer willing or able to accommodate” at roughly 30% across all three areas.

- Warwickshire has a significantly higher proportion of applications due to “Non-violent relationship breakdown” and this is offset by fewer “Other” reasons.

When looking at the support needs of households (appendix one: table four):

- The profile is broadly similar to the West Midlands region as a whole with the three most common reasons in both cases being: “A history of mental health problems”; “Physical ill health and disability”; and “At risk of / has experienced domestic abuse”. These three reasons accounted for roughly half of all cases (53% in Warwickshire and 49% in the West Midlands).
- In Warwickshire no other support need accounted for more than 5% of needs whereas in the West Midlands there were two such needs: “Young person aged 18-25 requiring support to manage independently” at 8% and “Access to education, employment or training” at 6%.

As regards the Duty to Refer (appendix one: table five):

- This was widely used in 2018/19, the first year of operation, with 617 cases referred in this way. However, there was a huge drop to only 95 cases the following year and every organisation subject to the duty made fewer referrals in 2019/20 than they did in 2018/19.
- The profile of referrals also changed between the two years: in 2018/19 the biggest referrer was Jobcentre Plus at 41% but this fell to 17% in 2019/20 while Children’s Social Services increased from 12% to 24% and Adult Social Services increased from 3% to 15%. As indicated above, this was not due to an increase in the number of referrals from those agencies.

Tables six and seven (appendix one) show the number of households in temporary accommodation by type of accommodation and by type of household, for each D&B as at 31st March 2020. There is no clear pattern as regards the nature of accommodation being used. Single adults are by far the most common household

type in temporary accommodation, as was the case at the end of each quarter in 2019/20. However, the total number as at 31st March 2020 will have been inflated by the “Everyone In” initiative in response to the Coronavirus pandemic.

Rough sleeping numbers countywide (appendix one: table eight) have gone from 39 in 2016 to 49 in 2017 and 78 in 2018 before falling back to 47 in 2019.

Warwickshire had a proportion of “White” applicants at 85% that was significantly higher than either the West Midlands (65%) or England (70%). This was offset by lower proportions in Warwickshire of “Black/African/Caribbean/Black British” and “Asian/Asian British” applicants (appendix one: table nine).

The age profile of applicants in Warwickshire was broadly similar to both the West Midlands and England with relatively small differences between the three regional distributions (appendix one: table ten).

In Warwickshire and England 14% of applicants contained more than one adult (in the West Midlands the figure was a little higher at 17%) so that the gender of the main applicant was not specified. Gender analysis is therefore only provided for the remaining 86% of applicants, of which 60% were single adults and 26% were single parents.

The gender profile of single parents (appendix one: table 11) is broadly similar across all three geographic profiles with the split being 89% “Female” and 11% “Male” in Warwickshire. The West Midlands is slightly different as it has a much higher proportion (6%) of “Other/gender not known” cases.

For single people (appendix one: table 12) there is a higher proportion of “Male” (62%) than “Female” (37%) in Warwickshire, very similar to England and the West Midlands, though the latter again has a slightly higher proportion of “Other/gender not known”.



Chapter 3

Homelessness and health

Our objective is to reduce the inequalities and improve the health of people at risk of homelessness, homeless or sleeping rough.

3.1 What do we know?

There is a wealth of research into the health and well-being of the homeless population, in particular around health inequalities, mental health, and use of drugs and alcohol. It is important to note that someone can be officially homeless while living in temporary accommodation with a roof over their heads. This will have a different impact on their health, compared to someone who is street homeless and sleeping rough, but much of the published research does not differentiate between being homeless in temporary accommodation and rough sleeping.

Data from 27 Health Needs Audits across England in 2019 showed that an estimated 44% of homeless people had a diagnosed mental health condition; 86% had reported a mental health difficulty (the most common issue being depression); 27% had an alcohol problem; 78% smoked; and 41% used drugs or were in recovery.¹

The physical and emotional health of homeless people is generally worse when compared to that of the wider population, including the most deprived in the wider population.² Poor health is exacerbated by poor access to health services and lack of adherence to prescribed medication.²

There are two particularly significant consequences of this poor health that have implications for health and social care services:

- Homeless people aged 50 have the same age-related health conditions as people in the general population at 70,

such as falls, cognitive impairments and incontinence. Consequently, researchers have recommended that homeless people should be eligible for older adult services at 50.²

- Homeless people die younger compared to the general population. People who experience rough sleeping over a long period have an average age of death of 45 years for men and 43 years for women, compared to 76 and 81 years respectively within the general population.³ Causes of this include infections, such as tuberculosis and HIV, heart disease and a host of external factors such as unintentional injuries, suicide and poisoning. In recent decades however, the causes of this early mortality have shifted from infections to drug overdoses, substance misuse disorders and mental health problems.²

While estimates of alcohol and drug use rates among homeless people vary, there is an acknowledgement that rates of substance misuse are much higher than they are within the general population. In 2008, a systematic review was undertaken to examine the prevalence of mental disorders among homeless people in western countries⁴ and there were two main conclusions:

- The most common mental disorders were alcohol and drug dependence with an estimated prevalence of 37.9% and 24.4% respectively.
- The prevalence estimates for psychosis were at least as high as those for depression, which is in marked contrast to the general population estimates of these conditions.

Conversely, among those with drug and alcohol issues, the number of people without adequate and secure housing is also high. The links between drug and alcohol use and homelessness are widely acknowledged, and in the majority of research, this association is recognised as an established fact. It is, however, important to note that not everyone who has an issue with drugs or alcohol becomes homeless and not everyone who is homeless has a drug or alcohol issue.

Autism and learning disability are another important consideration in health and homelessness. Autism is a lifelong condition that affects how people perceive the world and interact with others. Autistic people can experience challenges in communicating and interacting with others which can lead to relationship breakdown and social isolation, creating difficulties in accessing support and/or maintaining education and employment. For autistic adults in employment, more than one third consider workplace adjustments for their condition to be poor or very poor.⁵

One study found that 12% of a group of people experiencing homelessness showed strong signs of autism.⁶ It is likely that autistic people are not only more at risk of becoming homeless, but also more vulnerable once they are on the streets and they may find it more difficult to move into new accommodation.

A 2018 systematic review of cognitive impairment and homelessness (including learning disability and autism) found that cognitive impairment was over-represented in the homeless population, with some groups of individuals with specific conditions having higher rates of experiences of homelessness than in the general population.⁷

The review noted differences in the needs and experiences of homeless individuals with cognitive impairment compared to the needs of homeless individuals without a learning disability. The needs of people with cognitive impairment tend to be enduring as opposed to temporary. In addition, services do not tend to be adapted or adjusted to meet the needs of people with cognitive impairment and so struggle to meet

such needs. Issues include a lack of awareness of learning disability and autism amongst practitioners, lack of accessible programmes and inappropriate and low-quality housing which is unsustainable in the long term.

Difficulties in accessing support were also experienced by individuals with mild autism or learning disability, or “high-functioning” autism who are either undiagnosed, experiencing long delays during the diagnostic process, or do not meet the threshold for social care or mental health services.

An Autism and Homelessness Toolkit has been created by a multi-agency group including Resources for Autism, Westminster City Council, St Mungo’s, National Autistic Society and Homeless Link, to help staff in homelessness services understand:

- What autism is and how it can present.
- How autism might change the way that people engage with services and support.
- How they can tailor their responses to better meet the needs of autistic people.

Workforce upskilling in understanding autism and how it may impact on a person’s behaviour is crucial to the provision of support which is responsive to their needs.

Among **young people**, the causes of homelessness include family conflict, victimisation, non-heterosexual sexual identity and having been in the child welfare system.² Shelter, in collaboration with policy experts, undertook a comprehensive evidence review of the impact bad housing has on children’s life chances and found that:

- Experience of multiple housing problems increases children’s risk of ill-health and disability by up to 25 per cent during childhood and early adulthood.
- Children who are homeless are three to four times more likely to have mental health problems than other children. Mental health issues such as anxiety and depression have also been linked to overcrowded and unfit housing.

- Children who are homeless are two to three times more likely to be absent from school than other children due to the disruption caused by moving into and between temporary accommodation.
- Children who are homeless are more likely to have behavioural problems such as aggression, hyperactivity and impulsivity: factors that compromise academic achievement and relationships with peers and teachers.
- Children who are homeless have lower levels of academic achievement that cannot be explained by differences in their levels of ability.⁸

Adults who are homeless are high users of acute health services, according to the evidence, including emergency visits to Accident & Emergency (A&E) and in-patient admissions. This is often compounded by the high risk factors of substance misuse and mental health disorders which increase their use of these services.² The cost of hospital use by homeless people is estimated to be four times higher than for the general population and eight times higher for in-patient services.⁹

There is also evidence that a high proportion of homeless people are discharged from health services onto the street without their underlying health problems being addressed. Appropriate and timely discharge planning is crucial in terms of supporting homeless patients: a randomised control trial tested the success of intervention with people at risk of homelessness from a psychiatric unit. It found that those who were offered immediate assistance with housing still had that accommodation, both three and six months later. However for those without such an intervention, all but one participant remained homeless after three and six months.

The COVID-19 pandemic may be expected to have longer term impacts on the health of Warwickshire's homeless population, but whilst it is too early to tell what this might be there have been some anecdotal benefits. In particular the government's "Everyone In" directive

brought a focussed effort to offer temporary accommodation to anyone sleeping rough. Not only did this give some people who were sleeping rough the opportunity to take up the offer of accommodation, it also gave some people in unsuitable accommodation the same opportunity, e.g. people who had been sofa surfing were now able to reside in temporary accommodation.

As a result some individuals became known to services for perhaps the first time. This presented an opportunity to work with these individuals and link them into health-related services such as: registering with a GP; reviewing prescriptions; general health checks; being linked into drug and alcohol services; and mental health outreach services.

3.2 What are we currently doing to tackle homelessness and health issues?

There are a number of initiatives set out in chapter one that are being undertaken towards preventing and tackling homelessness generally across Warwickshire. The following are of particular relevance to health (and are explained in more detail in section 1.3 above):

- P.h.i.l./prevention work.
- Mental health first aid training.
- Housing-related support services.
- A Domestic Abuse Strategy.
- Rough sleeping initiatives.
- Financial inclusion.
- Support services for armed forces veterans.
- Hospital discharge pilot.
- Improving access to affordable housing, including specialist and extra-care schemes.

There are also specific initiatives underway that tackle homelessness and health issues and these are explained in the following paragraphs.

Change Grow Live, Drugs and Alcohol Services offer free and confidential support to adults, young people, carers and families across Warwickshire. A range of treatments and

interventions are provided that are designed to support people to take control of their recovery journey and achieve their goals. Services include: harm reduction; prescribing; detoxification; training; housing and employment advice.

Mental Health Enhanced Care Pathway -

WCC have worked in partnership with Coventry and Warwickshire Partnership Trust (CWPT) to second two Advanced Nurse Practitioners into the P3 Street Outreach Service (part of Warwickshire's floating support service, within the housing-related support portfolio). The Mental Health Enhanced Care Pathway in Warwickshire works proactively to engage people who sleep rough and people who reside in local hostels, to encourage them to seek support with their mental health. The aim is to support more people who sleep rough with their mental health challenges and reduce the risk of exacerbation of their mental health, which can often result in A&E attendance.

A Physical Health Outreach Service is being piloted by WCC with funding from MHCLG's 2019 Cold Weather Fund, in collaboration with the Out of Hospital Team. The Physical Health Outreach Pilot conducts outreach and visits people who are sleeping rough, either on the streets or in a location convenient to them e.g. a local hostel, drop-in centre or café. The aims of this pilot are to:

- Increase access to health services for people who sleep rough in Warwickshire.
- Work with people sleeping rough, who may have physical health problems, in a preventative way to help them to manage their health and avoid inappropriate use of A&E and emergency admissions.
- Facilitate and foster a positive relationship between people sleeping rough and health services; support them to have confidence in becoming responsible for their own health; and increase their confidence in accessing primary care.

Pathway needs assessments are being conducted by Public Health Warwickshire working with Pathway in Warwickshire's

acute trusts. In order to determine the most appropriate Pathway model for an acute trust, it is important to understand current practice and assess local levels of need and demand on current services. A Pathway hospital team puts the patient at the centre of his or her own care and works to transform health outcomes for one of the most vulnerable and deprived groups in our society. The model of healthcare, developed for and with homeless people, can also benefit other multiply excluded groups.

Warwickshire's physical health outreach

service for people sleeping rough was launched in January 2020, just before lockdown measures were introduced as a result of the Coronavirus pandemic. The "Everyone In" directive presented an opportunity for the nurses to carry out patient assessments of individuals not previously known to the health service that were placed into temporary accommodation. Patient data was captured on the NHS secure system and will be anonymously collated for evaluation purposes, thereby offering an opportunity to examine the prospective health of this cohort of individuals "post-COVID", as they move on through temporary accommodation, into more sustainable accommodation.

Veterans Mental Health Transition, Intervention and Liaison Service (Midlands and East)

is a partnership between CWPT, Lincolnshire Partnership NHS Foundation Trust, North Essex Partnership University NHS Foundation Trust, Walking with the Veterans' Wounded and Mental Health Matters, established to achieve joined up care pathways for veterans across the Midlands and East regions. Staff include veterans and civilians with a range of highly relevant and professional experience. The service will provide a responsive, innovative and high quality service user mental health service operating as one team, delivering local care through three geographically well-placed hubs. Each hub is attached to its nearest Ministry of Defence Department of Community Mental Health for a direct in-reach link for those veterans in transition, to ensure they receive the best transition possible into civilian life. The team is based in Rugby, Warwickshire.

CWPT is also offering a new NHS High Intensity Veterans mental health service to complement existing mainstream NHS services, ensuring a military sensitivity and understanding is there for veterans and families at points of mental health crisis. It is one of a number of pathfinders, essentially different pilots across England, that run until March 2022 in order to inform NHS England on what works best, in time for the re-procurement of all NHS specialist veterans mental health services thereafter.

3.3 What opportunities will be taken to improve services?

A number of system-wide actions have been referred to in section 1.4 above that the Strategic Homelessness Board is proposing. In addition the following opportunities have been identified that will improve services for those with health issues that are at risk of homelessness. These will be taken forward as recommendations from this strategy.

1. Supporting the development and mobilisation of the Mental Health Enhanced Care Pathway in Warwickshire.

This targeted mental health and wellbeing service for people who are street homeless/sleeping rough is explained in section 3.2 above. There are opportunities to develop this further and to work with the system to realise the benefits and sustain this service into the future.

2. Holding collaborative discussions with CWPT around options for prioritisation of mental health support for people who are homeless/rough sleeping.

Currently there are no specialised mental health services for people who are homeless or sleeping rough in Warwickshire. This population often have multiple, complex needs and do not access services in the same way that the general population do, often presenting when situations or symptoms have reached a point where they need emergency care and support. Further discussions are needed as to whether prioritising this

vulnerable population's access to such services is achievable.

3. Supporting the development and embedding of the Dual Diagnosis protocol and pathways into mental health/drugs and alcohol services.

Dual Diagnosis covers a broad spectrum of substance misuse and mental health challenges that individuals may face at the same time. The protocol describes a joint approach that will be taken by organisations involved to support these individuals. Understanding how this protocol can be used to support people who are homeless is crucial.

4. Considering system-wide options to address the physical health needs of people who are homeless/sleeping rough.

Due to this population having multiple, complex needs, physical health is often not prioritised or accessible in the same way, compared to the general population. System-wide discussions and actions are required in order to determine how to best meet the physical health needs of this vulnerable population.

5. Ensuring access to pharmacies.

It is necessary to explore the use of behaviour policies with local pharmacies and the Local Pharmaceutical Council, to ensure that access to pharmacies does not become a barrier to engaging with treatment services for people who are homeless.

6. Maintaining good dental health.

People who are homeless and/or rough sleeping may struggle to access dental treatment so it is important to ensure that there is availability of such treatment and clear pathways for people to follow in order to access it.

7. Facilitating entry into residential rehabilitation and inpatient detoxification services.

Organisations need to work together to explore opportunities for people who are homeless or sleeping rough to access both commissioned and privately funded detox

and rehabilitation services, ensuring a quality assured approach to both.

8. Improving the accessibility of services available for homeless individuals who may have a learning disability or autism.

This can be achieved by: increasing awareness of autism and learning disability issues amongst practitioners; providing accessible and easy-read documentation; ensuring reasonable adjustments to services are made by improving links with relevant

health and social care practitioners; and increasing access to advocacy services to ensure individuals are not inappropriately excluded from accessing suitable housing. In addition, specific considerations about the suitability of accommodation for people who are homeless with learning disability and/or autism is required due to social, information processing or sensory needs which may make it difficult for these individuals to live in certain environments.



Chapter 4

Homelessness and financial inclusion

Our objective is to ensure that a wide range of appropriate services are available to support those at risk of homelessness due to financial difficulties.

4.1 What do we know?

Stable finance underpins a stable home: without being financially secure, one cannot have access to sustainable housing. There are many people who have at best limited access to somewhere warm, safe and secure to live. They have often been in and out of various types of accommodation due to short term arrangements because financial exclusion has undermined sustainability. The quality of accommodation is invariably at the lower end of the market. This insecurity of tenure and access to inferior housing means that basic safety and physiological needs are not met. This then feeds into poor wellbeing.

The cost of obtaining and maintaining accommodation requires constant financial discipline, especially for those on low incomes. Household costs such as rent, Council Tax, gas, electricity, water, telephone, mobile phone and broadband are all subject to regular increases. Mortgage costs, fluctuate with interest rates, which have been at historic low levels since the “credit crunch” in 2008/09 but there is no guarantee that this will continue and if rates were to begin rising then so too would mortgage repayments.

People on low incomes are particularly vulnerable to these cost increases which can easily push people who were “just about managing” into difficulties. Once financial security is lost it is a spiral that is difficult to escape, leading to debt which can mean that housing costs go unpaid and ultimately the home is at risk. This can be a gradual process but sometimes homelessness

can be triggered by a financial crisis such as losing a job, or having problems with claiming or receiving benefit.

Financial exclusion is closely linked with both fuel poverty and food poverty. Broadly speaking fuel poverty has three influencing factors: household income; energy prices; and home energy efficiency. Those on low incomes are often unable to access the best energy tariffs as they have pay as you use meter arrangements applied to them by utility companies, the unit costs of which are among the highest on the market. This is then compounded by the household living in the least energy efficient accommodation resulting in a higher proportion of limited funds being spent on high-cost energy. If money is being exhausted by energy costs this leads to impossible choices between spending on rent, utilities or food which leads to reliance on foodbanks.

Lack of financial security may also increase the risk of other issues such as mental health, worklessness and social isolation. A 2010 study found that half of UK adults in problem debt were also living with mental health issues.¹⁰

As with many of the other priorities in this strategy the shortage of affordable housing is both a contributor to the issues arising and a constraint upon finding solutions. This applies as much to those looking to buy a home as it does to those seeking to rent. Financial issues therefore present challenges both to preventing and to tackling homelessness.

People may lack budgeting skills leading to debt.

Those on limited incomes but with access to mainstream credit are more likely to turn towards short-term/high interest credit and do not take advantage of options to reduce utility costs etc. A 2014 report found that where clients struggled to repay their debt, 84% reported that they were not warned of the risks of extending their loan further.¹¹

People on lower incomes and people who are street homeless in particular, can find it difficult to open a basic bank account. Those that do may only be able to obtain accounts with high charges and high interest rates on overdraft facilities. Around 1.2 million people in the UK did not have access to a bank account in 2017.¹² Some people may prefer to use cash to keep control of their limited finances but many transactions can be more expensive or impossible without a bank account as many organisations (including local authorities) move to cashless transactions. Dealing in cash will also prevent a credit rating being established.

For those on fixed or limited incomes pressure is increased by welfare reform changes, the most significant being: removing the spare room subsidy; freezing Local Housing Allowance (LHA) rates until 2020; and reducing LHA rates from 50th percentile to 30th percentile (effectively reducing affordable rented accommodation in the private sector from five in 10 to three in 10 properties). One analysis found that 65% of non-working households have a shortfall between their rent and the housing support levels, with over 170,000 households having a shortfall of more than £100 per month.¹³

Wage growth has generally been below inflation for a number of years and when added to the freeze on welfare benefits this has resulted in a real terms reduction in income. An analysis of the cheapest 25% of private rents compared to the lowest paid 25% of employees found that rent is more than a third of full-time pay in over half of English local authorities.¹⁴

Once people are homeless financial problems, for example housing-related debts or county court judgements, can be a major barrier to regaining a stable home. There are often restrictions in

social housing allocations policies of both council and housing association landlords about offering a home to, or even admitting onto the housing register, someone with these kinds of debt.

When it comes to gaining access to private rented housing many people do not have funds to make upfront payments of deposits and rent in advance, borrowing in order to do so and therefore starting their tenancy in high levels of debt.¹⁵ Many local authorities offer support with these payments but this is not always sufficient for a landlord, with a common question being “what will happen at the end of the payment”. Landlords may also look to the local authority to be a guarantor for the life of the tenancy.

The underlying problem is a scarcity of affordable/sustainable accommodation. There are more people chasing fewer affordable properties. In a survey of 2,500 residential landlords, 25% were looking to reduce their housing portfolio.¹⁶ In the social housing sector the Right To Buy continues to outstrip the building rate so that overall numbers continue to decline. This enables landlords to be selective in accepting more financially secure tenants to reduce their exposure to risk. When allocating tenancies, social housing providers are increasingly risk averse to prospective tenants with financial problems.¹⁷

The national response to COVID-19 is likely to have a significant impact on financial well-being. While many of the factors contributing to financial exclusion remain constant, the scale of the issue will be increased due to fallout from the economic shock caused by lockdown measures. Within the first six weeks of lockdown there were an additional 1.8 million claims for Universal Credit. By the end of May 2020 over 8 million UK employees were being paid via the government's furlough scheme. A survey conducted by Make UK, a manufacturing industry lobby group, revealed that 25% of companies questioned were drawing up plans for redundancies. A decline in job vacancies across key sectors such as hospitality will disproportionately affect lower-income workers.

Economically challenging times mean that many

households fall back on the support of voluntary providers to augment statutory provision. However, charitable giving usually decreases during times of economic hardship.

There may also be new endeavours and initiatives which agencies and partners must understand quickly in order to harness benefits to their customers in a timely manner.

4.2 What are we currently doing to tackle issues of homelessness and financial inclusion?

There are a number of initiatives that are being undertaken towards preventing and tackling homelessness generally across Warwickshire set out in chapter one. The following are of particular relevance to financial inclusion (and are explained in more detail in section 1.3 above):

- Through the HRA17, making referrals for financial and budgeting advice to ensure that income is maximised and expenditure is proportionate and utilising Flexible Homelessness Support Grant where appropriate.
- Housing-related support services include helping customers with financial issues.
- p.h.i.l. and other preventative services. These provide a holistic and proactive approach to

homelessness prevention enabling people to stay in their own home or be assisted in moving to a new home, including looking at the financial security of the individual.

- Financial interventions such as grants to sustain tenancies and rent deposit and guarantee schemes.
- Financial inclusion initiatives using Discretionary Housing Payments.
- Improving access to affordable housing to ensure a good supply of suitably priced, high quality accommodation.

There are several other initiatives aimed at mitigating or tackling the challenges and risks around homelessness and financial inclusion, some of which are listed below.

Citizens Advice has a network of bureaux offering financial advice and debt management across Warwickshire. In addition it has a national contract to support clients applying for Universal Credit. This support is available from the point of application up to receipt of the first payment and includes help with requesting advance payments or alternative payment arrangements.

The Warwickshire County Financial Inclusion Partnership brings together activities regarding financial inclusion across the county including both local authorities and partner agencies. It is currently adopting two overarching priorities:

ADDRESSING POVERTY NOW	BREAKING THE CYCLE OF POVERTY
<ul style="list-style-type: none"> • Debt advice • Income maximisation • Affordable credit • Fuel poverty • Food poverty 	<ul style="list-style-type: none"> • Educational attendance and attainment • Pathways to employment • Health • Money management/financial resilience

A new Family Poverty Strategy is being created by WCC to support the partnership.

Charities specifically for Armed Forces veterans (like the Royal British Legion and

the Soldiers, Sailors, Airmen and Families Association) have been set up to help with financial difficulties, securing a home, discharging bills or even furnishing a home with basic necessities such as white goods.

4.3 What opportunities will be taken to improve services?

A number of system-wide actions have been referred to in section 1.4 above that the Strategic Homelessness Board is proposing. In addition the following opportunities have been identified that will improve services for those who are at risk of homelessness due to financial exclusion. These will be taken forward as recommendations from this strategy.

1. Making a collective effort to lobby government over required national policy changes.

There are some changes that would help to tackle financial inclusion that can only be achieved by action at national level: reintroducing LHA at the 50th percentile to increase the amount of affordable accommodation; allowing Universal Credit claimants the choice to have the housing element paid direct to the landlord; increasing the provision of new-build affordable housing; and providing sustainable funding for all activity around homelessness. In the latter case, funding at present is sporadic and short term. A consolidated grant guaranteed in the medium term would allow service planning to be sustainable and more coherent.

2. Ensuring homelessness is seen as a more broadly-based problem than simply a “housing issue”.

This involves developing agreements and protocols around joint working across the various services such as health, social care, criminal justice and housing in order to enable support to be provided on a coordinated basis and in a concerted fashion. This is important because placing homeless people into accommodation without appropriate, coordinated support is setting them up to fail.

3. Learning from the Community Financial Inclusion Officer scheme.

WCC provided financial support to councils for the provision of Community Financial Inclusion Support Officers in 2019/20. These

officers worked with clients to ensure that they received help and support around debt management and budgeting advice. Although this project has now ended learning from the activity needs to be embedded across D&Bs to ensure close working relationships with external partners such as Citizens Advice.

4. Undertaking a financial support gap analysis across the county, identifying target audiences, geographical areas covered and areas of potential duplication.

This analysis can be used for service planning to ensure financial support is available across the whole of the county and that the quality of the service provided is assured. It is also essential that financial support is delivered in locations where it can be utilised by clients (e.g. the provision of additional support and advice at foodbank locations to try and reduce the need for future food vouchers by resolving underlying issues) and in appropriate digital formats (to access bank accounts and Universal Credit).

5. Making the most of available funds by reviewing activities within local authorities to ensure best use of resources.

This should include:

- Making best use of prevention funding and discretionary housing payments.
- Creating a package of incentives for landlords to rent accommodation to those who would otherwise find these solutions unaffordable.
- Reviewing relationships with external agencies such as foodbanks, community advice and other support agencies to ensure close working relationships, avoid duplication of service delivery, and aim for the best placed service to deliver support in every case.

6. Encouraging engagement with financial inclusion services as a condition within support provided under the HRA17.

A key part of this legislation is that local

authorities are able to set out actions that homeless applicants must take as part of the process to resolve homelessness or the threat of homelessness. There could be a condition that anyone at risk of financial exclusion must engage with financial advice. If courses around life skills, financial skills and housing skills were available (the provision of which would involve some joined-up working between partners) there could be conditionality around this also i.e. to realise

a housing solution they must first commit to attending the course.

7. Promoting the use of schemes such as Housing First and the Rugby Housing Pathway to enable engagement with financial inclusion services.

These specialist schemes can allow the accommodation provider to insist on engagement with financial support as a condition of accessing their services.



Chapter 5

Homelessness and young people

Our objective is to enhance and improve services that prevent homelessness among young people.

5.1 What do we know?

For the purposes of this strategy Young People covers single people aged 16 and 17, young people in care, and care leavers. This chapter will also include young parents, up to and including 25 years of age.

The importance of collaboration to prevent homelessness for 16 and 17 year olds is underpinned by the specific statutory guidance which was published by MHCLG and the Department for Education in April 2018.

Self-evidently the supply and availability of suitable accommodation will be a key determinant of the level of homelessness among young people. For the most part young people with no children only need shared or bedsit/ one-bedroom self-contained accommodation and unfortunately there is a significant shortage of this in both the public and private sectors in Warwickshire.

Over the twenty year period from 2011 to 2031, across the housing market area as a whole, the largest requirement for affordable housing to deal with both the backlog of need and newly arising need has been found to be for one bedroom dwellings. This was also true of five of the six councils covered by the assessment (the D&Bs and Coventry). The sole exception was Stratford-on-Avon where the one bedroom need was second to two bedroom need.¹⁸

Social and affordable housing is in high demand from all types of household and single people place the greatest demand on all the D&B housing registers in terms of housing need.

It is important to stress that even when such accommodation does become available young people are in competition with other households with a one bedroom need thus exacerbating the problem.

Given the shortage of, and high demand for, social and affordable housing, young people will often need to look to the private rented sector but this also presents challenges.

Often landlords require references, deposits and rent in advance, all of which may be difficult for some young people to provide. Some landlords are reluctant to take on young tenants, who have no experience of managing their own home and paying bills and who may need welfare benefits to assist them to pay their rent. The Residential Landlords Association found that “The majority of landlords are willing to let to tenants who are under 35 (87%). Of those who are not, the largest group of under 35’s who landlords are not willing to let to are single people who claim housing benefit/universal credit (79% of landlords).”¹⁹

As well as housing supply and demand, there are non-housing factors in early life that can contribute to homelessness among this age group. There are several issues identified by partners that work with young people to prevent homelessness and enable planned and sustainable accommodation options. Young people in general may lack the financial resources, the awareness and knowledge of the reality of “having your own place” and all the obligations and expectations that this entails. National Research by Homeless Link states that: “Explanations of the causes of homelessness

tend to focus on either structural or personal factors. Structural factors include social and economic issues such as poverty, the welfare safety net, unemployment, housing supply and housing cost issues. Personal factors cover issues such as mental health, substance dependency, lack of social support, or family breakdown.”²⁰

Graph 11 in the report²⁰ showed that, of the young people accessing services in August 2017, the top 10 reasons for needing accommodation (with multiple responses permitted) were:

- Parents/carers no longer willing to accommodate (49%).
- Drug or alcohol problems (31%).
- Mental or physical health problems (26%).
- Leaving care (17%).
- Anti-social behaviour or crime (17%).
- Overcrowded housing (12%).
- Other debt-related issues (12%).
- Unemployment (11%).
- Domestic abuse (11%).
- Financial problems caused by benefit reduction (9%).

This suggests that homelessness is more likely among young people affected by such circumstances than among young people who do not face similar challenges in life.

Where any of these vulnerabilities exist they add to the difficulty of sourcing appropriate accommodation and support created by the supply problems referred to above. Other challenges include:

- The shortage of specialised accommodation with support for people with particular vulnerabilities (for example mental health, learning difficulties, autism, complex needs, young parents and care leavers).
- Mental health services are not easily accessible or responsive in a timely manner and therefore mental health support isn't readily available when, or how, it is needed.

Again, the Homeless Link report states: “83% of providers said the number of young people presenting with multiple and complex needs had increased in the last year due to limited capacity and resources in the homelessness sector, a lack of specialist mental health services and inadequate early intervention initiatives.”²⁰

As regards young people leaving the care of the social services authority, WCC data shows that across the county over 100 children aged 16 to 18 leave care every year. Over 80% are looked after until their 18th birthday.

Across Warwickshire, according to D&B statistics, there were 86 homelessness applications from young people in 2018/19 and 129 in 2019/20. Of these, just over half (55% in 2018/19 and 51% in 2019/20) were from people leaving care.

5.2 What are we currently doing to tackle young people's homelessness issues?

There are a number of initiatives that are being undertaken towards preventing and tackling homelessness generally across Warwickshire set out in chapter one. The following are of particular relevance to young people (and are explained in more detail in section 1.3 above):

- p.h.i.l. and other preventative services.
- Support services providing accommodation-based and floating support for 16 -25 year olds.
- Research undertaken by Doorway on working practices in statutory services for young people and care leavers.
- Rough sleeping initiatives.
- Financial inclusion being proactively promoted by D&Bs.
- Improving access to affordable housing.

There are several other initiatives aimed at young people to mitigate or tackle the challenges and risks mentioned above, and in turn reduce the impact of homelessness, some of which are listed below.

Two dedicated Leaving Care

Accommodation Personal Advisers have been appointed. One of these officers works with 18 year old care leavers who are homeless or at risk of homelessness. The second officer works with 17 year olds in care who are considering their housing options when they reach 18. These two posts were initiated with government funding up to March 2021. However, they have now been made permanent.

A pilot House Project for care leavers has been run by NBBC, who committed to providing a quota of three one bedroom flats to be let as Equitable Tenancies (ET) to young people in care aged 17. An ET runs for 12 months, with WCC acting as a guarantor for the tenant. If the tenancy is conducted satisfactorily, the care leaver becomes an introductory tenant in their own right at the end of the ET, with the prospect of becoming a full secure tenant after a further 12 months. Once a care leaver becomes an introductory tenant, NBBC will release a further 1 bed flat for another care leaver so that there are always 3 units being used by The House Project.

The Warwickshire Young Persons Protocol, originally developed over 10 years ago and reviewed in 2017, sets out the way WCC and the D&Bs will respond if and when approached by a young person under 18 that is homeless or potentially homeless.

An Independence Training project to provide care leavers with the skills needed for independent living was commissioned by WCC and run by Doorway. This ran from 1st August 2018, initially for one year but with options to extend, which were taken up, for two further years. An internal WCC service is being set up to run from when the Doorway project concludes in July 2021.

WCC reorganisation of its team structure for children in care led to the development of a team specifically for those aged 14-18 years. This new team is able to begin working with young people at an earlier age and can prioritise preparing them to become more independent and to plan for the longer term. The team was established following feedback from young people that the

previous situation where they transferred at 16 years of age to the Leaving Care Team was not appropriate as this was a key stage in their life; sitting exams and leaving school so that a change of worker at that stage was unhelpful.

WCC engaged with the MHCLG Homelessness Advice and Support Team

(HAST) in 2019 regarding preventing and reducing youth homelessness in the county, with HAST putting forward a number of recommendations. In response, WCC has undertaken a review of the arrangements for supporting 16 and 17 year olds who are homeless or threatened with homelessness in Warwickshire.

5.3 What opportunities will be taken to improve services?

A number of system-wide actions have been referred to in section 1.4 above that the Strategic Homelessness Board is proposing. In addition the following opportunities have been identified that will improve services for young people at risk of homelessness. These will be taken forward as recommendations from this strategy.

1. Expanding pre-tenancy training.

With the success of the Doorway Independence Training project referred to above, WCC and D&Bs will consider whether this could be offered more widely, to all young people at risk of homelessness.

It could also be considered for young people more widely by seeking to establish working arrangements alongside schools and colleges around life skills, financial skills and housing skills. While many young people pick up the basic skills from their parents and others, those from more dysfunctional backgrounds do not and the school setting is an opportunity for some targeted work around these essential skills.

2. Maximising opportunities for joint working for officers and roles between partner agencies.

The opportunities that present themselves to

those statutory and third sector organisations involved with young people are varied. WCC and the D&Bs, though working in isolation in some respects, are now more than ever working collaboratively and closely to support young people experiencing homelessness. Many of these young people have vulnerabilities and these issues cannot be resolved by one single agency. The links established through some of the initiatives mentioned in this chapter mean that professionals can explore options and support individual young people to make informed choices about their lives in a holistic way. This can involve third sector organisations too, especially if the individual has a better rapport with, and more trust in, such an organisation.

3. Considering expanding the House project across the county.

The House project has been explained in 5.2 above. This was a pilot scheme and so, as the findings and learning from it become clearer, D&Bs will consider with WCC whether it is appropriate to initiate the service in other parts of the county.

4. Embedding Duty to Refer processes at a county level.

Opportunities exist through the statutory Duty to Refer, which may generate greater knowledge of housing obligations and limitations among other agencies. It is envisaged that this will enhance the focus on

earlier interventions, for example more robust pathway planning earlier in the pre-leaving care stage.

5. Reviewing the long standing Young Persons Protocol in Warwickshire.

The last refresh of the protocol preceded the HRA17 so it requires a further review, in part to take account of the new legislation, but also in light of recommendations by Doorway who conducted an operational review of how the protocol is actually working on the ground. In October 2020 the government published good practice advice on joint housing protocols for care leavers that will also be used to inform the review. A revised protocol will give a renewed commitment to stop the passing of 16/17 year olds between housing and social care services.

6. Moving forward with the WCC review of support arrangements for young people.

This review was explained in section 5.2 above. The recommended approach arising from the review is to develop a hybrid model, introducing housing expertise into the Initial Response Service and working across family information services, early help, front line social care teams and leaving care. This would build upon and strengthen existing service delivery models, whilst responding to all the recommendations made in the 2019 report from HAST.



Chapter 6

Homelessness and domestic abuse

Our objective is to prevent domestic abuse and the crisis homelessness resulting from it wherever possible.

6.1 What do we know?

The Government definition of domestic violence and abuse is “Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse: Psychological; Physical; Sexual; Financial; Emotional.” Further information about this definition can be found on the government’s website.²¹

National research shows that domestic abuse accounts for 16% of all violent crime and one in four women will experience domestic abuse in their lifetime. Domestic abuse also has more repeat victims than any other crime and, on average two women in England and Wales are killed every week by a current or former male partner. However, the prevalence of domestic abuse has reduced from 7% in 2011/12 to 6% in 2017/18 indicating a gradual, longer term downward trend.²²

Around one in every 20 women has experienced extensive physical and sexual violence and abuse. Of these women: more than half have a common mental health condition; over a third have made a suicide attempt; a fifth have self-harmed; one in five has experienced homelessness; half have a disability that means they need help with everyday activities; and one in three has an alcohol problem.²³

Women in poverty are particularly likely to

experience the most extensive violence and abuse in their lives: 14% of women in poverty have faced extensive violence and abuse, compared to 6% of women not in poverty.²⁴

There is a significant toll on the health of those experiencing domestic abuse: 36% of women in the “Extensive physical and sexual violence” group of the Adult Psychiatric Morbidity Survey had attempted suicide. In the same group, women were more than twice as likely to have an alcohol problem and eight times more likely to be drug dependent than women with little experience of violence and abuse.²

Financial abuse often sits beside physical and emotional abuse and is demonstrated to lead to increased debt problems, a lessening of financial capability, and rent and utilities arrears which may become a barrier to future rehousing. Thus, financial abuse can contribute to a cycle of poverty and dependence that can result in repeat and chronic homelessness.²⁵

International research found that children who live with, and are aware of, violence in the home face many challenges and risks that can last throughout their lives, including:

- An increased risk of children becoming victims of abuse themselves.
- Significant risk of ever-increasing harm to the child’s physical, emotional and social development.
- A strong likelihood that this will become a continuing cycle of violence for the next generation.²⁶

Many children do cope with and survive abuse, displaying extraordinary resilience. However, the physical, psychological and emotional effects of domestic violence on children can also be severe and long-lasting. Some children may become withdrawn and find it difficult to communicate; others may blame themselves for the abuse. All children living with abuse are under stress that may lead to a wide range of problems.²⁷

Under-reporting is a major challenge in the identification and prevention of domestic abuse. Research identified six main reasons as to why people chose not to contact the police (the first three being the most significant):

- Concerns related to the perpetrator.
- Concerns related to the Police and Criminal Justice System.
- Concerns about children and the involvement of social services.
- Practical barriers such as housing and/or financial concerns.
- The abuse being normalised.
- Cultural or community barriers.

The fear of not being believed or taken seriously was also a major contributing factor.²⁸

Across Warwickshire the most recent police data reveals that there were 1,895 domestic abuse offences and crime incidents recorded in March 2019 and that the percentage of “violence with an injury” incidents that have a domestic abuse marker has risen from 27.9% in April 2014 to 35.5% in March 2019.²²

National statistics demonstrate a near doubling in the number of domestic abuse related crimes for Warwickshire recorded by the police in the past four years from 3,498 in 2015/16 to 6,825 in 2018/19. As a percentage of all crimes the figure for Warwickshire, at 16%, is now higher than both regional and national prevalence rates (which are 15% and 14% respectively).²⁹

There are clear links between domestic abuse and homelessness, with domestic abuse being both a cause and consequence of homelessness. A charity found that a third of

their female clients said that domestic violence had contributed to their homelessness, as did 8% of male clients.³⁰

Domestic abuse, as a cause of homelessness, is different from the other primary causes of homelessness. The levels of harm the survivor and their children are exposed to are potentially and directly life threatening. It is often the case that the survivor will have a range of additional needs including substance misuse or mental health related challenges, resultant in part from many years of abuse. Further compounding the difficulties experienced is the often unplanned nature of the event triggering crisis homelessness, necessitating emergency responses that are not always well matched to the household’s needs and preferences.

Secure, affordable, decent housing, both temporary and permanent, is a key determinant of the ability of a survivor and their family to escape abuse and avoid future risk. The supply of such accommodation is limited, which can lead to delays in moving, both into and on from, temporary or refuge accommodation. Delays can also be caused by local authority housing allocation scheme constraints which can hold up, or even prevent, allocation of social housing to those without local connections, with a history of anti-social behaviour, with rent arrears or with any housing related debt that may have been incurred as a result of abusive behaviour. The end result can be survivors either staying in the abusive home or staying at unsuitable, unsafe accommodation. The pressures of such unsuitable accommodation can also push the survivors into returning to the abuser, which is rarely a safe option.

H-CLIC data shows that between April 2018 and March 2019 around one in ten of all presentations to local authorities in Warwickshire for assistance with emergency accommodation under homelessness legislation were a result of domestic abuse, some 219 households. This is roughly 90 per 100,000 households in Warwickshire, higher than for the West Midlands region (80 per 100,000) but lower than for England (96 per 100,000).

Countywide there are four refuges for survivors of domestic abuse provided by Refuge Domestic Violence Service Warwickshire (RDVSW). In the 2018/19 financial year it received 342 referrals.

The need for services for women and girls is well established, however it is important to note that within Warwickshire there is no specific male-only accommodation for domestic abuse survivors. Whilst women are around twice as likely to have experienced domestic abuse as men (7.9% compared with 4.2%), the figure for men still represents a large number of crimes.³¹ Furthermore, it is understood there is no provision regionally and there are only 20 beds of this nature in the whole of England.

6.2 What are we currently doing to tackle homelessness and domestic abuse?

The prevention of homelessness resulting from domestic abuse may be achieved in two ways: by (preferably) preventing the domestic abuse from occurring at all, or by preventing the crisis homelessness that arises as a consequence.

There are a number of initiatives that are being undertaken towards preventing and tackling homelessness generally across Warwickshire set out in chapter one. The following are of particular relevance to domestic abuse (and are explained in more detail in section 1.3 above):

- p.h.i.l. and other preventative services which actively seek early contact with people who may become homeless.
- Housing-related support services which include: training and awareness raising of front line professional/voluntary sector staff to recognise those at risk of or experiencing domestic abuse; and signposting and support to access specialist services.
- Refuge provision for survivors.
- Developing a Domestic Abuse Strategy.
- Improving access to affordable housing.

There are several other initiatives aimed at mitigating or tackling the challenges and risks

around homelessness and domestic abuse, some of which are listed below.

An Independent Strategic Review of Domestic Abuse Services and Support Across Warwickshire²²

was recently completed by WCC. This detailed examination of the existing provision and approach provides examples of some of the good work underway aimed at preventing domestic abuse.

Five Domestic Homicide Reviews have taken place from which agencies have been implementing the learning. Amongst other things this included the roll-out of additional training for the housing sector and support for a successful multi-agency bid for increased Independent Domestic Violence Adviser (IDVA) capacity around housing, health and rural outreach, with the Housing IDVA hosted by RDVSW and co-located with p.h.i.l.

As regards preventing crisis homelessness, there is a variety of services specifically targeted towards the reduction of harm to survivors of domestic abuse that can also be seen, to some extent, as tools in homelessness prevention. These include: the Sanctuary Scheme; the IDVA work; the support of Civil Protection Orders; the Refuge Rural Outreach Workers; the police focus on enforcement and prevention; and close working with the Crown Prosecution Service to improve the judiciary system.

WCC commissions four refuges across Warwickshire

that are part of a wider national network of supported schemes. This ensures that those who have lived through domestic abuse are enabled to rebuild their lives in a setting where they are protected and have specialist support on hand. Whilst these schemes operate within Warwickshire it is critical that they are considered as an element of a national resource/network of facilities because those experiencing domestic abuse will often need to distance themselves from the abuse to ensure their family's safety.

Within one borough the existing refuge building is limited in terms of its facilities and layout and this has prevented the current service from providing a more client focussed premises

equivalent to other purpose-built refuges in the county. To date, partners have been unable to identify new affordable premises that would be suitable for a domestic abuse refuge so work is continuing with local planning departments and local Registered Providers to investigate other potential alternatives.

6.3 What opportunities will be taken to improve services?

A number of system-wide actions have been referred to in section 1.4 above that the Strategic Homelessness Board is proposing. In addition the following opportunities have been identified that will improve services for those who are suffering domestic abuse and are at risk of homelessness. These will be taken forward as recommendations from this strategy.

1. Taking forward the Independent Strategic Review of Domestic Abuse Services and Support Across Warwickshire.

This detailed review²² provides examples of some of the excellent work undertaken that is aimed at preventing domestic abuse. The Violence Against Women and Girls Board will consider it as part of their future strategic planning and commissioning and will:

- Explore whether domestic abuse can be considered by social landlords as a breach of tenancy conditions so that perpetrators can be held accountable and potentially evicted as part of a multi-agency response.
- Consider whether a mechanism can be introduced to facilitate the early identification of properties where property damage and repairs indicate that abuse is present.
- Work with agencies such as the police to ensure the safety of survivors so that staying at home is a safe and realistic option for more survivors.

2. Catering for multiple disadvantage.

Commissioners of new domestic abuse services can ensure that services are able to

cater for multiple disadvantage and address issues around poor mental health and substance misuse alongside the core service provision.

Within Warwickshire, a Dual Diagnosis policy operates between the providers of substance misuse and adult mental health services to ensure that appropriate, collaborative interventions are provided to those who have a dual diagnosis. There is an opportunity to expand this to incorporate those who are also experiencing or perpetrating domestic abuse.

3. Treating all survivors of domestic abuse as having a priority need for accommodation.

The HRA17 requires that local housing authorities provide meaningful support to everyone who approaches them as homeless or at risk of homelessness within 56 days. However, the government's Domestic Abuse Bill proposes to change this so that people fleeing domestic abuse will be automatically considered in priority need and therefore benefit from the statutory homelessness process and receive an offer of settled housing. If the bill fails to go forward and become law a countywide agreement to treat all survivors of domestic abuse as having a priority need for accommodation under the legislation (and therefore avoid risk of return to the abuser) should be evaluated and implemented if appropriate.

4. Creating women-only spaces in temporary accommodation.

It is reported that mixed shared accommodation can be detrimental to recovery for some at risk of domestic abuse. Therefore D&Bs and other commissioners of supported and similar accommodation should improve the existing provision of temporary and supported accommodation by providing some women-only spaces in temporary accommodation where these do not currently exist.

5. Increasing outreach work.

Reducing crisis homelessness resulting from domestic abuse is contingent on

the early identification and reduction of domestic abuse. A key measure in the early identification of domestic abuse is the existence of a network able to identify domestic abuse and intervene to reduce the impact. Outreach work across the landscape is an important element of this work but Warwickshire has recently lost two outreach workers funded by MHCLG, leaving noticeable gaps in this service, including in the rural south of Warwickshire. This should therefore be considered as a priority alongside more significant interventions taking place for higher risk households.

6. Promoting and encouraging early contact with D&Bs and domestic abuse support services.

Early intervention is crucial to preventing crisis homelessness. The Duty to Refer is a simple mechanism for public sector organisations to refer those at risk of homelessness to local authorities so promotion of this should be undertaken within the wider public sector: health, social care, police and probation services.

In addition to the Duty to Refer, and for cases where homelessness may be more than 56 days away, p.h.i.l. and other preventative services can be contacted for support, advice and signposting. Promotion of the Duty to Refer should be accompanied by details of those services.

There are also other specialist domestic abuse support services available across Warwickshire. To increase the quantity of early referrals to p.h.i.l. and the domestic abuse support services, a series of promotional events for public sector professionals should be delivered highlighting: the benefits of early intervention; the Duty to Refer; p.h.i.l.; other prevention services; and specialist domestic abuse support services.

7. Specialist training to ensure early identification.

Specialist training has been demonstrated to be effective in equipping other front line workers (e.g. housing, benefits, rents, property maintenance and repairs) with the

skills to identify and report the signs of abuse with a particular focus on: the identification and impact of coercive control; identifying young people (aged 16 to 24) at risk through domestic abuse; and having a psychologically informed approach. The training would ensure routine professional curiosity when supporting residents, tenants and homeless applicants so as to identify early domestic abuse support needs and implement safety planning.

The recent independent strategic review²² found that health services provide a significant opportunity, including extra capacity within the Hospital IDVA role, for routinely screening for domestic abuse at mental health services access-points. Therefore, to achieve increased prevention of crisis homelessness we should seek to maintain the Hospital IDVA presence and expand this where evidence suggests that the greatest levels of early identification can be achieved.

In addition screening for domestic abuse should be mandatory where vulnerable households are accessing support services commissioned by the public sector. This would include all support and outreach services funded through schemes such as the Rough Sleeper Initiative, Cold Weather Fund and Housing-Related Support, or services with charitable and other public funding. Contracts should be amended and developed to require providers, where appropriate, to screen clients for vulnerability to, or current experience of, domestic abuse. Training plans, policies and procedures should also be required to provide staff with appropriate skills to safeguard those at risk of, or experiencing, domestic abuse.

8. Addressing “Move On” challenges.

Housing allocation schemes in all five D&Bs should be reviewed to ensure that arrears, debts, anti-social behaviour and other factors that may limit rehousing options always require an evaluation of whether these may have arisen from, or be a consequence of, domestic abuse. Where this is the case these factors should not be regarded as behaviour of choice but as a consequence of the domestic abuse.



Chapter 7

Homelessness and offending

Our objective is to deliver better focussed housing and other support services for those at risk of homelessness when leaving prison.

7.1 What do we know?

Several research studies have found that having a stable home following release from prison reduces the risk of re-offending.³² However a high proportion of prisoners require help with housing upon their release. According to the government's Rough Sleeping Strategy³³ "In 2016-17 30% of adult prisoners under supervision from Community Rehabilitation Companies (CRC) (excluding London) were discharged to unsettled or unknown accommodation on their first night of release."

Local data on offenders is collected and managed through the Integrated Offender Management system (IOM), which covers those deemed to pose the greatest threat, risk and harm to communities. This shows that, as at October 2020, there were 180 IOM offenders across Warwickshire, of which 91 were in custody and 89 were in the community. Of those in the community, 10 were street homeless, nine were either in bed and breakfast accommodation or living with friends/sofa surfing and 18 were living in approved premises. That equates to 42% of IOM offenders in the community who were not in permanent and settled accommodation.

The National Probation Service (NPS) had 379 cases "in the community" as at October 2020, of which fewer than five were recorded as No Fixed Abode (NFA). However, there were 59 cases (15.5%) that were not in permanent, settled and suitable accommodation and had accommodation needs.

For children that are leaving custody the best

way to help them to make a positive shift is to change their view of themselves and their identity. Research on adverse childhood experiences recognises stable accommodation as a key factor in helping offenders to abstain from committing further crimes and children that have no stable accommodation identified as part of their resettlement planning are at higher risk of re-offending upon release.³⁴ Government guidelines set out clear responsibilities for statutory strategic partners around the resettlement of children in the youth justice system.³⁵

While housing is extremely important, support services can also be crucial for ex-offenders with specific needs. Suitable accommodation and support can provide the foundations for an offender to leave behind a chaotic lifestyle, offering a platform for change, opening up opportunities to employment and training, whilst also enabling access to health and social care. Unfortunately however, both suitable housing and support services are in high demand and access is constrained by supply and eligibility rules that it may be difficult for offenders to satisfy. This provides the strategic context for preventing and tackling homelessness among offenders.

The vast majority of offenders at risk of immediate homelessness are single people (because those with families can move back in with their family) therefore one bedroom accommodation is the main housing need of this group. As has already been explained in chapter five above, this is the type of accommodation for which there is the greatest need. As regards supply of mainstream housing therefore many of

the comments set out in chapter five about the shortage of one bedroom accommodation apply equally to offenders. However there are several additional factors that can affect an offender's ability to access such housing as is available, including the appropriate support.

For an offender that will be homeless upon release, planning is required well in advance of the discharge date. However, there may be communication issues between prison/probation authorities and D&Bs and lack of understanding and clarity as to the relative responsibilities of, and restrictions upon, each organisation that hamper such planning. For example, being an offender, of itself, may not be a sufficient vulnerability for them to be considered a priority under homelessness legislation even if a referral is made under the Duty to Refer.

The licence conditions that an offender may have to comply with following release can constrain the ability to meet housing needs. If for example an offender is required to remain in, or indeed be prohibited from entering, a prescribed area then this will further reduce the amount of accommodation that D&Bs can look to provide.

Standard landlord requirements may be difficult for offenders to meet, such as the need for references, deposits, rent-in-advance and a full housing history. In addition, some landlords may be cautious about accepting someone with a criminal record as a tenant.

Offenders are less likely than the general population to have employment upon leaving prison.³⁶ As a result they are more likely to encounter problems of affordability with housing, needing to resort to welfare benefits to help pay their rent. Recent research found that 87% of private sector tenants were only entitled to a level of Local Housing Allowance that was lower than their actual rent.³⁷

Some offenders will have other specific needs that a landlord may not be able or willing to provide support for, such as a need for drug and alcohol support services. Research by the Revolving Doors Agency stated that:

“Evidence illustrates that as a group, those who have or are at risk of offending frequently

suffer from multiple and complex health issues, including mental and physical health problems, learning difficulties, substance misuse and increased risk of premature mortality. These underlying health issues are often exacerbated by difficulties in accessing the full range of health and social care services available in the local community.”³⁸

As indicated earlier these needs can be met either by purpose-built supported housing schemes or by support services provided to occupiers of mainstream housing.

Obviously the latter option is inhibited by the supply issues with mainstream housing but also by the availability of support services. Purpose-built schemes are also very limited in number.

There are other challenges in ensuring the right support: offenders often lead a chaotic lifestyle, which adds a layer of complexity, which is important to consider in terms of their ability to successfully negotiate hurdles. The services that the offender wants may be different from the services that are, or can be made, available. Data protection regulations may make information exchange more complicated and, as with many public sector bodies, organisational capacity may be under pressure. As every case is different it is important to understand the specific needs in relation to each individual, to determine and manage the risks and to seek to address all of this holistically when housing individual offenders.

Taken together the issues surrounding the housing of offenders create a range of direct and indirect impacts upon the wellbeing of the individuals concerned, including impacts upon: physical health; mental health; the ability to rehabilitate from a life of crime; the ability to gain employment; the ability to gain support from recognised professionals; and the ability to form meaningful and valuable personal relationships.

7.2 What are we currently doing to tackle homelessness and offending?

There are a number of initiatives that are being undertaken towards preventing and tackling

homelessness generally across Warwickshire set out in chapter one. The following are of particular relevance to offending (and are explained in more detail in section 1.3 above):

- Implementing the Duty to Refer following the HRA17. This applies to prisons, youth offender institutions, youth offending teams and probation services (including CRCs).
- p.h.i.l. and other preventative services.
- Rent and deposit guarantees.
- Rough sleeping initiatives.
- Housing-related support.
- Improving access to affordable housing.

There are several other initiatives aimed at mitigating or tackling the challenges and risks around homelessness and offending, some of which are listed below.

There is a clear strategic local understanding of the problem in terms of demand and risk. This is discussed at Reducing Reoffending Board meetings and the importance of this area has resulted in the formation of a Housing Task and Finish Group.

Police and Probation staff involved with IOM and multi-agency public protection arrangements (MAPPA) regularly report on activity and performance in managing IOM offenders. This includes the risk that offenders are likely to cause criminal behaviour. As such, data is available to understand housing needs and the challenges that exist regarding the IOM/MAPPA cohort and offenders in general. This position is regularly reviewed at local and force level meetings and the challenges that exist have been escalated to the Office of the Police and Crime Commissioner and the Safer Warwickshire Partnership Board, but progress is slow. The challenges are replicated across the whole country: this is a national rather than a local problem.

The restorative approach to children leaving custody as set out in 7.1 above, facilitating an identity shift whereby children are motivated and ready to change for themselves, is widely endorsed in Warwickshire as an effective approach to working with children and families.

It is therefore crucial that resettlement services involve children as the primary agents in their own resettlement, rather than defining problems or solutions on their behalf.

The Bail Remand, Intensive Care & Support service is run by Barnardo's. It is a fostering service working in partnership with Warwickshire Youth Justice Service (WYJS) to provide children supervised by WYJS with an alternative to custody placements for remand, sentence, and rehabilitation into the community from custody.

WYJS works closely with colleagues in WCC Children Services so that stable accommodation can be identified at the beginning of a child's custodial sentence. Where there are placement difficulties there is a clear escalation process in place to address this.

7.3 What opportunities will be taken to improve services?

A number of system-wide actions have been referred to in section 1.4 above that the Strategic Homelessness Board is proposing. In addition the following opportunities have been identified that will improve services for offenders at risk of homelessness. These will be taken forward as recommendations from this strategy.

1. Achieving greater housing opportunities for offenders.

The underlying problem is understood as a lack of housing options for offenders and the requirements for this can be quantified. The solution is to better understand the need and to identify and facilitate access to adequate housing stock across all tenures that is suitable for offenders who are homeless. Affordable housing will not be available in every case so while D&Bs should gather and assess the available data to determine the overall shortfall in housing provision in their areas and seek to deliver more affordable accommodation, the criminal justice agencies should consider adopting policies that help offenders to meet their housing needs in the private rented sector especially when the offender is not owed a duty by the D&Bs.

2. Planning support services for offenders that need them.

There are increasing numbers of people being released from prison with housing and support needs. Support services from a range of commissioners and providers can help to support offenders on release and address some of the chaotic behaviours that can be a barrier to obtaining more settled housing. Such services are also valuable in helping offenders to stay long term in accommodation once they have found somewhere to live.

A review of the nature and extent of support services required to meet future need would help to inform planning by organisations involved in the provision of such services.

3. Enhancing strategic leadership

There are specific strategic challenges explained in this chapter. Partners should seek to agree strategic leadership around housing and offending across Warwickshire to ensure that challenges and issues can be escalated and resolved.

One option is for the Community Safety Partnership Boards and the Office of the Police and Crime Commissioner to lead in co-ordinating interaction to raise the national profile of the issues involved and to seek to secure additional resources for Warwickshire for the housing and support services identified as being required under recommendations one and two above.

4. Preparing offenders for release.

Support organisations should work together to seek to understand what opportunities exist, prior to release, to prepare people leaving prison with new and different life skills, including education, that will help them to re-acclimatise and integrate into society and to find employment.

5. Working better together.

Police and probation staff can provide details

of IOM offenders who are homeless and require suitable housing. Well-established police and partnership processes and procedures are in place to refer offenders. However, system-wide actions should be reviewed and considered post-referral by relevant local authorities and agencies.

There is a clear need for better understanding among the agencies involved with offenders as they leave prison, of the relevant responsibilities but also the constraints upon each other. The Duty to Refer is now a legal duty but could be improved in terms of information exchange, timing, and better understanding of roles and responsibilities. Consideration should therefore be given to:

- A training programme for staff in all of the relevant agencies to cover the Duty to Refer and also the wider roles and responsibilities of all of the various agencies.
- Relaunching the Housing Task and Finish Group, led by the NPS.

6. Considering reciprocal rehousing arrangements between D&Bs.

There are occasions when it can be inappropriate for offenders to live in the area with which they have a local connection so that there is a need for rehousing in the area of a different local housing authority. However local allocation policies often require a local connection for an applicant to be admitted to the local housing register, or higher priority may be given to those with a local connection. D&Bs should explore whether there is the potential for some form of reciprocal arrangement for assistance with regard to the rehousing of offenders across the county.

Appendices

Appendix one – Key messages from public engagement

The Draft Countywide Homeless Strategy survey received 45 responses. Of these, 28 were from members of the general public and the remainder from other groups (business, statutory partner, local Councillor/elected member, voluntary community sector).

In total, 91.1% (n=41) of all respondents stated that they agreed (either agree or strongly agree) with the vision set out for this strategy. Just 6.8% (n=3) disagreed (either disagree or strongly disagree) with the vision.

Respondents generally agreed with each of the strategic priorities.

- Priority 3 (domestic abuse) had the greatest agreement – 93.3% (n=42) of all respondents stated they agreed or strongly agreed with this priority.
- A small percentage, 8.9% (n=4), of all respondents disagreed (disagree or strongly disagree) with Priority 1 (health).

Respondents were asked whether there were any other priorities, issues, drivers, policies or strategies that they felt should be considered and addressed. In total, almost half of all respondents (48.9%, n=22) stated that there were other priorities to consider. A wide variety of themes and issues were mentioned, with concerns regarding health (including mental health) and the need to consider specific groups (e.g. asylum seekers, those with a disability or long-term health condition, single parents with children) featuring in multiple comments.

Overall, respondents either agreed or agreed to some extent that the recommendations

proposed for each strategic priority are the correct ones to focus on for 2021/22:

- **Priority 1** – Health: 62% agreed, 31% agreed to some extent
- **Priority 2** – Young People: 60% agreed, 24% agreed to some extent
- **Priority 3** – Domestic Abuse: 73% agreed, 15.6% agreed to some extent
- **Priority 4** – Offending: 57.8% agreed, 24.4% agreed to some extent
- **Priority 5** - Financial inclusion: 64.4% agreed, 22.2% agreed to some extent

For each priority a small number of respondents (n=1-3) said the recommendations were not the correct recommendations to focus on. Proposed recommendations under the financial inclusion priority had the most negative responses with 6.7% (n=3) of all respondents stating that the recommendations were not the right recommendations to focus on.

Appendix two - Summary of the Homelessness Reduction Act 2017

The Homelessness Reduction Act 2017 (HRA17) reforms homelessness legislation so that support is offered to all eligible people who are threatened with homelessness or who are homeless, providing support to a broader range of people than ever before. It does this through five key measures.

1 New prevention duty

HRA17 shifts the focus of services from crisis intervention to prevention, meaning that services will intervene earlier and help more people to avert crisis.

Local housing authorities must take reasonable steps to prevent homelessness for any eligible applicant at risk of homelessness within 56 days, regardless of priority need. This can involve assisting them to stay in their current accommodation, or helping them to find a new place to live.

2 New relief duty

Local authorities must take reasonable steps to help an applicant to secure suitable accommodation. Help could be, for example, providing a bond guarantee, funding a rent deposit or working with a private landlord to make properties available.

3 Personal Housing Plans

Local authorities must carry out a holistic assessment of the applicant's housing needs, support needs and the circumstances that led to them becoming homeless. This assessment will result in developing a Personal Housing Plan with the applicant that sets out the reasonable steps that the housing authority, the applicant and, if applicable, other professionals will take in order to prevent or relieve their homelessness.

4 Information

HRA17 strengthens the duty on local housing authorities to provide free advice and information designed to meet the needs of certain vulnerable groups, including those who are not eligible for further assistance. This means that people at risk of homelessness will receive more meaningful information earlier, to help prevent their homelessness.

The Act requires local authorities to give free information and advice on:

- Preventing homelessness and securing accommodation when homeless.
- The rights of people who are homeless or threatened with homelessness.
- How to get help.
- Information on tenants' rights; rights to benefits; advice on debt; rent and mortgage arrears; help for people at risk of violence and abuse; and advice on how to obtain accommodation in the social sector and private rented sector.

5 Duty to Refer

By placing duties on public bodies other than housing authorities HRA17 aims to reduce homelessness by joining up services to provide better support for people, especially those leaving prison/hospital and other groups at increased risk of homelessness, such as people fleeing domestic abuse and care leavers.

Certain named public authorities must refer users of their service, who they have reason to believe are homeless or threatened with homelessness, to a local housing authority of the service user's choice.

Appendix three – Data about homelessness in Warwickshire

All data in this appendix is taken from MHCLG, which compiles information from H-CLIC returns from all local housing authorities. The full dataset, including a wide range of other information, can be found on the gov.uk website.³⁹

In 2018/19, the first year of implementation of the HRA17, D&Bs received 2,476 approaches across Warwickshire. This increased to 2,853 in 2019/20, an increase of almost 15% compared to an increase of only 5% for England over the same period.

In 2019/20 the duty owed to applicants was split fairly evenly between prevention (46%) and relief (48%) with around 5% owed no duty.

Tables one to eight show the following key information for 2019/20:

- Homelessness assessments in Warwickshire by local authority and duty owed.
- The reason for the loss, or threat of loss, of the last settled home of households owed the prevention duty.
- The reason for the loss, or threat of loss, of the last settled home of households owed the relief duty.
- The support needs of households owed a homelessness duty.

- Referrals made under the Duty to Refer by the various referring bodies.
- The number of households in temporary accommodation as at 31st March 2020 by the type of accommodation occupied.
- The number of households in temporary accommodation as at 31st March 2020 by household composition.
- Official numbers of people sleeping rough by local authority for 2016 to 2019.

TABLE 1
Homelessness assessments in Warwickshire in 2019-20 by local authority and duty owed.

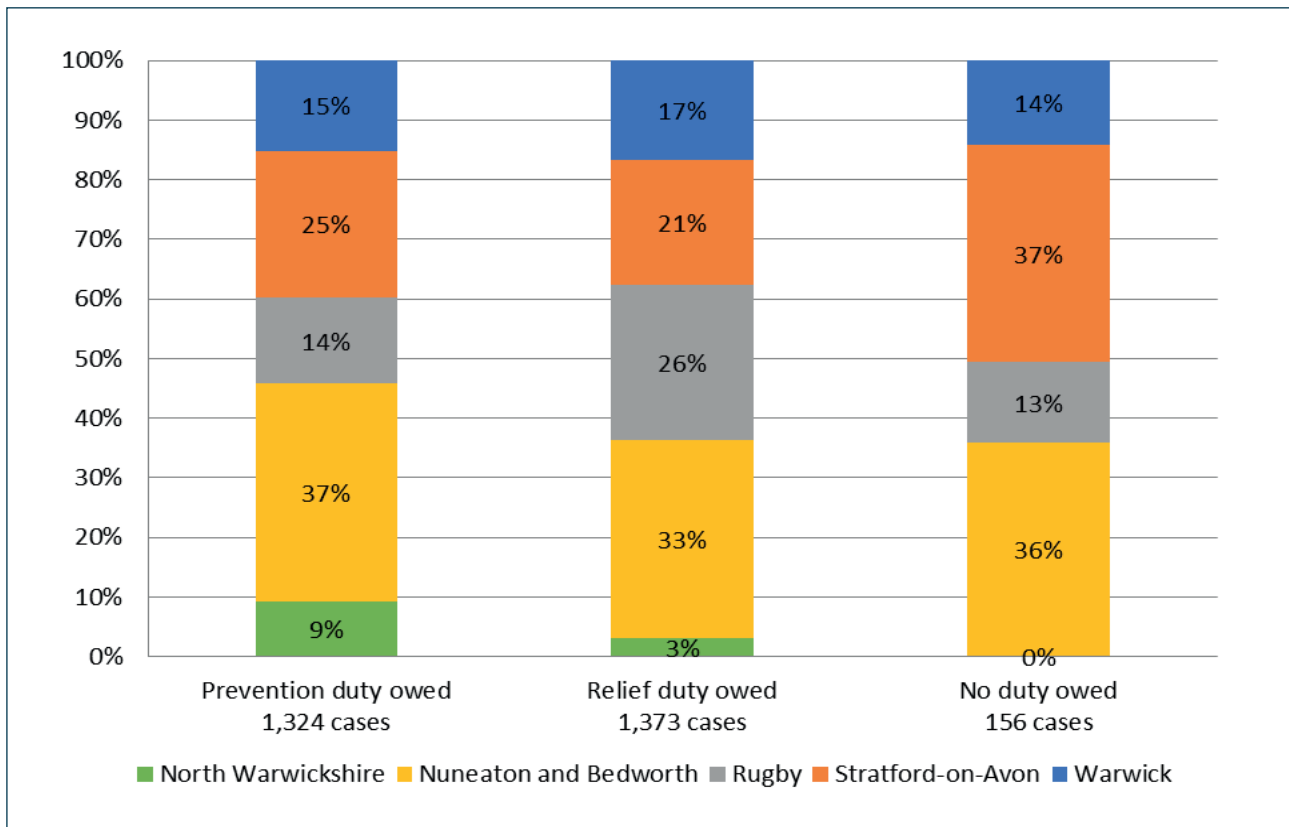


TABLE 2
Households owed a prevention duty by reason for loss, or threat of loss, of last settled home 2019-20

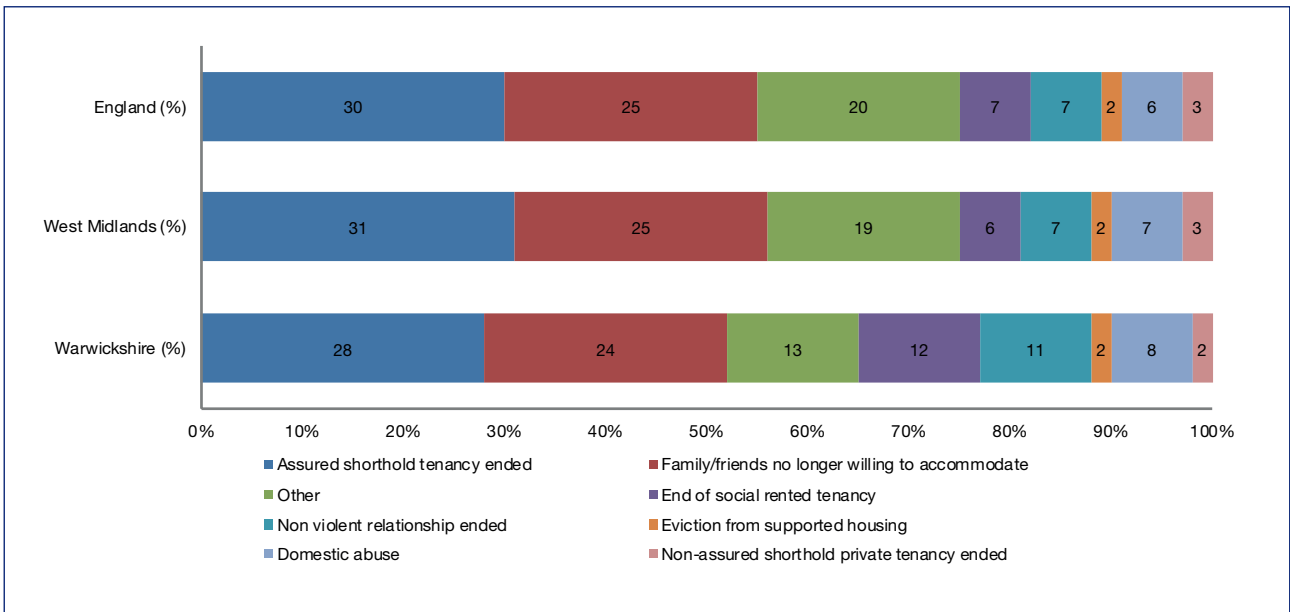


TABLE 3
Households owed a relief duty by reason for loss, or threat of loss, of last settled home 2019-20

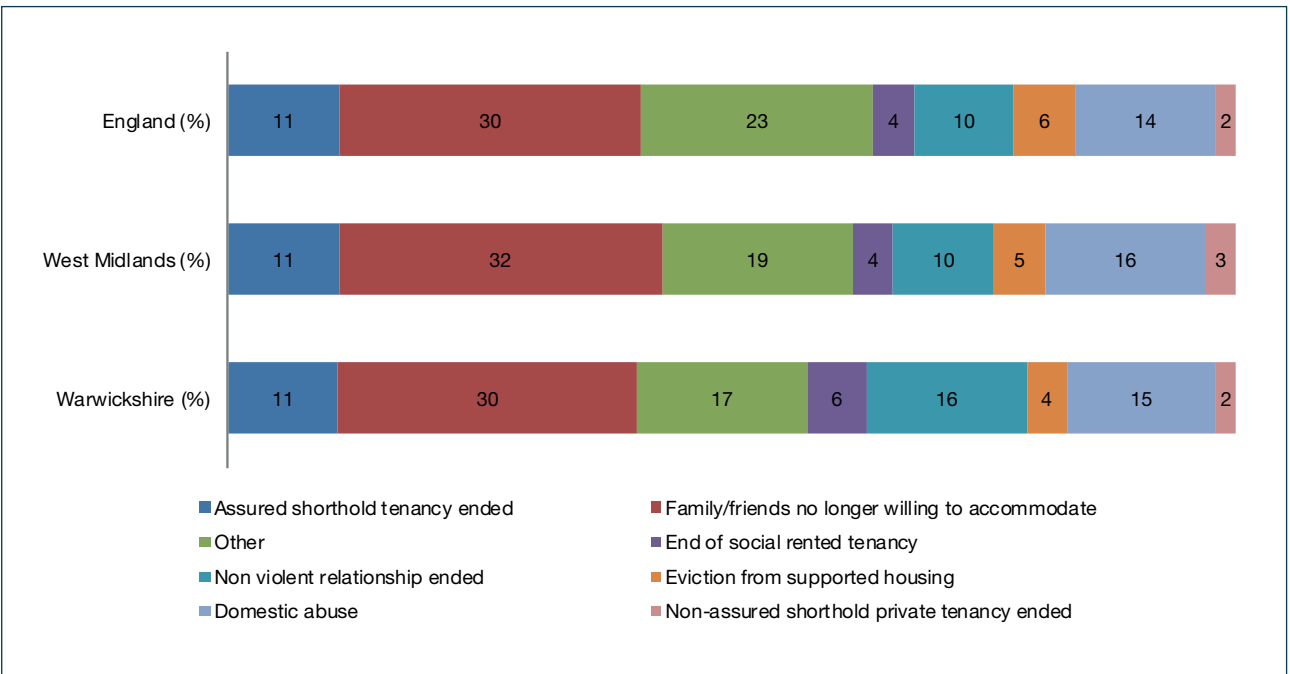


TABLE 4**Support needs of households owed a homelessness duty 2019-20**

(Where one household has multiple needs all needs are counted.)

SUPPORT NEEDS OF HOUSEHOLD	WARWICKSHIRE		WEST MIDLANDS
	COUNT	PERCENT	PERCENT
History of mental health problems	714	27	23
Physical ill health and disability	423	16	14
At risk of / has experienced domestic abuse	277	10	12
Drug dependency needs	127	5	5
Young person aged 18-25 requiring support to manage independently	141	5	8
Offending history	139	5	5
History of repeat homelessness	125	5	4
Learning disability	98	4	4
Alcohol dependency needs	110	4	4
History of rough sleeping	89	3	3
At risk of / has experienced sexual abuse / exploitation	40	2	1
At risk of / has experienced abuse (non-domestic abuse)	64	2	2
Care leaver aged 18-20 years	41	2	2
Old age	41	2	1
Access to education, employment or training	62	2	6
Young person aged 16-17 years	49	2	2
Young parent requiring support to manage independently	38	1	2
Care leaver aged 21+ years	26	1	1
Served in HM Forces	31	1	0.6
Former asylum seeker	5	0.2	1
TOTAL*	2,640	99.2	100.6
* Percentages do not add up to 100 due to rounding.			

TABLE 5
Referrals made under the Duty to Refer by referring body 2018-19 & 2019-20

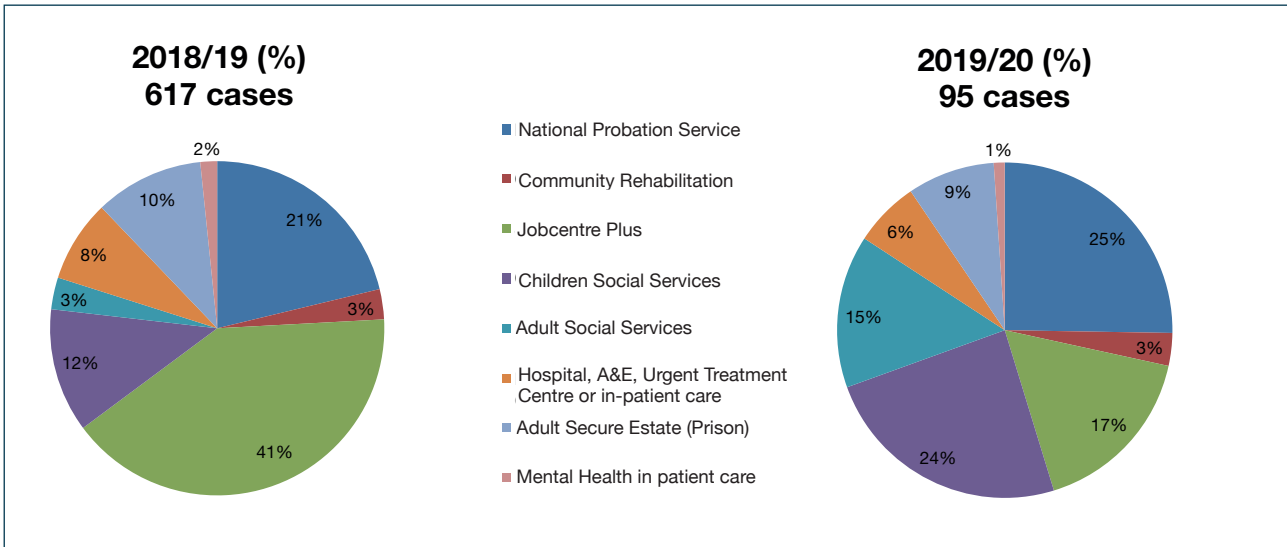


TABLE 6
Number of households in temporary accommodation as at 31st March 2020 by type of accommodation

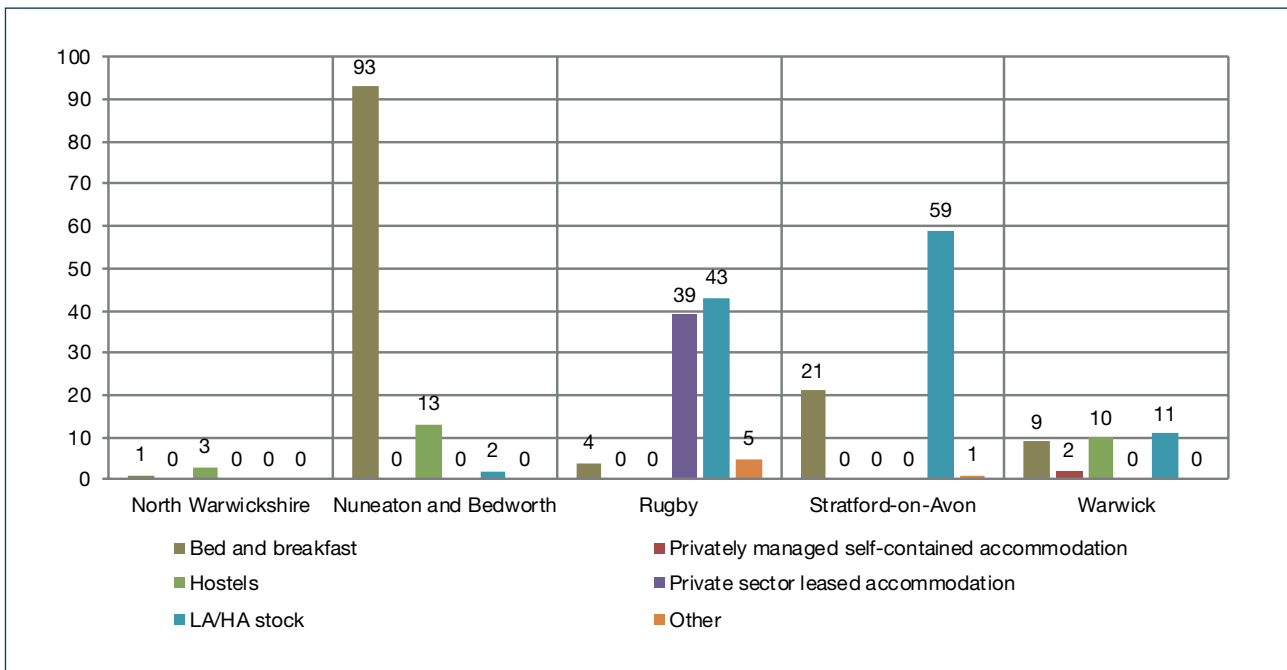


TABLE 7

Number of households in temporary accommodation as at 31st March 2020 by household composition

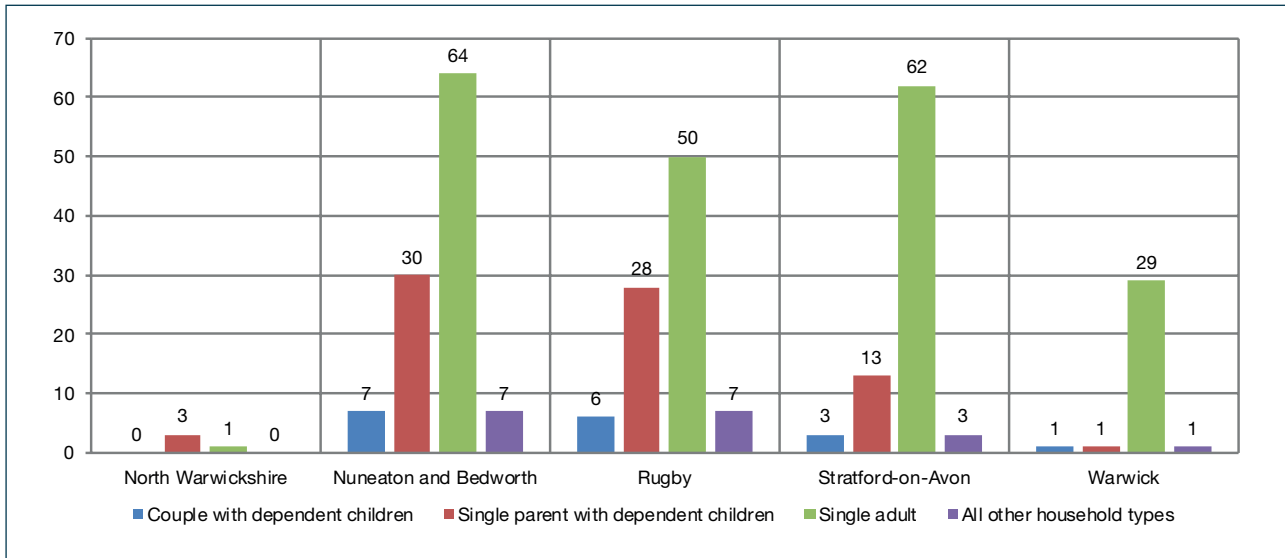
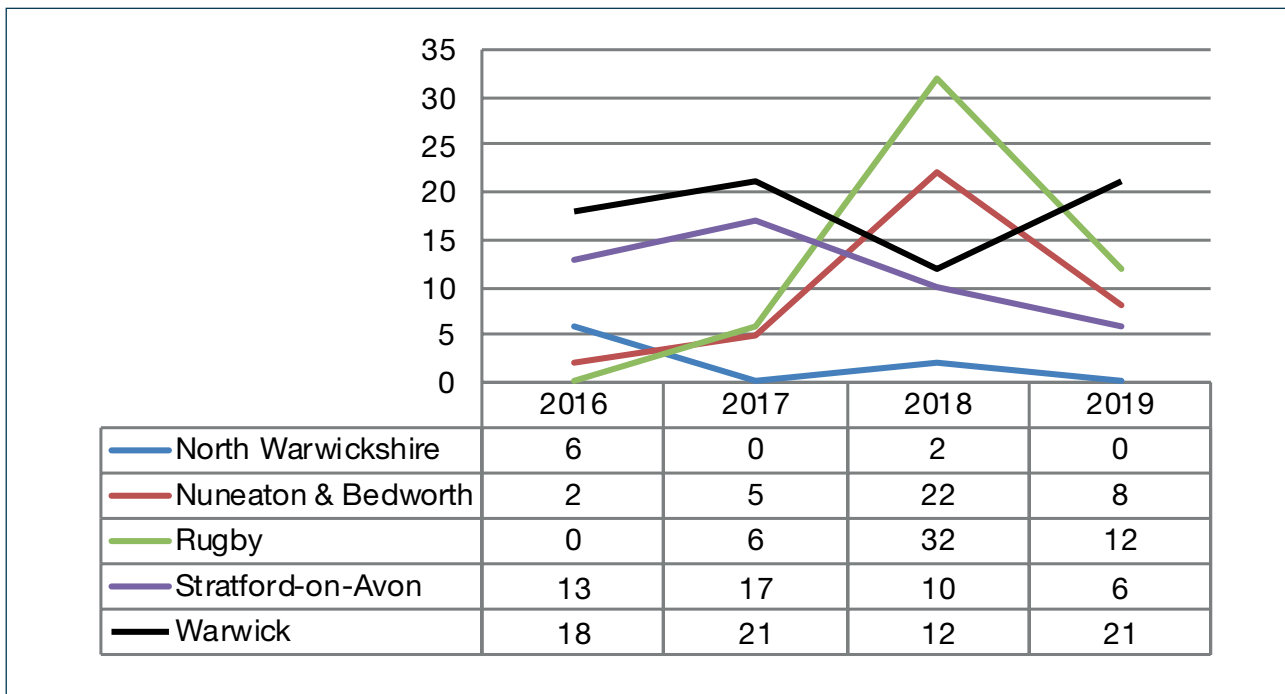


TABLE 8

Rough sleeping counts 2016-2019 by local authority



EQUALITIES INFORMATION

For applicants seeking assistance under homelessness legislation the following tables show information on various characteristics that are protected under the Equalities Act 2010. This information is drawn from the MHCLG database referred to earlier. It should be noted that the information is only collected for those owed a prevention or relief duty under the legislation

so the tables do not include those where it was found that no duty was owed.

As regards information about households that include someone with a support need due to a disability, the data is included in table four above. If any other protected characteristic is not covered below it is because the information is not collected through the H-CLIC data returns.

TABLE 9
Ethnicity distribution of main applicant 2019/20

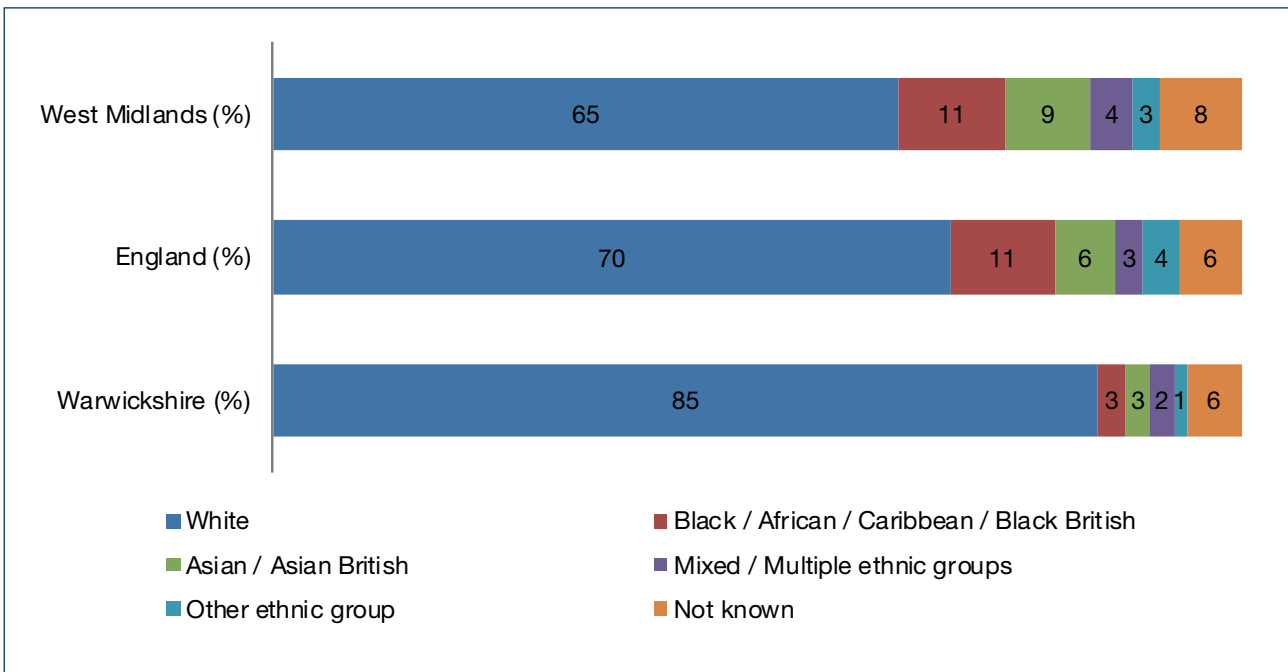


TABLE 10
Age distribution of main applicant 2019/20

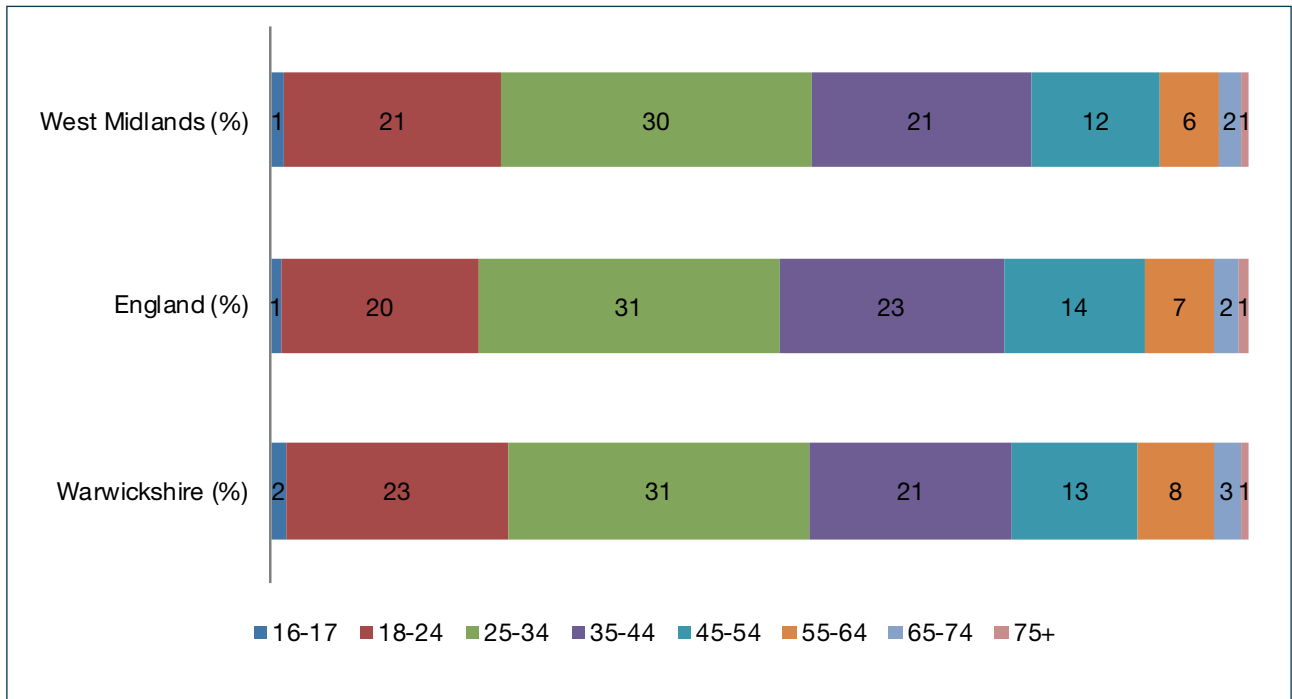


TABLE 11
Gender of single parent applicant with dependent children 2019/20

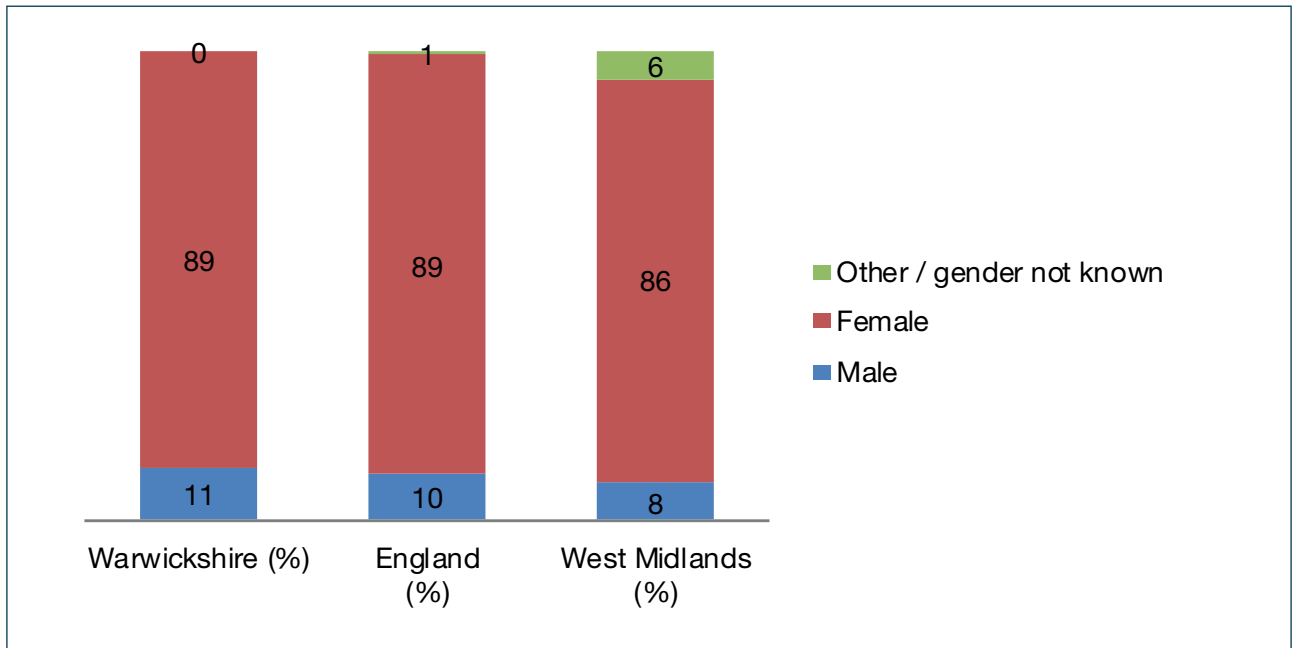
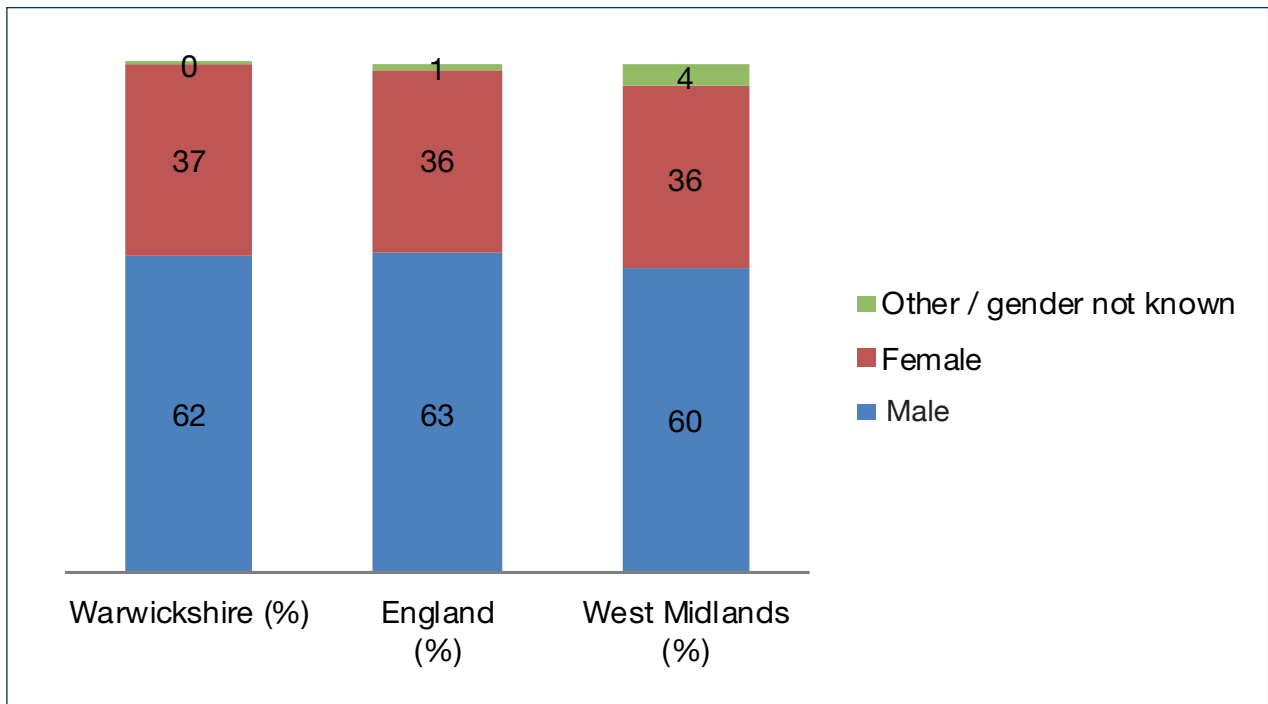


TABLE 12
Gender of single person applicant 2019/20



Appendix four - Extract from the Annual Report 2019 of the Director of Public Health for Warwickshire.

Warwickshire Health Profile 2019

● Better ● Similar ● Worse									
SHORT NAME	UNIT	ENGLAND	WARWICKSHIRE	NORTH WARWICKSHIRE	NUNEATON & BEDWORTH	RUGBY	STRATFORD-ON-AVON	WARWICK	PERIOD
Under 18 conceptions	per 1,000	17.8	17.5	18.6	22.0	21.8	11.1	14.2	2017
Low birth weight of term babies	%	2.8	2.4	2.4	2.6	3.4	1.7	1.9	2017
Breastfeeding initiation	%	74.5	Not published quality issues	61.2	61.1	82.6	81.2	80.2	2016/17
Smoking prevalence in adults	%	14.4	14.1	14.4	16.6	23.1	9.4	9.9	2018
New sexually transmitted infections	per 100,000	784	548	537	675	554	466	505	2018
5 year olds free from dental decay	%	76.7	78.4	79.3	71.8	78.1	82.6	80.9	2016/17
Overweight & obese (reception)	%	22.4	22.3	27.2	23.5	22.9	22.7	17.7	2017/18
Overweight & obese (Year 6)	%	34.3	31.7	31.9	37.6	33.6	28.4	26.0	2017/18
Hospital admissions for unintentional and deliberate injuries in children (aged 0-14 years)	per 10,000	96.4	118.3	91.9	111.7	153.0	110.5	113.5	2017/18
Overweight and obese (adults)	%	62	62.4	70.6	71.9	65.8	56.4	52.8	2017/18
Incidence of TB	per 100,000	9.2	5.5	3.6	7.8	5.6	2.9	6.4	2016-18
Suicide rate (aged 10+)	per 100,000	9.6	11.3	12.4	14.2	9.8	10.7	10.1	2015-17

● Better ● Similar ● Worse									
SHORT NAME	UNIT	ENGLAND	WARWICKSHIRE	NORTH WARWICKSHIRE	NUNEATON & BEDWORTH	RUGBY	STRATFORD-ON-AVON	WARWICK	PERIOD
Infant mortality (under 1 year)	per 1,000 live births	3.9	4.2	3.1	6.4	3.5	2.7	3.9	2015-17
Mortality rate from causes considered preventable (all ages)	per 100,000	181.5	171.8	179.3	213.1	178.6	147.2	153.2	2015-17
Under 75 mortality rate: cardiovascular	per 100,000	72.5	66.8	75.7	79.9	68.2	53.7	62.4	2015-17
Under 75 mortality rate: cancer	per 100,000	134.6	127.6	124.3	145.7	127.0	120.3	120.3	2015-17
Hip fractures in people aged 65 and over	DSR per 100,000	578	615	668	713	515	516	694	2017/18
Emergency hospital admissions for intentional self-harm (all ages)	per 100,000	185.5	157.7	107.6	154.9	187.0	174.3	155.0	2017/18
Killed or seriously injured on the roads*	per 100,000	40.8	62.6	105.5	31.6	75.0	75.1	50.9	2015-17
Hospital admissions for alcohol-related conditions (under 18 years)	per 100,000	32.9	49.6	48.7	67.9	49.8	40.1	39.5	2015/18
Sickness absence - the percentage of working days lost due to sickness absence	%	1.1	1.4	1.3	3.1	0.8	0.2	1.3	2015-17
<p>The values are coloured Red, Amber and Green (RAG) to indicate statistical significance compared to England. RAG ratings are affected by small numbers for some indicators.</p> <p>* This includes all people (residents and non-residents) killed or seriously injured on Warwickshire roads.</p>									

Appendix five - Glossary of abbreviations

A&E	Accident and Emergency
CRC	Community Rehabilitation Companies
CWPT	Coventry and Warwickshire Partnership Trust
D&Bs	The five District and Borough Councils of Warwickshire collectively
ET	Equitable Tenancy
H-CLIC	Homeless Case Level Information Collection system
HAST	Homelessness Advice and Support Team at MHCLG
HRA17	The Homelessness Reduction Act 2017
IDVA	Independent Domestic Violence Adviser
IOM	Integrated Offender Management system
LHA	Local Housing Allowance
MAPPA	Multi-agency public protection arrangements
MHCLG	The Ministry of Housing, Communities and local Government
NBBC	Nuneaton and Bedworth Borough Council
NFA	No Fixed Abode
NHS	National Health Service
NPS	National Probation Service
NWBC	North Warwickshire Borough Council
p.h.i.l.	Preventing Homelessness Improving Lives
RBC	Rugby Borough Council
RDVSW	Refuge Domestic Violence Service Warwickshire
SDC	Stratford-on Avon District Council
WCC	Warwickshire County Council
WDC	Warwick District Council
WYJS	Warwickshire Youth Justice Service

Appendix six - References

- 1 **Homeless Health Needs Audit**, Homeless Link, 2019
- 2 **The health of homeless people in high-income countries**, Fazel et al, 2014
- 3 **Office for National Statistics**, 2018
- 4 **The prevalence of mental disorders among the homeless in western countries: Systematic review and meta-regression analysis**, Fazel et al, 2008
- 5 **The Autism Employment Gap**, National Autistic Society, 2016
- 6 **The prevalence of autistic traits in a homeless population**, Churchard et al, 2018
- 7 **Cognitive impairment and homelessness: A scoping review**. Stone, Dowling & Cameron, 2018
- 8 **Chance of a lifetime: the impact of bad housing on children's lives**, Shelter, 2006
- 9 **Preventing homelessness to improve health and wellbeing**, Public Health England, 2015
- 10 **Mental Health Foundation website**
- 11 Citizens Advice press release, 2014
- 12 **Financial Inclusion Report 2018-19, HM Treasury & Department for Work and Pensions**, March 2019
- 13 **From the frontline**, Shelter, August 2019
- 14 **Joseph Rowntree Foundation website**, February 2018
- 15 **Access to rent: deposit loan scheme**, JRF, April 2018
- 16 **National Residential Landlords Association**, May 2019
- 17 **The homelessness monitor: England 2019**, Crisis, May 2019
- 18 **Coventry and Warwickshire Joint Strategic Housing Market Assessment**, Table 71, GL Hearn, 2013
- 19 **State of the PRS (Q1 2019). A survey of private landlords and the impact of welfare reforms**, RLA, 2019
- 20 **Young and Homeless 2018**, Homeless Link
- 21 **Information for Local Areas on the change to the Definition of Domestic Violence and Abuse**, Home Office, March 2013
- 22 An Independent Strategic Review of Domestic Abuse Services and Support Across Warwickshire, July 2019
- 23 **Hidden Hurt, Violence, Abuse and Disadvantage in the Lives of Women** Scott and McManus, Agenda, 2016
- 24 **Joining the dots**, McManus and Scott with Sosenko, Agenda, September 2016
- 25 **Women's Aid (2019) The Domestic Abuse Report 2019: The Economics of Abuse**. Bristol: Women's Aid.
- 26 **Behind Closed Doors**, Unicef, 2006
- 27 **Women's Aid, Survivors Handbook**
- 28 **Survivor's Justice**, Mayes, Moroz and Frolunde, Victim Support, December 2017
- 29 **Domestic abuse prevalence and trends, England and Wales: year ending March 2019**, ONS
- 30 **Rebuilding Shattered Lives**, Hutchinson, Page and Sample, St Mungo's
- 31 **Domestic abuse in England and Wales year ending March 2018**, ONS
- 32 **Housing support for ex-offenders (England and Wales)**, Bellis and Wilson, 2017
- 33 **Rough Sleeping Strategy**, MHCLG, 2018
- 34 **Now all I care about is my future, Beyond Youth Custody partnership**, 2017
- 35 **Standards for children in the youth justice system 2019**, Ministry of Justice, 2019
- 36 **Prison: the facts Bromley Briefings Summer 2019**, Prison Reform Trust, 2019
- 37 **Evidencing the link between the Local Housing Allowance freeze and homelessness**, LGA, 2020
- 38 **Balancing Act: Addressing health inequalities among people in contact with the criminal justice system**, Revolving Doors Agency, 2013
- 39 <https://www.gov.uk/government/collections/homelessness-statistics#homelessness-prevention-and-relief>



Executive
22 April 2021

Title: United Kingdom Resettlement Scheme
Lead Officer: Lisa Barker, Head of Housing Services and
Mark Lingard, Private Sector Housing Manager
Portfolio Holder: Jan Matecki
Public report / Confidential report: Public
Wards of the District directly affected: Not known at this stage

Contrary to the policy framework: No
 Contrary to the budgetary framework: No
 Key Decision: No
 Included within the Forward Plan: Yes
 Equality Impact Assessment Undertaken: No
 Consultation & Community Engagement: No
 Final Decision: Yes
 Accessibility checked: Yes

Officer/Councillor Approval

Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive	30/03/21	Bill Hunt
Head of Service	09/03/21	Lisa Barker
CMT	30/03/21	Chris Elliott
Section 151 Officer	30/03/21	Mike Snow
Monitoring Officer	30/03/21	Andrew Jones
Finance	09/03/21	Andrew Rollins/Victoria Bamber
Portfolio Holder(s)	25/03/21	Councillor Jan Matecki

1. Summary

- 1.1 This report provides an update on the United Kingdom Resettlement Scheme (UKRS) for refugees, which replaces the Syrian Vulnerable Persons Resettlement Scheme (SVPRS). It proposes to accept a further number of families to be resettled within Warwick district under the new scheme.

2. Recommendations

It is recommended that Executive:

- 2.1 Note the work undertaken during the previous SVPRS.

- 2.2 Approve the resettlement of a further four refugee households under the new UKRS, between April 2021 and 31 March 2025.
- 2.3 Note that this commitment is dependent on the continuation of the properly funded arrangements being in place to manage and settle refugees.

3. Reasons for the Recommendations

- 3.1 The Council has successfully resettled six Syrian refugee families under the previous resettlement programme (SVPRS).
- 3.2 Local authorities in the UK have been asked by the Home Office to make pledges as to how many refugee households they can settle within their areas under the new resettlement programme (UKRS). Our pledge is in line with the majority of other Warwickshire District and Boroughs. Levels have been agreed with WCC to ensure that they have sufficient funding to support all new arrivals across the county.
- 3.3 Warwickshire County Council (WCC) receive the government funding for this work and the current budget is in a financially strong position. The longer term funding, beyond the 2021/22 financial year, is dependent on the **outcome of the Government's spending review**. This should be known by the time of the Executive meeting.

4. Policy Framework

- 4.1 Fit for the Future (FFF)

The Council's FFF Strategy is designed to deliver the Vision for the District of making it a Great Place to Live, Work and Visit. To that end amongst other things the FFF Strategy contains several key projects.

The FFF Strategy has 3 strands – People, Services and Money and each has an external and internal element to it. The information below illustrates the impact of this proposal if any in relation to the Council's FFF Strategy.

4.2.1 External impacts of proposal(s)

People - Health, Homes, Communities - Housing needs for all met.

Services - Green, Clean, Safe – Refugees are often fleeing incidents of conflict and therefore by providing accommodation and support, enable those families to be safe.

Money- Infrastructure, Enterprise, Employment – None

4.2.2. Internal impacts of the proposal(s)

People - Effective Staff – Arabic speaking support workers are employed by WCC to help resettle the families.

Services - Maintain or Improve Services – None

Money - Firm Financial Footing over the Longer Term - None

4.2 Supporting Strategies

Each strand of the FFF Strategy has several supporting strategies. Improving housing **standards in residents' homes directly and positively contributes to** the Housing and Health-and-Wellbeing priorities. It also contributes to the Housing and Homelessness Strategy objective of improving the management and maintenance of existing housing.

4.3 Changes to Existing Policies

Under the previous refugee resettlement scheme (SVPRS) families were housed in the private rented sector. The high rental value of properties in Warwick district has meant that after the initial two-year rental support from the project ends, the properties become unaffordable for most of the families **and they are having to be rehoused through the Council's Home Choice** scheme. Therefore, it is proposed that under the new refugee scheme (UKRS) the families will be housed immediately in the social sector to give them the security and stability they need to rebuild their lives.

4.4 Impact Assessments

An impact assessment has not been completed as this report is about the **Council's continued involvement in supporting vulnerable** refugees, via a Government resettlement scheme. Its focus is therefore upon providing a stable home to this cohort who are amongst the most vulnerable and disenfranchised populations in our society.

5. Budgetary Framework

5.1 The finance is provided by the Home Office directly to WCC to administer the scheme.

6. Risks

6.1 The Government funding for the financial year 2021-22 has already been confirmed. The outcome of the Government spending review for the long term funding for the UKRS should be known by the time of the Executive meeting. If the long term funding is less than expected WCC will review with the Districts and Boroughs in Warwickshire how many families, they are able to support.

7. Alternative Option(s) considered

- 7.1 The authority could choose not to re-settle any further refugees. However, this stance is likely to come under pressure from local groups supporting the new resettlement scheme and the broader humanitarian situation.
- 7.2 The resettling of higher numbers of households was considered but this **would detract from the Council's ability to house homeless families and** others in housing need in the District.

8. Background

- 8.1 The Government asked local authorities in March 2016 to consider assisting with the resettling of Syrian refugees, to help it meet its commitment of finding homes for 20,000 refugees by 2020.
- 8.2 Warwick District Council successfully met its commitment to rehouse five families under the SVPRS. Then at the end of 2018, sought to assist **up to** a further five families in the remaining life of the scheme.
- 8.3 Whilst the scheme was originally going to run until 2020 the Home Office brought forward the timescale, so the SVPRS ended in December 2019. This severely restricted the ability to assist further families. However, one further family was rehoused in Warwick district.
- 8.4 When the decision was taken to help meet the Government target under the SVPRS all the Districts and Boroughs in Warwickshire agreed to house the refugee families in private rented accommodation.
- 8.5 It has now become clear that when the two-year rental support, provided by WCC from the Home Office funding, ends the high rental values of properties in Warwick district means that they become unaffordable. The families are then **having to be rehoused through the Council's Home Choice scheme.**
- 8.6 Three of the six families resettled under the SVPRS have already been rehoused in the social sector and two of the remaining three families will need rehousing through the Home Choice scheme in the near future.
- 8.7 The obligation under the Home Office funding is to arrange accommodation for arriving refugees which meets local authority standards, ensure that this will be available on their arrival and is affordable and sustainable.
- 8.8 To resolve the affordability issue and to provide secure and sustainable accommodation for the refugee families, it is proposed that under the new UKRS a total of four families over a four-year period will be resettled in the social sector.
- 8.9 In June 2019 the Government confirmed its ongoing commitment to resettle refugees in the UK, announcing plans to introduce a UK Resettlement Scheme (UKRS) in 2020, with the aim to resettle around 5000 refugees in the first year, this date was revised to commence in 2021 due to the impact of the Covid-19 pandemic.

- 8.10 The UKRS will remain focused on supporting the most vulnerable refugees and it is expected that the nationalities of refugees resettled may change in response to world events.
- 8.11 The Home Office have committed to continue to work closely with local authorities as the profiles of those resettled change to ensure refugees are matched to housing availability in areas that can provide appropriate support.

Executive
22 April 2021

Title: Motion in relation to Fireworks

Lead Officer: Andrew Hill (Safer Communities Manager)

Portfolio Holder: Judith Falp

Public report

Wards of the District directly affected: All

Contrary to the policy framework: No

Contrary to the budgetary framework: No

Key Decision: No

Included within the Forward Plan: Yes

Equality Impact Assessment Undertaken: No

Consultation & Community Engagement: None

Final Decision: No

Accessibility checked: Yes

Officer/Councillor Approval

Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive	16/03/2021	Andrew Jones
Head of Service	15/03/2021	Marianne Rolfe
CMT	16/03/2021	Andrew Jones
Section 151 Officer		
Monitoring Officer		
Finance	06/04/2021	Mike Snow
Portfolio Holder(s)	15/03/2021	Judith Falp

1. Summary

1.1. On 25th November 2020, a motion was made to Council in relation to Fireworks, and the following was agreed

This Council:

- requests that a report is brought to the Executive, before the end of August 2021, on the ability for this Council to require all public firework displays within the local authority boundaries to be advertised in advance of the event, allowing residents to take precautions for their animals and vulnerable people
- requests that the Executive brings forward proposals actively to promote a public awareness campaign about the impact of fireworks on animal welfare and vulnerable people – including the precautions that can be taken to mitigate risks
- will write to the UK Government urging them to introduce legislation to limit the maximum noise level of fireworks to 90dB for those sold to the public for private displays
- requests that the Executive writes to Warwickshire County Councillors within Warwick District to consider what action Warwickshire County Council could **take to encourage local suppliers of fireworks to stock 'quieter' fireworks for public display."**

1.2 This report is the response to that motion which provides the appropriate details in relation to the motion and some additional background information in relation to how the impact of fireworks is minimised.

2. Recommendation

2.1. To note the contents of the report and agree that no further action is required in response to the Motion to Council.

3. Reasons for the Recommendation

3.1 Each of the elements of the motion will be addressed.

3.2 ***Can the Council require all public firework displays to be advertised in advance?*** Unfortunately it cannot, in all cases. It can be a requirement of any displays taking place on Council owned land, but for any other land the **Council can merely request this "good practice" takes place.**

3.3 ***Is anything currently done to publicise events?*** The Council already operates a voluntary safe firework and bonfire registration scheme and lists registered events on the Council website. This service can assist residents with particular concerns and identify when and where events are taking place. However, this registration scheme is not a statutory service and may be affected in any operational/financial review made in future.

- 3.4 In addition to the organisers of events volunteering the information to the Council, officers may also become aware of events if organisers apply/enquire about licensing issues and/or request advice relating to event safety. Should an event involve amplified music or the sale of alcohol it will require a Premises Licence from the Council. In addition to this, Council officers form part of The Warwick District Safety Advisory Group (SAG). This group provides independent advice to the organisers of **"large scale public events"** and is composed of officers from various public safety organisations. The group will provide advice in relation to events which over three thousand people will attend, or an event with a specific inherent risk. Firework events which the SAG is supporting would also be **detailed on the Council's website.**
- 3.5 ***What laws are in place in relation to fireworks?*** The main legislative controls relating to Fireworks are contained in the Fireworks Regulations 2004 (made under the Fireworks Act 2003). These regulations are enforced by the Police and place restrictions on when Fireworks can be sold and used. These restrictions are aimed at ensuring Fireworks are not **an issue other than around the times of specific "celebrations"**. As such Fireworks can only be sold between 15 Oct and 10 Nov, between 26 Dec and 31 Dec and on the three days up to and then including both Chinese New Year or Diwali (i.e. on 38 days each year). It is also against the regulations to set fireworks off between 23.00 and 07.00 except on 5 Nov (midnight) and then New Years Eve, Diwali and Chinese New Year (all 01.00). There are also restrictions in place in relation to types of fireworks that can be sold, where they can be set off and certain age restrictions. In addition, retail outlets wanting to sell fireworks are required to be licensed by Trading Standards teams (within County Councils).
- 3.6 In addition the British Fireworks Association issues a Code of Practice to members promoting legislative adherence. They also promote two **publications from the CBI Explosives Industry Group entitled "Working together on Firework Displays" and "Giving your own Firework Display"**, which are available free of charge. In all these guidance documents event organisers are actively encouraged to advise the public in relation to the event so that any necessary precautions can be made.
- 3.7 **The Council's website contains several pages** of useful information relating to the issues mentioned above and the links to relevant external websites.
- 3.8 **In relation to an awareness raising campaign, the Council's website** already recommends being a good neighbour and advising neighbouring residents of the use of fireworks so that they can take any relevant precautions. It is also highlighted at the relevant time of the year by the **Council's Dog Warden service. However, there is no** specific budget for any detailed campaign.
- 3.9 The above mentioned regulations limit the level of fireworks (legitimately sold) to 120 decibels (dB). N.B. This is generally considered to be equivalent to a thunderclap. Ninety dB is considered to be equivalent to

the noise from a lawnmower and clearly is much quieter. A petition was logged with the Government in 2020 requesting that the level be reduced to 90dB, however it has gathered little support. The required letter was sent on 21st January 2021 and copied to Councillors. A copy is included at Appendix 1.

- 3.10 The licensing arrangements mentioned ensure the 2004 Regulations are followed by retailers. Failure to comply with the Regulations can result in prosecution with possible sentences of a fine of up to £5,000 or a prison sentence of up to three months, or both. As is the case with the advertising of events, it would only be a request the County Council could make that retailers sell quieter fireworks. The required letter was sent on 21st January 2021 and copied to Councillors. A copy is included as Appendix 2.
- 3.11 It is the Officer's view that no further action is required, but that the O&S Committee could decide whether it wishes to undertake any further scrutiny of this issue in the lead up to, or aftermath of, November 5th this year.

4. Policy Framework

4.1. **Fit for the Future (FFF) - The Council's FFF Strategy is designed to deliver** the Vision for the District of making it a Great Place to Live, Work and Visit. To that end amongst other things the FFF Strategy contains several Key projects.

4.1.1. The FFF Strategy has 3 strands, People, Services and Money, and each has an external and internal element to it, the details of which can be found [on the Council's website](#). The table below illustrates the impact of this proposal if any in relation to the Council's FFF Strategy.

4.2. FFF Strands

4.2.1 External impacts of proposal(s)

People - Health, Homes, Communities – The effective control over the use of fireworks can have a positive impact on the mental health of vulnerable humans and animals.

Services – Green, Clean, Safe – This report aims to provide clarification of roles and responsibilities of the responsible agencies.

Money – Infrastructure, Enterprise, Employment – This report aims to provide clarification of roles and responsibilities of the responsible agencies.

4.2.2. Internal impacts of the proposal(s)

People - Effective Staff – none identified

Services – Maintain or Improve Services - Clarification of roles and responsibilities

Money – Firm Financial Footing over the Longer Term – none identified

4.3. **Supporting Strategies**

4.3.1. None are identified

4.4. **Changes to Existing Policies**

4.4.1 None are identified

4.5. **Impact Assessments**

4.5.1 None are identified

5. Budgetary Framework

5.1. This report has no impact on current budgets.

6. Risks

6.1. There are none identified.

7. Alternative Option(s) considered

7.1. None were considered.

8. Background

8.1. There is no other relevant background information.

9.0 Appendices

Appendix 1 – letter to H.M. Government

Appendix 2 – Letter to County Councillors (via email)

Appendix 1 – Letter to H.M. Government



Councillor Andrew Day
Leader of the Council
Member for Bishop's Tachbrook

Warwick District Council, Riverside House
Milverton Hill, Royal Leamington Spa, CV32 5HZ

The Office of the Prime Minister
10 Downing Street
Westminster
London
SW1A 2AA

direct line: 01926 889417

email: andrew.day@warwickdc.gov.uk

web: www.warwickdc.gov.uk

our ref: AD/F1
your ref:

12 April 2021

Dear Sirs

Re: Fireworks

At a recent Full Council meeting of Warwick District Council a motion was agreed which required a letter to be sent to the UK Government in relation to the level of noise from fireworks. The motion was as follows: -

“This Council will write to the UK Government urging them to introduce legislation to limit the maximum noise level of fireworks to 90dB for those sold to the public for private displays.”

The background to this motion was in relation to the amount of noise disturbance fireworks cause for animals and vulnerable members of our society.

I am aware that there is an active petition before you at the moment and would request that this letter is viewed as showing support for that petition.

If you require any further information please contact Andrew Hill, Safer Communities Manager, Warwick District Council, Riverside House, Milverton Hill, Leamington Spa, CV32 5HZ or via Andrew.hill@warwickdc.gov.uk.

Yours sincerely

Councillor Andrew Day
Leader of the Council

Appendix 2 – Letter to County Councillors (via email)

Dear Councillor

Re: Sale of Fireworks

At a recent meeting of the Full Council of Warwick DC a motion was agreed which required me to write to you. The wording of the motion was as follows:-

“The Council requests that the Executive writes to Warwickshire County Councillors within Warwick District to consider what action Warwickshire County Council could take to encourage local suppliers of fireworks to stock ‘quieter’ fireworks for public display”.

The background to this motion related to the amount of noise disruption fireworks gives to animals and the vulnerable members of our society.

As you are no doubt aware Warwickshire County Council’s Trading Standards Service issues licences to outlets selling fireworks and is therefore in direct contact with them. On behalf of Warwick D.C. I am requesting that officers engage with licensed outlets in an attempt to persuade them to stock quieter fireworks. If quieter fireworks are more widely available and purchased by the public, it will help to reduce the levels of noise associated with fireworks and assist those living in fear at certain times of the year.

For any further information please contact Andrew Hill, Safer Communities Manager, Warwick District Council, Riverside House, Milverton Hill, Leamington Spa, CV32 5HZ

Yours sincerely

Andrew Day

Leader of Warwick Council.

Executive
22 April 2021

Title: Review of Assets at Adelaide Bridge / Clubland
Lead Officer: Russell Marsden
Portfolio Holder: Councillor Jan Matecki
Public report / Confidential report: Public
Wards of the District directly affected:

Contrary to the policy framework: No
 Contrary to the budgetary framework: No
 Key Decision: Yes
 Included within the Forward Plan: Yes
 Equality Impact Assessment Undertaken: No
 Consultation & Community Engagement: Yes
 Final Decision: No
 Accessibility checked: Yes

Officer/Councillor Approval

Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive	01.04.21	Bill Hunt
Head of Service	05.03.21	S Partner
CMT	01.04.21	
Section 151 Officer	01.04.21	Mike Snow
Monitoring Officer	01.04.21	Andy Jones
Finance	01.04.21	Victoria Bamber
Portfolio Holder(s)	01.04.21	Cllr Jan Matecki

1. Summary

- 1.1 Warwick District Council owns the freehold to the Adelaide Road/ Clubland site that incorporates eight buildings (& a sub-station) held by a variety of third party interests comprised of long leaseholds and traditional leases, a number of which are nearing expiry.
- 1.2 This, combined with the poor condition and general aesthetic value of a number of the properties has given the Council the opportunity to undertake a review of the site.
- 1.3 Appendix One to this report provides a general overview of the site, a review of lease interests and a summary of the condition of the built assets. It also sets out a review of each organisation, currently occupying a property on the site, future aspirations and an assessment of how those aspirations might affect the available options for how the site is used in the future.

2. Recommendations

- 2.1 That Executive notes the contents of Appendix One.
- 2.2 That Executive agrees that officers investigate the mechanism, financial & strategic context of the Ahmadiyya Muslim Association acquiring the Former-RNA site in order to refurbish or redevelop the site, with findings to be presented to a future Executive meeting and that in the mean-time the Council offers to extend the existing lease by 5 years
- 2.3 That Executive requests further detail from the Royal Leamington Spa Canoe Club to support their aspiration to acquire their current site for refurbishment or redevelopment with findings to be presented to a future Executive meeting and that in the mean-time the Council offers to extend the existing lease by 5 years.
- 2.4 That, subject to approval of recommendation 2.1, Executive agrees that Leamington LAMP is advised of its intent, with a view to LAMP being encouraged to relocate to off-site accommodation more appropriate for an Independent School, assisted where possible by the District and County Council and in the mean-time Council offers to extend the existing lease by 5 years.
- 2.5 That the Executive agrees that the Council continues to work with the Leamington & Warwick Sea Cadets in view of their existing lease end date (2027) and expansion plans potentially involving the neighbouring Sub Aqua Club site.
- 2.6 That Executive agrees that the Council explores how to expand existing river access from the north bank by examining and revising existing demises or future leases.
- 2.7 That Executive agrees that the long term benefits and mechanisms of a Community Asset Transfer are investigated and the findings reported back to a future meeting.

3. Reasons for the Recommendations

3.1 Recommendation 2.1

3.1.1 The recommendations in this report have been agreed by the Council's Asset Steering Group, based on the information set out in Appendix One.

3.2 Recommendation 2.2: Ahmadiyya Muslim Association (AMA)

3.2.1 The Ahmadiyya Muslim Association has occupied Site 3 (Figure 1 on the attached document) since 2007 when the former Warwickshire Clubs for Young People was sold on long-lease and subject to significant works to provide a new Mosque funded by the Association. They have also occupied the Former-RNA (Site 2, Figure 1) since 2018, where an opportunity to take a short lease (allowing for an outcome of the Creative Quarter project) which **enabled expansion of AMA's activities** (to include major functions, meeting spaces, activities for women, a public Islamic exhibition centre and potential accommodation for a local Imam).

3.2.2 The AMA calculate they have undertaken works to a value of around £25,000 since taking the lease, with the Council having spent a further £20,000 to resolve historic defects, install a fire alarm and resolve compartmentation issues.

3.2.3 A statement of intent has been provided by the Association, with proposals for the future use of the Former-RNA building, providing benefits to the local Ahmadiyyan Muslim community as well as other local community groups. Specific reference is made to seeking agreement to allow LAMP to continue their use of the building.

3.2.4 Whilst the AMA understand that there is interest in the Former-RNA site from other organisations, they also believe that some assurances have been given by the Council regarding their future on this site, with the consolidated benefit with their existing building (Site 3) already presenting proof of concept.

3.2.5 At present it would seem that the Association believes their only solution is the acquisition of Site 2 on a long term basis, either as a 99-year lease or freehold purchase. They would like to redevelop the site via refurbishment or rebuild with funding for such an opportunity is likely to come from the AMA UK.

3.3 Recommendation 2.3: Royal Leamington Spa Canoe Club (RLSCC)

3.3.1 They have been located on the site since early 1970s, and currently have circa 250 members, with an aspiration to expand membership.

3.3.2 It is a highly successful club with important community outreach and vision to become a leading centre of excellence within UK with a significant history in national and international racing and it is part of the UK talent pathway programme. They have highlighted that their current location (Site 4, Figure 1) is ideal for access into various stretches of the River Leam, enabling a wide variety of canoeing activities and have confirmed that the

Former-RNA building (Site 2), at a higher elevation above the river, which is far less suited to their activities, as such is not part of their future plans.

3.3.3 The club is looking to expand membership and enhance access to the river including improved facilities for para canoeing and the current building is no longer fit for purpose if club is to expand as it requires additional storage and welfare facilities plus general refurbishment and Mechanical & Electrical upgrades.

3.3.4 The club has an aspiration to expand current pontoons/ jetties alongside Sites 2 and 3 (the AMA, Former-RNA) and perhaps Site 5 (St **Patrick's Irish Club**) if agreement can be reached and a draft Business Plan has been shared, including concept drawings to add an additional floor level to the current site plus other refurbishments. In order to do so, the club indicate the need for the gift of the freehold or a long-leasehold at a minimal / peppercorn rent but the current document amounts to more of a statement of intent and would require substantially more detail regarding costs for redevelopment, funding strategies etc. before the Council could make a final decision.

3.3.5 However, the limited remaining lease term (currently less than 1yr, **secured tenure**) has hindered the club's funding opportunities.

3.4 Recommendation 2.4: Leamington LAMP

3.4.1 LAMP has been a tenant since 2012, and is an alternative education provider for young people with autism or high anxiety and is currently seeking Independent School status.

3.4.2 Its existing building running to capacity, with additional teaching and examination space licenced from Site 2 (the AMA in the Former RNA building).

3.4.3 Development of the existing building to increase space and range of teaching facilities (requisite in terms of future expansion of age groups, numbers and requirements of an Independent School curriculum) is limited by planning constrains in a conservation area and of the existing building layout (which is long and thin).

3.4.4 LAMP has approached the Council to move to or expand operation into the Former RNA Club but acknowledge that there are limited funds available to refurbish the Former-RNA into an educational establishment (Appendix 4, Atkins study commissioned by the Council has suggested circa £1.6M to meet Building Bulletin (BB) 104 standards). Their Business Case, provided to the Council in 2018 regarding their plans for the Former-RNA, was more a statement of intent, arguably lacking clear financial, redevelopment, and asset management data but suggests that current short lease terms on LAMP building has limited their access to funding.

3.4.5 LAMP have been open to the prospect of moving to more suitable premises off-site, though market rents appear unaffordable. The Council has assisted with meeting with WCC's **One Public Estate team**.

3.5 Recommendation 2.5: Leamington & Warwick Sea Cadets (LWSC)

3.5.1 LWSC has been in existence for over 75 years, having had a presence in Clubland for 50 years and they effectively run a Sea Cadets 'franchise' existing as an independent charity, with trustees overseeing the groups own assets, finances and development.

3.5.2 The Marine Society and Sea Cadets (MSSC) provides advice to the group regarding property matters and fundraising, whilst also providing small funds for annual maintenance if required.

3.5.3 The Sea Cadets previously occupied Site 6: LAMP, vacating this space during a drop in membership with the currently occupied building having been leased in when the Sub Aqua club moved out and currently have 35 members between the ages of 10 to 18 years, and 15 volunteers. Numbers have dropped slightly during non-active recruitment due to COVID-19, but the Sea Cadets are keen to expand their numbers.

3.5.4 The current building houses a first floor meeting room (or Main Deck - capacity for just about 35 members) and classroom facilities, WCs, showers and changing facilities. There is limited disabled access, with only stair access to the first floor and the meeting space is not large enough to undertake a marching drill, with external areas around the Sea Cadets building, providing an alternative in good weather.

3.5.5 The group submitted proposals to expand the current building over the adjacent Sub Aqua Club garage in order to provide additional space. Planning permission was granted. This was deemed to be the best option at the time for expansion but work did not proceed following the inclusion of Clubland into the Cultural Quarter project (since excluded, giving uncertainty regarding the future of Clubland). In addition to this, a lack of clarity regarding permission to build above the Sub Aqua garage (with whom productive discussions were held), lead to a loss of available grant funding.

3.4.6 The group has invested in the existing building, having undertaken roof repairs, the installation of PV panels, new WCs, showers, a kitchen, replacement windows and internal decorations and the Sea Cadets still have an aspiration to expand the floor space of the existing building or relocate to another building, though their preference is to remain in the Clubland area.

3.5.7 The Sea Cadets have a long history of working in the community to help young people, including those from a disadvantaged background, develop in a safe and friendly environment. An external impact assessment report has recently been published that details their successes in this area.

3.6 Recommendation 2.6: Explore how to expand river access from the north bank

3.6.1 Improved access to the river could be mediated by improvements to the north bank of the Leam that borders the Clubland site and the addition of specialist pontoons and jetties would enhance access for disabled persons.

Such improvements would be significantly enhanced by the proposals to **introduce a new 'Commonwealth Bridge' linking the adjacent Riverside Walk and Adelaide Road sites to Victoria Park and Bowls Pavilion.**

3.6.2 An associated bank-side habitat management plan would enable the maintenance of the built assets alongside the adjacent habitat.

3.6.3 The Environment Agency have confirmed that a bespoke flood risk activity permit would be necessary for such work.

3.7 Recommendation 2.7: Investigate the long term benefits of a Community Asset Transfer

3.7.1 This would involve a review with the long term aim to transfer the Council held Clubland assets via a Community Asset Transfer.

3.7.2 This would transfer of management/ ownership at less than market value to enable regeneration of the area given that Planned and Preventative Maintenance liabilities appear to exceed asset valuations.

4. Policy Framework

4.1 Fit for the Future (FFF)

The Council's FFF Strategy is designed to deliver the Vision for the District of making it a Great Place to Live, Work and Visit. To that end amongst other things the FFF Strategy contains several Key projects.

The FFF Strategy has 3 strands, People, Services and Money, and each has an external and internal element to it, the details of which can be found on the **Council's website**. The table below illustrates the impact of this proposal if any in relation to the Council's FFF Strategy.

4.2 FFF Strands

External impacts of proposal(s)

People - Health, Homes, Communities – The Adelaide Road / Clubland location and associated assets is the home to a number of diverse organisations but all of which have a common theme of providing facilities and services to key sections of the local community.

Services - Green, Clean, Safe – The proposals contained in this report aim to facilitate access to external funds and security for a number of organisations, and of any plans to upgrade existing assets would take in to account the need for additional energy efficiency with the aim to move **towards the Council's aim of emissions within Warwick District are as close to zero as possible by 2030.**

Money- Infrastructure, Enterprise, Employment – The aim is to nurture and support a vibrant and diverse community based facility Internal impacts of the proposal(s)

People - Effective Staff – - N/A

Services - Maintain or Improve Services – The proposals would aim to securing and developing community based services for the benefit of the District and wider community.

Money - Firm Financial Footing over the Longer Term – The proposals in this report seek to reduce the financial impact of future maintenance and upkeep of existing assets whilst enabling organisations to access external funds through additional length of tenure or asset disposal.

4.3 Supporting Strategies

Each strand of the FFF Strategy has several supporting strategies and the relevant ones for this proposal are Contained in the Asset Management Strategy.

4.4 Changes to Existing Policies

This report proposes the adoption of a new Strategy.

4.5 Impact Assessments

N/A

5. Budgetary Framework

- 5.1.** There are no specific budget implications in this document other than extension of leases provides continuation of rental / lease income.

6. Risks

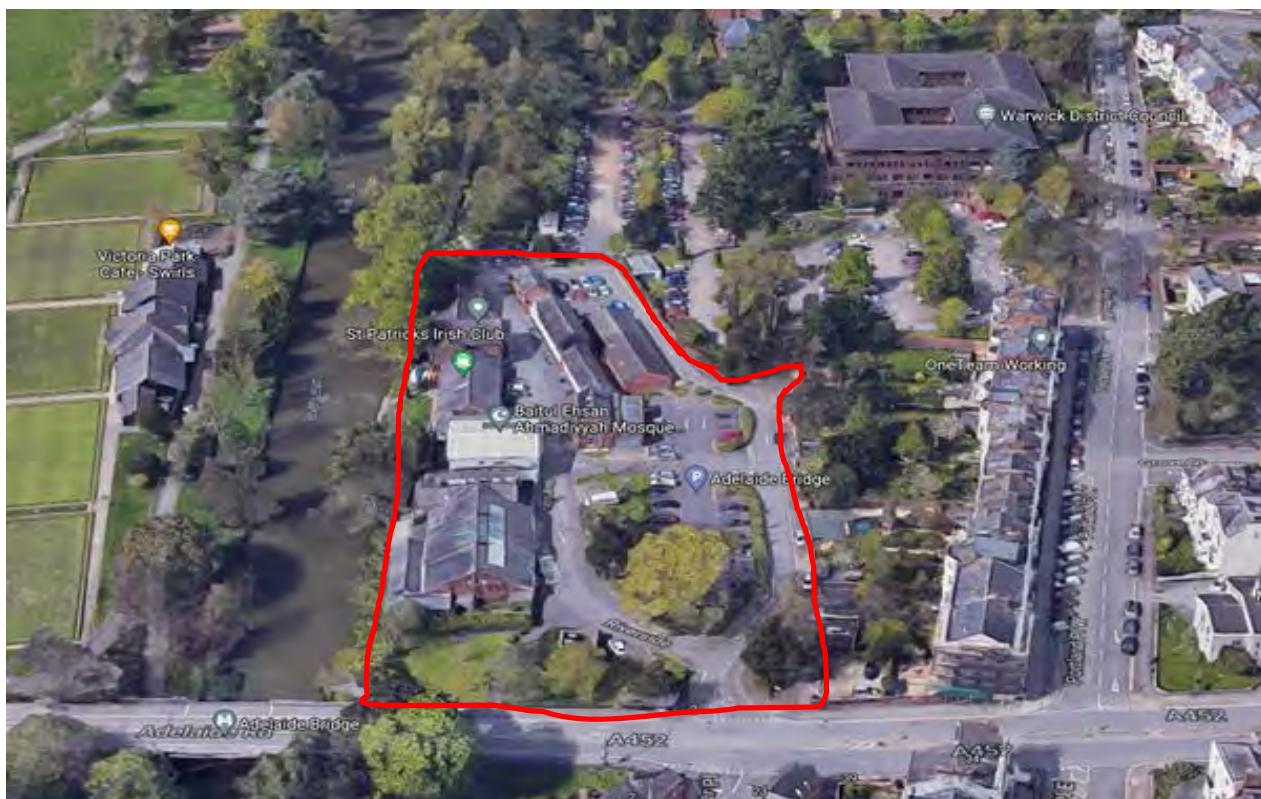
- 6.1.** Risks include one or more important community based services and organisations are lost to the district with potential for increased liability for premises upgrades falling on the Council.
- 6.2.** Also potential for lost income if organisations are forced to leave / close.
- 6.3.** Longer term proposals for a Community Asset Transfer would help to secure the future of community organisations whilst reducing potential liability falling on the Council.

7. Alternative Option(s) considered

- 7.1.** Continuation of short term lease arrangements. This would have the downside of not providing organisations with the security of tenure needed to secure external funding.

Appendix One

Adelaide Bridge/ Clubland Overview



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Definitions:

Adelaide Road/ Clubland	Clubland
Warwick District Council	The Council
Site 1: Sub Station	Sub Station
Site 2: Former Royal Naval Association Club	Former-RNA
Site 3: Ahmadiyya Musilm Association	AMA
Site 4: Royal Leamington Spa Canoe Club	RLSCC
Site 5: St Patrick's Irish Club	StPIC
Site 6: Leamington Lamp	LAMP
Site 7: The Nelson Gym	NG
Site 8: Leamington & Warwick Sea Cadets	L&WSC
Site 9: Leamington & Warwick Sub Aqua Club	L&WSubAC

Section 1: Abstract and Summary of Recommendations

Warwick District Council owns the freehold to the Adelaide Road/ Clubland site that incorporates eight buildings (and a sub-station) held by a variety of third party interests comprised of long leaseholds and traditional leases, a number of which are nearing expiry. This, combined with the limited aesthetic value and poor condition of a number of the properties has given the Council the opportunity to undertake a review of the site. A conundrum presents itself as many of the community-led aspirations within the area are not met by the size, condition or existing tenancies of the buildings, with two tenants have competing interests regarding the future tenure of the former Royal Naval Association Club. Without commitment from the Council regarding future lease arrangements the organisations are unable to fully plan and finance their future intentions; however, without an evidenced approach to underpin each organisation's vision the Council cannot readily agree terms and assign tenures. How can the Council therefore support all the organisations to achieve their worthwhile and supportable objectives is a key question?

Leamington LAMP, the Royal Leamington Spa Canoe Club and the Ahmadiyya Muslim Association have each approached the Council regarding their future development intentions within the site with a view to acquiring a long leasehold or freehold. Addressing these matters have been further complicated regarding the sites positioning within the Creative Quarter and Commonwealth Games projects.

More recently, the effect of the COVID-19 pandemic on the tenants and Council have taken hold: The Council must undertake to ensure that it carefully balances commercial reality within its MTFS alongside its support of community benefit, whilst income and funding options for clubs and organisations is and will continue to be constrained. The Adelaide Road/ Clubland site is acutely affected by these variables.

This briefing note first provides a general overview of the site, review of lease interests and condition of the built assets. This is followed by a review of each organisation's future aspirations, followed by an update of how these aspirations affect the outcomes for previously tabled options. Finally, 6 further recommendations are provided to address the Clubland community's current uncertainty and provide a roadmap for the area's future.

Namely, that the Council:

- 1. Investigates the mechanism, financial & strategic context of the AMA acquiring the Former-RNA site in order to refurbish or redevelop the site.**
- 2. Requests further detail from the RLSCC to support their aspiration to acquire their current site for refurbishment or redevelopment – In the mean-time potentially extend existing lease by 5 years**
- 3. Advise LAMP of Recommendation 2, with a view to LAMP relocating to more appropriate off-site accommodation as an Independent School assisted by the District and County Councils – In the mean-time potentially extend existing lease by 5 years.**
- 4. Continue to work with the L&W Sea Cadets in view of their existing lease end date (2027) and expansion plans potentially utilising the neighbouring Sub Aqua Club site.**
- 5. Explore how to expand existing river access from the north bank by examining and revising existing demises or future leases.**
- 6. Investigate the long term benefits and mechanisms of a Community Asset Transfer.**

Section 2: Site Overview

The Adelaide Bridge/ Clubland (henceforth Clubland) site within Leamington Spa occupies approximately 2.5-acres overlooking the River Leam and Victoria Park, abutting Warwick District Council offices and car park, and accessed from Adelaide Road/ A452

Locally known as 'Clubland' the site encompasses eight buildings presenting an eclectic mix of styles, varying in age, structure and condition. See Table 1 and Figure 1 for an information overview.

A tarmac looped access road way, partly adopted, circles the site providing useful access to each property, whilst a line marked pay and display car park of 46 spaces is available for public use, generating c£50,000 pa in car park fees.

Warwick District Council owns the site freehold, with the buildings being held by third party interests in the form of traditional leases and long leaseholds generating c£26,000 p.a. of income to the Council.

The site is located within a conservation area and flood risk zone - 80% Flood Zone 3 (land assessed as having a 1 in 100 or greater annual probability of river flooding >1%), 20% Flood Zone 2 (land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding). See Appendix 1.

Of the eight buildings located on the site, four border the north bank of the River Leam, four run across the spine of the site. An electricity sub-station is also located to the eastern site boundary. Table 1 and Figure 1 lists the assets geographically, running clockwise from the SE corner of the site. A colour-coding system can also be used to cross reference the properties.

The land and assets (aside from the pay and display car park) owned by the Council within the Adelaide Bridge/ Clubland site have traditionally been used to support local community groups and organisations, rather than commercially driven, traditional and long lease agreements that might have been possible for this centrally located, riverside site.

The lower rents and long leases may also reflect that many of the Council-owned properties are in need of significant planned repair, maintenance or improvement to further their existing and future use (Table 1).

The Council has contributed over £150,000 of repairs and improvements over the past eight years. Notably, however, a number of buildings would likely require significantly greater investment to bring into a state of good repair.



Figure 1. Adelaide Bridge/ Clubland Site Plan

ASSET	Site 1: Central Networks East Sub Station, Clubland, Adelaide Road	Site 2: Former RNA, Clubland, Adelaide Road	Site 3: Ahmadiyya Muslim Association, Clubland, Adelaide Road	Site 4: Canoe Club, Clubland, Adelaide Road	Site 5: St Patrick's Irish Club, Clubland, Adelaide Road	Site 6: Leamington LAMP, Clubland, Adelaide Road	Site 7: The Nelson Gym, Clubland, Adelaide Road	Site 8: Leamington & Warwick Sea Cadets, Clubland, Adelaide Road	Site 9: Sub Aqua Club, Clubland, Adelaide Road	TOTAL
ASSET CLASSIFICATION	4	4	4	4	4	4	4	4	4	
PROPOSED ASSET CATEGORY	6	4	N/A	3	N/A	3	N/A	2	2	
SQFT	270	8800	4200	3600	7100	5500	2800	2750	750	
Lease Review										
Form of Occupation	Long Leasehold	Traditional Lease	Traditional Lease	Traditional Lease	Long Leasehold	Traditional Lease	Long Leasehold	Traditional Lease	Long Leasehold	
Lease Term (yrs)	75	1	100	25	100	1	100	15	25	
Lease End Date	01.04.2081	02.09.2021	04.02.2104	01.10.2021	16.04.2093	03.09.2021	01.06.2100	09.10.2027	05.12.2036	
Energy Performance Review										
Current EPC/ DEC Certificate Rating	N/A	D76		E 111		D85		D 95		
Financial Review										
Anticipated PPM costs (next 5yrs)***	£ -	£ 267,000.00	£ -	£ 27,500.00	£ -	£ 155,000.00	£ -	£ 10,700.00	£ -	£460,200.00
Anticipated PPM costs (next 30yrs)	£ -	£ 367,000.00	£ -	£ 65,000.00	£ -	£ 270,000.00	£ -	£ 54,000.00	£ -	£756,000.00

Table 1. Adelaide Road/ Clubland Asset Overview. Asset Category 6 (Retained for Service Delivery), 4 (Outlived client/customer requirements, beyond economic recovery), 3 (Underperforming), 2 (Mostly meets performance expectations)

Section 3: Current Lease Arrangements

Current lease arrangements stand in the form of traditional and long lease agreements as detailed in Table 1.

In summary the Council has sold a long leasehold interest in:

Site 1: Central Networks East Sub Station	(25 yrs remaining)
Site 3: Ahmadiyya Muslim Association Mosque	(82 yrs remaining)
Site 5: St Patricks Irish Club	(72yrs remaining)
Site 7: Nelson Gym	(80 yrs remaining)
Site 9: Sub Aqua Club	(16 yrs remaining)

A traditional form of lease exists with:

Site 2: Former RNA Club	(<1yr remaining)
Site 4: RLSCC	(< 1yr remaining)
Site 6: Leamington LAMP	(<1 yr remaining)
Site 9: Sea cadets	(c6yrs remaining)

Clearly the site is complicated by the various leases and long leasehold interests all with different passing rents and terms.

Section 4: Energy Performance & Asset Condition

EPC ratings for the Council-owned properties range from D 76 to E 111 (Table 1), falling within the threshold for properties that can be leased (E or above). Nonetheless, these relatively low ratings outline the future cost implications necessary to improve these performance figures in light of the Council's Climate Change Emergency aspirations and likelihood for a minimum D or C rating for commercially let property in the coming years.

Appendix 2 provides a high level condition summary of each property within the Clubland site, with Table 1 detailing 5 and 30 year Planned Preventive Maintenance (PPM) costs.

Of the properties associated with long-leases (AMA, St Patrick's Irish Club, the L&W Sub Aqua Club), the general condition is good, with the majority of repairs required to external building elements (rainwater good, render, paving and so on).

For those properties on a traditional lease, (3 of the 4 are due to expire within 12 months) it is clear that significant repairing liabilities exist to ensure that those properties are maintained and subsequently yielded up in good and substantial repair. Most particularly with the Former-RNA (Asset Category 4), RLSCC (Asset Category 3) and LAMP Asset Category 3) buildings with a combined projected 5 and 30-year Planned Preventative Maintenance liability of c£260,000 and c£700,000 respectively.

In each case, the lease states that the liability for repair resides with the Lessee, though advice should be sought regarding the extent to which this liability has been diminished by the tenant through a Schedule of Condition or other prevailing lease arrangements.

Regarding future lease extensions or renewals, the commercial impact of reduced rents to cover works or upfront enabling costs to Council should be fully understood. Where repairing liabilities outweigh the property valuation, and the Council is likely to bear the costs, alternative routes to a traditional lease should be put into consideration in order to understand the best investment outcome.

Section 5: Tenant Aspirations, Future Space Requirements, Difficulties

Initial meetings were held during Spring 2020. Subsequent discussions were held with each tenant in order to understand the effect of the pandemic within their organisations.

Sites 2 & 3: Ahmadiyya Muslim Association

- Have occupied Site 3 (Figure 1) since 2007 when the former Warwickshire Clubs for Young People was sold on long-lease and subject to significant works to provide a new Mosque funded by the Association.
- Have also occupied the Former-RNA (Site 2, Figure 1) since 2018, where an opportunity to take a short lease (allowing for an outcome of the Creative Quarter project) enabled expansion of AMA's activities (to include major functions, meeting spaces, activities for women, a public Islamic exhibition centre and potential accommodation for a local Imam).
- The AMA calculate they have undertaken works to a value of c£25,000 since taking the lease, with the Council having spent a further £20,000 to resolve historic defects, fire alarm and compartmentation issues.
- A statement of intent has been provided by the Association, with proposals for the future use of the Former-RNA building, providing benefits to the local Ahmadiyyan Muslim community as well as other local community groups. Specific reference is made to seeking agreement to allow LAMP to continue their use of the building.
- Whilst the AMA understand that there is interest in the Former-RNA site from other organisations, they also believe that some assurances have been given by the Council regarding their future on this site, with the consolidated benefit with their existing building (Site 3) already presenting proof of concept.
- At present it would seem that the Association believes their only solution is the acquisition of Site 2 on a long term basis, either as a 99yr lease or freehold purchase. They would like to redevelop the site via refurbishment or rebuild.
- Funding for such an opportunity is likely to come from the AMA UK.

Site 4: Royal Leamington Spa Canoe Club:

- Located on the site since early 1970s, circa 250 members, with an aspiration to expand membership.
- A highly successful club with significant community outreach and vision to become a leading centre of excellence within UK. A significant history in national and international racing and is part of the UK talent pathway programme.
- Have highlighted that their current location (Site 4, Figure 1) is ideal for access into various stretched of the River Leam enabling a wide variety of canoeing activities.
- Confirmed that the Former-RNA building (Site 2), at a higher elevation above the river, is far less suited to their activities, as such is not part of their future plans.
- Are looking to expand membership and enhance access to the river including improved facilities for para canoeing.
- Current building is no longer fit for purpose if club is to expand, requiring additional storage and welfare facilities plus general refurbishment and M&E upgrades.
- Has an aspiration to expand current pontoons/ jetties alongside Sites 2 and 3 (the AMA, Former-RNA) and perhaps Site 5 (St Patrick's Irish Club) if agreement can be reached.
- A draft Business Plan has been issued to the Council for review, including concept drawings to add an additional floor level to the current site plus other refurbishments. In order to do so, the club indicate the need for the gift of the freehold or a long-leasehold at a minimal/ peppercorn rent.
- The current document amounts to more of a statement of intent and would require substantially more detail regarding costs for redevelopment, funding strategies etc. before the Council could make such a decision.

- The limited remaining lease term (currently <1yr, secured tenure) has hindered the club's funding opportunities.
- Pre-COVID the membership fees have covered the annual rent – post-COVID, as with other organisations, limited activities and fundraising opportunities have weakened the club's financial position.

Site 5: St Patrick's Irish Club

- On site since 1963 the current building was constructed in 1994 following the sale of a long leasehold.
- The member's club hosts community events, social gatherings and live music.
- The club provides a significant contribution to the Leamington community and views any improvement to the Clubland site and occupants as a benefit to all within the area.

Site 6: Leamington LAMP

- Tenant since 2012, and is an alternative education provider for young people with autism or high anxiety and is currently seeking Independent School status.
- Existing building running to capacity, with additional teaching and examination space licenced from Site 2 (the AMA in the Former RNA building).
- Development of existing building to increase space and range of teaching facilities (requisite in terms of future expansion of age groups, numbers and requirements of an Independent School curriculum) limited by planning constraints of conservation area and existing building layout (long and thin).
- Have approached the Council to move to or expand operation into the Former RNA Club.
- Acknowledge that there are limited funds available to refurbish the Former-RNA into an educational establishment (Appendix 4, Atkins study commissioned by the Council has suggested circa £1.6M to meet Building Bulletin (BB) 104 standards).
- Business case provided to the Council in 2018 regarding their plans for the Former-RNA, though more a statement of intent, lacking clear financial, redevelopment, and asset management data.
- Suggest current short lease terms on LAMP building has limited their access to funding.
- Have been open to the prospect of moving to more suitable premises off-site, though market rents appear unaffordable. The Council has assisted with meeting with WCC's One Public Estate team.

Site 7: The Nelson Gym

- Have occupied the site since 1979, the club's history can be traced back to the Nelson Gelatine Factory in Warf Street, Warwick.
- The current building was constructed in 1995 having been funded from accumulated membership fees.
- The gym continues to maintain a steady membership with a specific interest in weight lifting.
- The availability of parking is a great benefit.

Site 8: Leamington & Warwick Sea Cadets

- In existence for over 75 years, having had a presence in Clubland for 50 yrs.
- They effectively run a Sea Cadets 'franchise' existing as an independent charity, with trustees overseeing the groups own assets, finances and development.
- The Marine Society and Sea Cadets (MSSC) provides advice to the group regarding property matters and fundraising, whilst also providing small funds for annual maintenance if required.

- The Sea Cadets previously occupied Site 6: LAMP, vacating this space during a drop in membership with the currently occupied building having been leased in when the Sub Aqua club moved out.
- Currently with 35 members between the age of 10 to 18 years, and 15 volunteers, numbers have dropped slightly during non-active recruitment due to COVID-19, the Sea Cadets are keen to expand their numbers.
- The current building houses a first floor meeting room (or Main Deck - capacity for just about 35 members) classroom facilities, though space is tight, WCs, showers and changing facilities. There is limited disabled access, with only stair access to the first floor.
- The meeting space is not large enough to undertake a marching drill, with external areas around the Sea Cadets building, providing an alternative in good weather.
- The group submitted plans to expand the current building over the adjacent Sub Aqua Club garage in order to provide additional space. Planning permission was granted. This was deemed to be the best option at the time for expansion.
- Work did not proceed following the inclusion of Clubland into the Cultural Quarter project (since excluded, giving uncertainty regarding the future of Clubland). In addition to this, a lack of clarity regarding permission to build above the Sub Aqua garage (with whom productive discussions were held), lead to a loss of available grant funding.
- The group has invested in the existing building, having undertaken roof repairs, the installation of PV panels, new WCs, showers, a kitchen, replacement windows and internal decorations.
- The Sea Cadets still have an aspiration to expand the floor space of the existing building or relocate to another building, though their preference is to remain in the Clubland area.
- The Sea Cadets have a long history of working in the community to help young people, including those from a disadvantaged background, develop in a safe and friendly environment. An external impact assessment report has recently been published that details their successes in this area.

Site 9: Leamington & Warwick Sub Aqua Club

- Located on the site since 1983. Having previously also leased Site 8, in 2011 the club moved solely to the boat shed, equipping it with a training room and having provision for compressor equipment.
- Whilst the boat shed has both an electrical and water supply, it does not include any welfare or sanitary facilities with St Patrick's Irish Club providing toilet facilities when required.
- With 24 current members, the Club is looking to move the group forwards, increasing membership and its involvement with local community organisations.
- The group is typically self-funded, though grants might be available to assist with expansion plans.
- Previous consideration has been given to adding an additional storey to the boat house, allowing for a larger meeting space and the potential for improved welfare facilities.
- The current focus of fund-raising is focused on the upcoming need to replace the compressor equipment.
- A formal access arrangement to the river would be beneficial, allowing the group to test their boat equipment.
- The group is open to considerations regarding occupation of a shared space, though welfare and security issues would need to be addressed.

Section 6: Review of Previously Tabled Options

The Clubland conundrum is derived from the fact that many of the lessees within the site have future aspirations that are not met by the size, condition or existing tenancies of the buildings they occupy, with two tenants have competing interests regarding the future tenure of the Former-RNA site. However, without commitment from the Council regarding lease arrangements, the organisations are unable to fully plan and finance their future intentions. Further, a review of current value vs. asset liabilities requires the Council to acknowledge the commercial viability of the site.

A range of options have been previously considered, with this review work enabling a number of recommendations to be discounted:

Option A: Leamington LAMP take occupation of the Former-RNA. The AMA occupy the LAMP Building.

Discount this option given:

- Atkins Report suggests costs to refurbish the Former-RNA building into suitable and complaint school accommodation is circa £1.6M.
- Highly unlikely LAMP could access such funding. Therefore, any lease arrangement will have to accept limited regeneration or improvement to the building and unresolved repairing liabilities potentially resurfacing for the Council.
- Whilst the AMA have acknowledged that one option is to move from their temporary position at to a longer agreement at LAMP, they believe that this would be to the detriment of their existing operations in which the Mosque and Former-RNA Club buildings can operate efficiently and collectively given their neighbouring locations.
- As such recommendation is sub-optimal for the AMA and potentially unfeasible for LAMP and does not provide the Council with any certainty regarding the long-term liabilities associated with the Former-RNA site.

Option B: Leamington LAMP to expand eastwards using the buildings occupied by the Sea Cadets and Sub-Aqua Club, with additional space created by extending above the Sub Aqua garage.

Discount this option given:

- Option only viable if the Sea Cadets and Sub Aqua organisations felt they could be accommodated in suitable alternative accommodation.
- Discussions suggest this is unlikely, especially for the Sea Cadets who aspire to further expansion and therefore increased space, whilst preferring the Adelaide Bridge location.
- Sharing facilities with other organisations (such as the RLSCC) is complicated by safeguarding and meeting time conflicts.
- Furthermore, it is not clear that LAMP's expansion into the neighbouring properties would provide an optimal medium/ long-term solution, instead, only adding additional constrained teaching space.

Option C: RLSCC to occupy the former Royal Naval Association building, potentially with the Sea Cadets and Sub-Aqua Club, allowing LAMP to expand within the central block of buildings and the Muslim Association taking the current RLSCC site, integrating it into the Mosque.

Discount this option given:

- The RLSCC have indicated that they do not wish to take on the former Royal Naval Association building as it's elevated position above the river does not meet their operational requirements.

- It is likely that the current condition of the building is also off-putting, requiring maintenance even before any redevelopment works can be delivered.
- The L&W Sea Cadets do not have an appetite to share facilities with the RLSCC.
- The Sub Aqua Club may be interested in shared facilities, though not in this guise.
- It is unlikely that LAMP's expansion into the neighbouring properties would provide an optimal medium/ long-term solution, as it only adds additional constrained teaching space.

Section 7: Revised Recommendations

In light of this review and data within, the following recommendations for the Clubland site should be considered:

Recommendation 1: Investigate the mechanism, financial & strategic context of the AMA acquiring the Former-RNA site in order to refurbish or redevelop the site.

- The favoured option for the Ahmadiyya Muslim Association.
- Of all the existing tenants, this would appear to be the best fit for the Former-RNA site, given the location and condition of the asset would appear to discount other Clubland organisations. There is already proof of concept and that the AMA appear to have the most secure funding stream for development works (within AMA UK).
- Nonetheless, WDC is yet to receive any substantial Business Plan that provides any assurances regarding the delivery of a refurbishment or redevelopment scheme for the site, only concepts and aspirations.

How might the Council support the AMA's aspirations whilst being equitable with their support for other organisations on the site and with due reference to the Council's MTFS?

- The Council should enter into further discussion with the AMA requesting an updated and detailed business plan, especially given the impact of COVID-19, before any decision can be made.
- Should the long leasehold or freehold be offered to the AMA, an Open Market Valuation should be sort to understand the differing budget implications to the Council.
- The Former-RNA site occupies a prime location adjacent to the river and Adelaide Road and Bridge. An Open Market Valuation should be sought in order to determine the financial benefit to the Council should it be willing to sell the freehold of this particular site.
- The Council may get more development control via a long lease.
- The Council should continue to work with LAMP, accepting this is not their favoured option, to explore how they will continue to deliver their aspirations.
- The Council should clarify AMA's proposal that they continue to provide additional space to LAMP; this would result in a third party arrangement outside of the Council's control

Recommendation 2: Request further detail from the RLSCC to support their aspiration to acquire their current site for refurbishment or redevelopment – In the mean-time extend existing lease by 5 years

- RLSCC have requested freehold gifted to them or would need a long-term lease at a minimal if not peppercorn rent.
- RLSCC have indicated that COVID-19 has impacted their existing funding arrangements and will no doubt hinder future fund-raising opportunities.

- Whilst the building is in clear need of repair and upgrade, WDC is yet to receive any substantial Business Plan that provides any assurances regarding the delivery of a refurbishment or redevelopment scheme for the site, only concepts and aspirations.

How might the Council support the club's aspirations whilst being equitable with their support for other organisations on the site and with due reference to the Council's MTFS?

- Grant a further short (e.g. 5 year) lease to enable the formation of a suitable and sufficient business plan and to understand post-COVID funding arrangements. Only then can the Council agree terms regarding a sale or potential gift of the long-lease or freehold.
- Maintain communication in order to support the club.

Recommendation 3: Advise LAMP of Recommendation 2, with a view to LAMP relocating to more appropriate off-site accommodation as an Independent School assisted by the District and County Councils – Initially extend existing Clubland lease by 5 years

- Such a recommendation may appear to LAMP as an inequitable solution, favouring the AMA
- However as discussed and evidenced, the Former-RNA building is not appropriate for LAMP given their requirements and means

How might the Council support the club's aspirations whilst being equitable with their support for other organisations on the site and with due reference to the Council's MTFS?

- Whilst not an explicit preference of LAMP, discussions regarding alternative, appropriate off-site accommodation have been held with the Directors of LAMP with WDC and WCC
- It is highly probable that alternative accommodation will be subject to market rents and place a much higher financial pressure to this organisation
- The LAMP building is in need of circa £155K of PPM works within the next 5 years for which the Council must carefully balance its own liability and long-term interests
- It is in the interests of all stakeholder to work together towards delivering a balance between the school's long term interests and financial viability
- The Council will continue to assist LAMP in identifying alternative accommodation via links with OPE or others.
- If the existing LAMP building became vacant, it may allow the L&W Sea Cadets to relocate to this site and fulfil their expansion plans, whilst freeing up the current Sea Cadet building for a new tenant.

Recommendation 4: Continue to work with the L&WSC in view of their existing lease end date (2027) and expansion plans utilising the neighbouring SubAC site.

- In view of potential vacancy of the LAMP building, is there scope for the L&WSC to return to this building providing suitable and sufficient space?
- Alternatively, could the L&W Sub Aqua Club relocate from their existing garage to shared occupancy via alternative developments on the wider site (land to the East of the Former-RNA where an historic interest to a boat house and landing stage has been indicated, but not indicated in any existing lease).
- This would free up the garage to enable expansion of the L&W Sea Cadet building

Recommendation 5. Explore how to expand river access from the north bank by examining and revising existing demises or future leases.

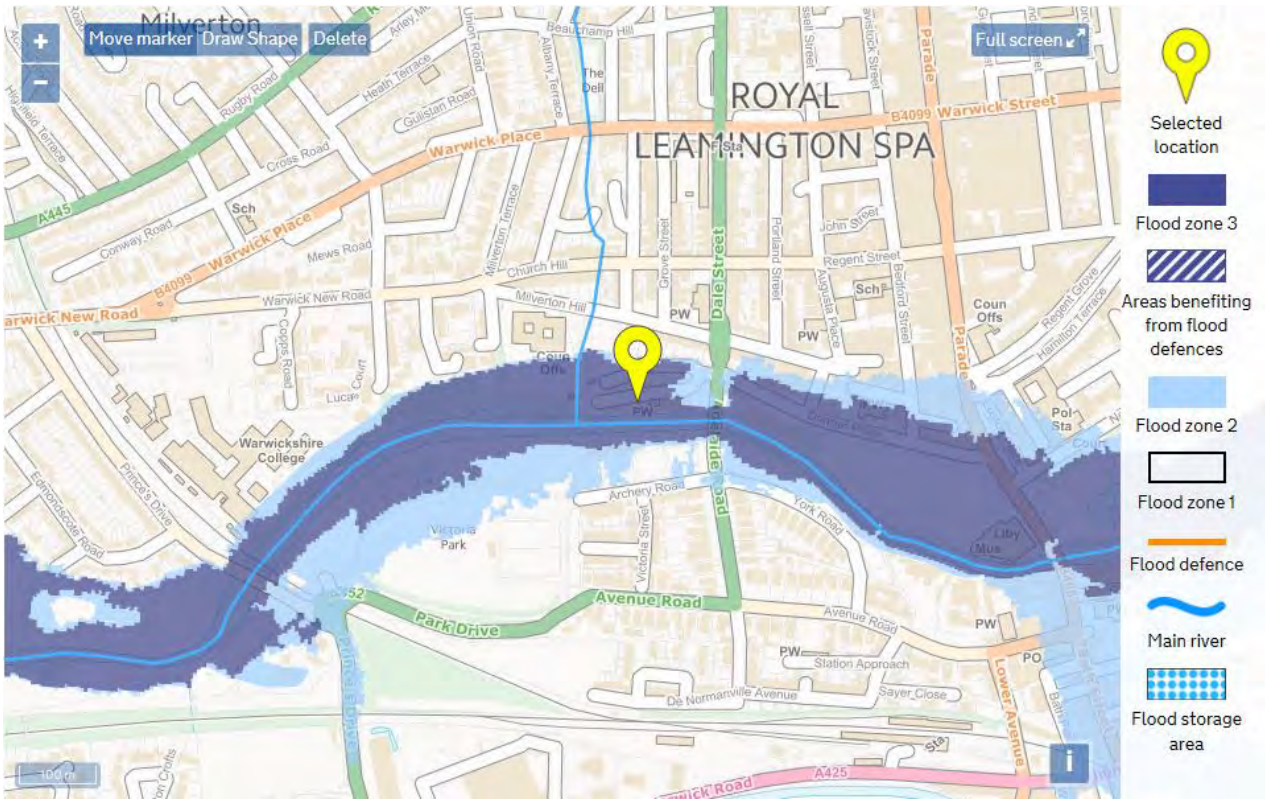
- Improved access to the river could be mediated by improvements to the north bank of the Leam that borders the Clubland site
- The addition of specialist pontoons and jetties would enhance access for disabled persons
- An associated bank-side habitat management plan would enable the maintenance of the built assets alongside the adjacent habitat
- The Environment Agency have confirmed that a bespoke flood risk activity permit would be necessary for such work

Recommendation 6: Investigate the long term benefits of a Community Asset Transfer.

- Review the long term aim to transfer the Council held Clubland assets via a Community Asset Transfer
- Consider if transfer of management/ ownership at less than market value would enable regeneration of the area given PPM liabilities appear to outweigh asset valuations.

Appendix 1

Flood Risk Overview



Appendix 2

Adelaide Bridge/ Clubland Property Condition: General Observation Notes

Site 1: Central Networks East Sub Station

In fair condition for type and form of construction.

Site 3: Ahmadiyya Muslim Association Mosque

The AMA was taken on a long leasehold (100yrs) in 1992, with substantial alterations made internally and externally as part of its conversion from the Warwickshire Clubs for Young People to create a Mosque. The current condition internally is good, whilst the external building fabric appears generally sound as observed from ground level. There is a need for some external repair and decoration works such as overhauled rainwater goods, repairs and cleaning of the through-colour render and maintenance of a generally overgrown site, including the rear patio adjacent to the riverbank.

Site 5: St Patricks Irish Club

The St Patricks Irish Club building was constructed in 2000 as part of a long leasehold (100yrs). Internally and externally the building has benefited from regular repair and maintenance and would appear to be in generally good condition.

Site 7: Nelson Gym

Built in 2000 as part of a long leasehold (100yrs), the building provides a simple pitched roof, over masonry wall construction, housing an array of gym equipment. Internally the property would benefit from an overhaul, including new wall and floor finishes and potential upgrades to the ME&P installations (current EPC unknown). Externally the building is in fair condition, requiring repairs to the external eaves level woodwork, rain water goods as well as general maintenance of the external site.

Site 9: Sub Aqua Club

The garage building utilised by the Sub Aqua club was constructed in the 1990s on a long lease. Flat roofed, engineering brick masonry construction, the relatively simple building is in fair condition with the tenant's repairing liabilities mainly encompassing future roof repair or replacement works and ensuring the rainwater good and drainage systems are adequately maintained.

Site 2: Former RNA Club

The RNA carries significant repairing liabilities in order to bring it into a structurally sound, weather tight and compliant condition, before allowing for any modifications to the existing layout or general use as a meeting space and grouped activities. Major defects include structural movement to the rear elevation, a deteriorated slate roof requiring replacement, decaying timber windows and doors and a requirement for significant internal refurbishment work. See condition report and structural survey provided by Atkins (Appendix X).

Site 4: RLSCC

A Victorian building, behind more recent additions and alterations, the building has a range of defects that should be addressed in order to continue the building's life, include repairs to windows, masonry walls and roof.

Site 6: Leamington LAMP

The LAMP building has undergone circa £100,000 of investment from WDC (2012) as part of LL enabling works and subsequently repairs during the lease (though FRI). Even so, internally, the condition of the property is acceptable, providing basic accommodation in its current use as an alternative teaching space for pupils outside of mainstream schooling. It will likely require significant improvement for alternative

uses (office, meeting, or even Independent School Status with a significant review of compliance). Externally the properties pitched slate roof is in need of replacement, whilst repairs are required to external wall render, decorations the shiplap boards areas of repointing and masonry repair. The repairing liabilities are significant, whilst any future internal refurbishment and repair is likely to be reflected in markedly lower rents or upfront investment by the landlord.

Site 9: Sea Cadets

This property has been leased to the Sea Cadets since 2012 with lease expiry date of 2036? A programme of work has been delivered by the tenant to date that has included roof repairs, window replacements, internal refurbishment and updates to the electrical and fire detection systems. As such the general internal and external condition of the property is good.

Appendix 3

Atkins Study

Royal Naval Club House
Options Appraisal



Executive Summary

This review indicates that the existing Royal Naval Club House can be converted to an education establishment and accommodate 48 pupils in 4no classrooms and meets the space criteria set out in Building Bulletin (BB) 104.

The existing building will have the roof replaced and new roof lights will be added as necessary. The internal layout will be amended to achieve the room and space requirements. Additional works resulting from a Fire Risk Assessment will be incorporated into the works.

Further investigations are required to ascertain the extent of the structural remedial works required. A Provisional Sum has been included in the cost plan.

A high-level build-up of the expected costs using BCIS rates and additional items required is included in Appendix B. This indicates that the construction costs will be in the region of £1,636,000.00 excluding professional fees and VAT.

Executive
22 April 2021

Title: Warwick Gates Community Centre Extension
Lead Officer: Chris Elliott, Chief Executive
Portfolio Holder: Judith Falp, John Cooke and Richard Hales
Public report / Confidential report: Public
Wards of the District directly affected: Myton and Heathcote, Whitnash, and Bishops Tachbrook

Contrary to the policy framework: No
 Contrary to the budgetary framework: No
 Key Decision: Yes
 Included within the Forward Plan: Yes (Ref. no: 1,216)
 Equality Impact Assessment Undertaken: No
 Consultation & Community Engagement: Yes
 Final Decision: Yes
 Accessibility checked: Yes

Officer/Councillor Approval

Officer Approval	Date	Name
Chief Executive	6th April 2021	Chris Elliott
Head of Service	6th April 2021	Phillip Clarke
CMT	6th April 2021	Chris Elliott, Andrew Jones, Bill Hunt
Section 151 Officer	6th April 2021	Mike Snow
Monitoring Officer	6th April 2021	Andrew Jones
Finance	6th April 2021	Mike Snow
Portfolio Holder(s)	6th April 2021	Councillors Judith Falp, John Cooke and Richard Hales

1. Summary

- 1.1 This report seeks approval for the drawdown of allocated Community Infrastructure Levy (CIL) funding of £150,600 as a contribution toward the cost of the of an extension to the community centre at Warwick Gates. As the body undertaking the works is a voluntary organisation, it is proposed that the drawdown be managed on similar terms as RUCIS schemes and other large financial contributions made by the Council to community led works in addition to the usual agreement required by all agencies receiving CIL monies from the Council.

2. Recommendations

- 2.1 The Executive agrees to the drawdown of the allocated CIL money of £150,600 as a contribution toward the cost of the extension to the Warwick Gates community centre subject to:
- i) the completion of the template agreement attached at Appendix A;
 - ii) the submission of a robust and satisfactory business plan;
 - iii) a satisfactory governance plan;
 - iv) the administrative processes for dispensing the Council contribution being similar to the ones deployed for RUCIS schemes and where the Council has made similarly large financial contributions to community led schemes, including for example, invoices being paid monthly in arrears.
- 2.2 That authority to agree 2.1 (ii) and (iii) above be delegated to the Chief Executive in consultation with the Health and Community Protection, Development Services and Finance portfolio holders.

3. Reasons for the Recommendations

Recommendation 2.1

- 3.1 The Executive agreed at its meeting on 18th March 2021 the proposed CIL Schedule for 2021/22. This Schedule included the provision of £150,600 toward the cost of an extension to the community centre for the Warwick Gates area of the District. The proposed extension has been designed and has planning permission. The voluntary group leading the work has been out to tender to be clear about the proposed costs. Including this CIL contribution the community group now has all the funding necessary and committed to pay for the proposed works, except for £15,000 which has though been effectively promised on confirmation of the Council committing £150,600. The tender price however remains valid for a limited time only so the CIL award is therefore sought for drawdown to allow the works to proceed this September.
- 3.2 In all other cases the CIL Schedule proposes awarding funds to either the District Council or other public statutory bodies. In each case the template at Appendix A is required to be completed. That is also the case here. In addition, as this proposal involves the extension to the community centre at Warwick Gates and is the only case where the award is proposed to a community organisation, there are additional proposed requirements. In other cases, where the Council has been awarding significant funds to a community group it requires a robust business plan to be submitted and assessed to ensure that the capital funds will result in a facility that will be well run.
- 3.3 Therefore, it is proposed that the same requirement is required in this case and similarly that the Council has assurance over the governance arrangements in order to ensure that the funds are going to a facility that is run for and by the community, and will remain accessible to the community. Significant work has already gone into the evolution of a business plan and

the governance arrangements and the latest version is attached at Appendix B. Other administrative processes that are usually deployed where the Council makes significant contributions to community schemes including payment of invoices in arrears should also be deployed in this case.

Recommendation 2.2

- 3.4 In order to ensure the issues identified above are dealt with swiftly, it is proposed that authority to agree the business plan and the governance arrangements are delegated to the Chief Executive in consultation with the Health and Community Protection, Development Services and Finance portfolio holders.

4. Policy Framework

4.1 Fit for the Future (FFF)

The Council's FFF Strategy is designed to deliver the Vision for the District of making it a Great Place to Live, Work and Visit. To that end amongst other things the FFF Strategy contains several key projects.

The FFF Strategy has 3 strands – People, Services and Money and each has an external and internal element to it. The information below illustrates the impact of this proposal if any in relation to the Council's FFF Strategy.

4.1.1 External impacts of proposal(s)

People - Health, Homes, Communities – The proposals will all help to address a key Council aspiration of improving the health and well-being and supporting community cohesion of its communities by enhancing the capacity of a local community facility to cater better for local needs, especially given the scale of housing expansion.

Services - Green, Clean, Safe – None directly, though the energy standards of the scheme would now usually be required to meet the Council's low carbon standards. The extension is modest in size so the scope to achieve this is limited in this case.

Money- Infrastructure, Enterprise, Employment – None directly.

4.1.2. Internal impacts of the proposal(s)

People - Effective Staff – No direct impacts at this stage.

Services - Maintain or Improve Services – No direct impacts at this stage but the proposal may enable more community based work to be carried out in this area.

Money - Firm Financial Footing over the Longer Term – No direct impacts.

4.2 **Supporting Strategies**

The proposal is relevant in the context of the Local Plan which has allocated a significant amount of housing to this area which then generates a need to have community facilities to match the proposed and actual growth.

4.3 **Changes to Existing Policies**

None relevant.

4.4 **Impact Assessments**

Not applicable though an assessment of community need has been carried out by the community group leading the project.

5. Budgetary Framework

5.1 There is no implication at this stage of this proposal upon the Council's General Fund budgetary framework as the sum proposed matches that proposed in the CIL Schedule agreed on 18th March 2021. However, when the Executive agreed the CIL Schedule at its meeting in March this year it agreed that in case CIL proceeds are not received as anticipated that the funds for the Kenilworth Leisure proposal should take priority over other schemes.

5.2 It is suggested however, that as this scheme only requires £150,600; it is required more imminently than the Kenilworth scheme; and, that it is highly unlikely that CIL receipts would fall by such a huge proportion as to compromise both schemes financially; it is proposed that the risk to the Council of agreeing to this drawdown is small but the risk to the project to of not agreeing to the drawdown is significant.

6. Risks

6.1 The risks associated with the scheme fall largely to the community group undertaking the works scheme and subsequently running the expanded facility. In addition to the issue highlighted in paragraph 5.2 above, there is the risk to the Council should there be an issue with the works being completed on time and within budget as there is often an expectation that the Council would rescue such a scheme especially as it is property which is owned by the Council. There may also be a reputational risk if things go awry. The mitigation for these risks is to ensure that there is a robust business plan and governance in place and this forms part of the recommendation to the Executive.

7. Alternative Option(s) considered

7.1 The Executive could decide not to agree to the drawdown but given it agreed to the proposal being in the Schedule in March 2021 this would appear contrary to its own intentions and so appear perverse.

COMMUNITY INFRASTRUCTURE LEVY (CIL) CONTRIBUTION AGREEMENT

Dated two thousand and twenty

Relating to: [INSERT NAME OF PROJECT] (“the CIL Project”)

Parties to the Agreement

- (1) Warwick District Council, Milverton Hill, Leamington Spa, CV32 5HZ (“WDC”)
- (2) [INSERT DETAILS] (“the Recipient”) whose address is [INSERT DETAILS]

Background

- A. This Agreement is made to facilitate the provisions of CIL Regulation 59 - Application to Infrastructure and the implementation of the Infrastructure Delivery Plan
- B. CIL was formally adopted by WDC with effect from 18th December 2017 under the Planning Act 2008 and the Regulations.
- C. On the [INSERT DATE] the Executive Committee (“the Executive”) of WDC approved the CIL Projects list which sets out the CIL Schemes that WDC agrees to fund for the year 2020/21.
- D. WDC has agreed to pay the CIL Contribution to the Recipient to enable the Recipient to carry out CIL Infrastructure Projects in line with the provisions of Regulation 59 of the CIL Regulations 2010 (“Regulation 59”).
- E. This Agreement sets out the terms and conditions on which the CIL Contribution is paid by WDC to the Recipient and the manner in which the Recipient should apply the CIL Contribution.

Agreed Terms

1. Definitions

- 1.1 **CIL Contribution:** means the sum of [INSERT AMOUNT] to be paid to the Recipient in accordance with this Agreement.
- 1.2 **CIL Projects List** means the list of projects that will be funded by CIL receipts from time to time pursuant to the Regulations.
- 1.3 **CIL Project:** means the [INSERT NAME OF PROJECT]. A full description of the scope of the project is contained in the CIL Projects List.
- 1.4 **CIL Payment Date(s):** means a date no more than 20 working days from the receipt by WDC of satisfactory evidence that the works on the CIL Project have been completed in accordance with those approved by WDC, unless otherwise agreed in writing between the Recipient and WDC. In the case of a CIL Project requiring multiple payments over more than one year a schedule of annual payments, including the date of these payments, will be agreed in writing between the Recipient and WDC.
- 1.5 **CIL Regulations** means: the Infrastructure Levy Regulations 2010 (as amended).
- 1.6 **The Infrastructure Delivery Plan (IDP)** means: a plan setting out (a) infrastructure requirements associated with the Warwick District Local Plan and any Development Plan Documents that align with this Plan, (b) the costs of infrastructure requirements, (c) sources of funding for infrastructure and (d) infrastructure delivery mechanisms and responsibilities.
- 1.7 **End Date:** [INSERT DATE]

2. Legal Basis

This Agreement is made pursuant to the Regulations and sections 111 of the Local Government Act 1972 and section 1 of the Localism Act 2011.

3. Purpose and use of the CIL Contribution

3.1 The Recipient shall ensure that the CIL project fully meets the statutory criteria in Regulation 59 and use the CIL Contribution only for the delivery of the CIL Project and in accordance with the terms and conditions set out in this Agreement

3.2 The Recipient shall not spend or commit to spend any part of the CIL Contribution after the End Date unless this is agreed in advance of the End Date in writing with WDC.

3.3 In consideration of the receipt of the CIL Contribution, the Recipient acknowledges that:-

- WDC is only liable to pay the CIL Contribution (or part thereof) once WDC has received CIL income from developers. Where WDC has not received enough CIL income in any year to make the full payment of the CIL Contribution towards the CIL project for that year, payment to the Recipient (and other recipients listed in the CIL Projects List) may be made in proportion to the amount of CIL income received.
- This agreement does not bind WDC to provide funding for the completion of the CIL project and funding for the CIL Project for future years (if relevant) will be agreed through a review of the CIL Projects List and approval by the Executive.

4. Payment of the CIL Contribution

4.1 WDC agrees to make payment of part of the CIL Contribution to the Recipient on the CIL Payment Dates subject to clause 3.3 above.

4.2 The Recipient will raise an invoice for the same amount as the Purchase Order issued by WDC to trigger the contribution to be paid.

5. Repayment of the CIL Contribution

Should any part of the CIL Contribution remain unspent or uncommitted for expenditure on the next day following the End Date, the Recipient shall ensure that any unspent monies are returned to the Council within 10 working days of the End Date together with any interest at 4% above the Bank of England base lending rate.

6. Accounts and Records

The Recipient shall:

- keep separate, accurate and up-to-date accounts and records of the receipt and expenditure of the CIL Contribution monies received by it.
- keep all invoices, receipts, and accounts and any other relevant documents relating to the expenditure of the CIL Contribution for a period of at least seven years following receipt of any CIL Contribution monies to which they relate.
- shall comply and facilitate WDC's compliance with all statutory and contractual requirements as regards accounts, audit or examination of accounts, annual reports and annual returns applicable to itself and WDC pursuant to the Regulations

- show the CIL Contribution in the Recipients accounts as a restricted fund and shall not be included under general funds.

7. Monitoring and Reporting

The Recipient shall:

- 7.1 Closely monitor the delivery and success of the CIL Project to ensure that the aims and objectives of the CIL Project are being met and that this Agreement is being adhered to.
- 7.2 Provide WDC with summary details of CIL expenditure during the reported year including :-
 - I. the items of infrastructure to which CIL (including land payments) has been applied,
 - II. the amount of CIL expenditure on each item,
 - III. the amount of CIL applied to repay money borrowed, including any interest, with details of the infrastructure items which that money was used to provide (wholly or in part),

8. Acknowledgement

The Recipient shall acknowledge the CIL Contribution in its annual report and accounts, including an acknowledgement of WDC as the source of the CIL Contribution.

9. Freedom of Information

The parties acknowledge that they are subject to the requirements of the Freedom of Information Act 2000 and the Environmental Information Regulations 2004.

10. Termination

WDC may terminate this Agreement by written notice if the Recipient commits a material breach of this Agreement.

11. Notices

All notices and other communications in relation to this agreement to the address of the relevant party.

- 11.1 Any notice required to be given under this agreement shall be in writing and shall be delivered personally or sent by prepaid first class post Recorded Delivery post
- 11.2 The address for service of any such notice as aforesaid shall be on all of the parties at the addresses aforesaid marked for the attention of;

For WDC; Philip Clarke, Head of Development Services, Warwick District Council, Riverside House, Milverton Hill, Leamington Spa, CV32 5HZ

For Recipient; **[INSERT DETAILS]**

12. Dispute Resolution

- 12.1 In the event of any dispute or difference arising between the parties hereto touching or concerning any matter or thing arising out of this agreement such dispute or difference may

be referred by any party to an independent and suitable person holding appropriate professional qualifications to be appointed (in the absence of agreement) by and on behalf of the President for the time being of the professional body chiefly concerned in England with such matters as may be in dispute and such person shall act as an expert and his decision shall be final and binding on the parties to the dispute or difference and his costs shall be payable by the parties to the dispute in such proportion as he shall determine and failing such determination shall be borne by the parties to the dispute in equal shares.

13. Counterparts

This agreement may be executed in any number of counterparts, each of which will be an original and all of which will together constitute a single agreement.

Executed as a deed by affixing the)
common seal of **WARWICK**)
DISTRICT COUNCIL in the)
presence of a Designated Officer)

.....
Designated Officer

EXECUTED AS A DEED)
by **[INSERT NAME]**)
two councillors:)

[AMEND ACCORDING TO STATUS OF RECIPIENT]

.....
Councillor Name

.....
Councillor Signature

.....
Councillor Name

.....
Councillor Signature

in the presence of the Proper Officer:

Witness signature:

Witness name:.....

Witness occupation:.....

Witness address:.....

Warwick Gates Community Centre Business Plan - revised March 2021

Executive Summary

Warwick Gates Community Centre is a not-for-profit facility with a proven track-record of running welcoming, efficient and effective community services.

In **response to the rapid and extensive growth of Warwick's population in the new housing developments** across Heathcote (CV34), the Community Centre Management Committee and Heathcote Parish Church are seeking to transform the Warwick Gates Community Centre to:

- Increase capacity and provide greater versatility for users
- Improve access to services and be better placed to serve the needs of the much expanded (and still increasing) local community
- Provide safer facilities for all users, including compliance with safeguarding requirements and health and safety guidance

The plans have been produced following consultation with existing Church and Community Centre users, Warwick District Councillors, architects, quantity surveyors and Coventry Diocesan Trustees.

1. Introduction / Overview

1.1 Brief history / background

Warwick Gates Community Centre was opened in 2000 to serve the needs of the population on the new estate. The Centre is very well used and an appreciated facility for local people of all ages. Before the Covid-19 pandemic forced the Centre to close, there were regular activities for the community to enjoy and participate in and it is also used by various not-for-profit community groups. Approximately 950 residents used the church and centre each week in 2019/2020 (see *Appendix 1* for more detailed breakdown of centre usage).



In the past 4 years the area of Heathcote has experienced exponential population growth on account of a significant new homes building programme. In the year 2000 the population of the original Warwick Gates estate totalled approximately 5,000. In subsequent years, the construction of 2,200 new homes has led to Heathcote hosting a population in excess of 15,000 people.

In March 2020, Warwick Gates Family Health Centre (the only medical practice for Warwick Gates and Heathcote) completed a building project to increase their capacity of registered patients from 7,500 to 19,000, indicating both the rapid surge in local population and also the growing demand for local services.

Consequently Heathcote Parish Church (established in April 2018), in consultation with the Management Committee of Warwick Gates Community Centre, have taken the initiative to develop a community centre that will be able to better serve the needs of this growing community. No additional community provision for community meetings or activities are planned in this local area.

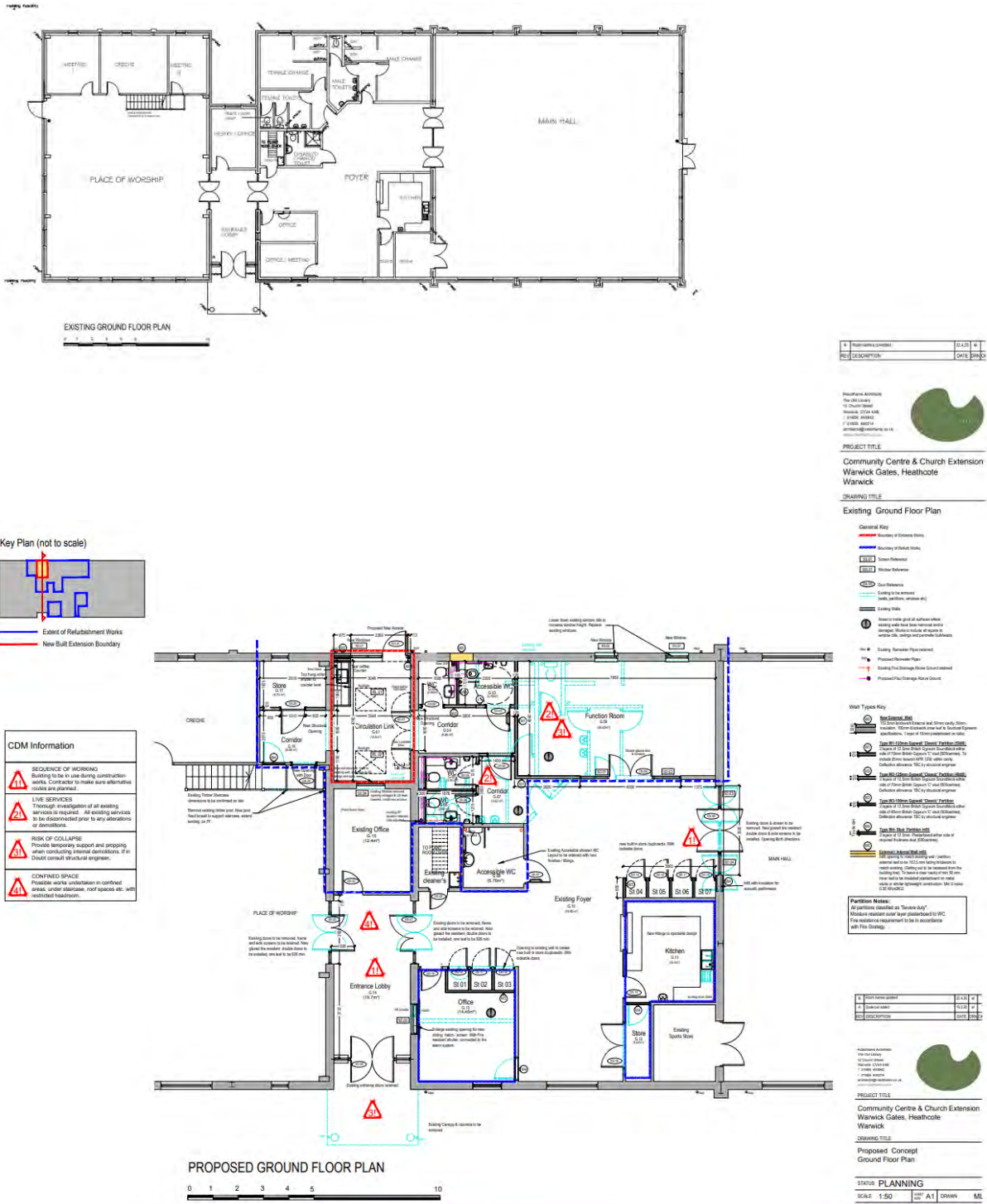
1.2 Aims & objectives

This capital project aims to:

- enlarge and improve the current facility
- make the building more versatile, safe and fit-for purpose
- increase and enable greater community access to the facilities

1.3 Planned development

The Architect drawing below depicts the proposed reconfiguration work to create a new multi-purpose meeting room, re-configure the toilets, create a kitchenette and some other adjustments to the internal layout. (for a more detailed description see section 2.1). The completion of the work will provide a new, safe meeting area which will enable different groups to access the building simultaneously and safely. Thus, the capacity of events and activities for the growing community is increased by circa 50%.

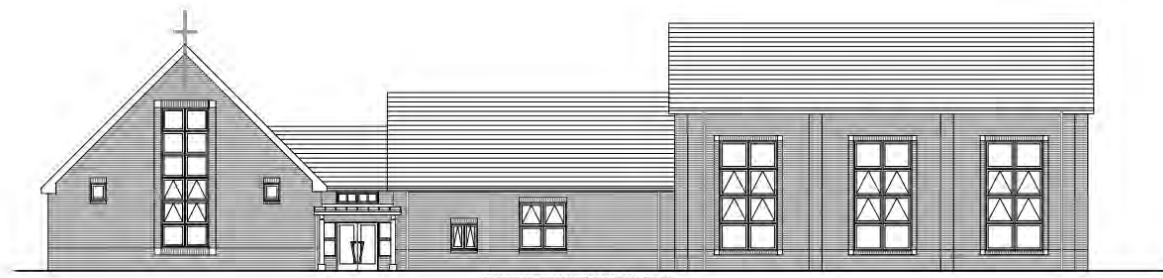




EXISTING REAR ELEVATION (WEST)



PROPOSED REAR ELEVATION (WEST)



EXISTING FRONT ELEVATION (EAST)



PROPOSED FRONT ELEVATION (EAST)

The plans have been produced following consultation with existing Church and Community Centre users, Warwick District Councillors, architects and quantity surveyors. Coventry Diocesan Trustees (a party to the lease) have been consulted and informed of these plans and support the project. The plans were approved and determined by Warwick District Council on 15 June 2020.

1.4 Management / governance and organisation

Management Structure of Warwick Gates Community Centre

Charity Commission - Heathcote Parish Church is registered with the Charities Commission, Registered Charity Number 1189550.

Technically the name is The Parochial Church Council of the Ecclesiastical Parish of Heathcote i.e. the PCC. It was registered on 19 May 2020 following the creation of a new parish and PCC in April 2018 (previously the church and community centre came under St Margaret's Church, Whitnash). The PCC members are the Trustees. A PCC Charity is governed by two key documents, which are pieces of legislation:

- (i) The Parochial Church Councils (Powers) Measure 1956 as amended (most recently amended in 2019). This defines the function and purpose of the PCC as promoting the whole mission of the church, which includes to be pastoral - to look after individual people - and to be social - to help the poorer members of society and those suffering from racial, economic and other forms of injustice.

A parallel may be the Objects of a company.

The full text is at: <https://www.legislation.gov.uk/ukcm/Eliz2/4-5/3/contents>

- (ii) The Church Representation Rules (re-written in November 2019). These set out how the church will be run, covering many issues including financial reporting, routine and annual meetings, elections and appointments, the electoral roll, data protection and communication. They include rules which must be applied and some which can be tailored to suit particular circumstances and location.

A parallel could be the Articles of a company.

The full text is at: <https://www.churchofengland.org/more/policy-and-thinking/church-representation-rules/church-representation-rules-online-introduction>

The Charities Commission has approved these as the governing documents of PCCs and does not require any further form of constitutional document.

Management

The PCC discharges its responsibilities in accordance with the governing documents above. It is also bound by other pieces of legislation, for example employment law, licensing laws.

The PCC members are Trustees (and abide by Trustee regulations). The PCC can appoint committees for specific purposes, as necessary.

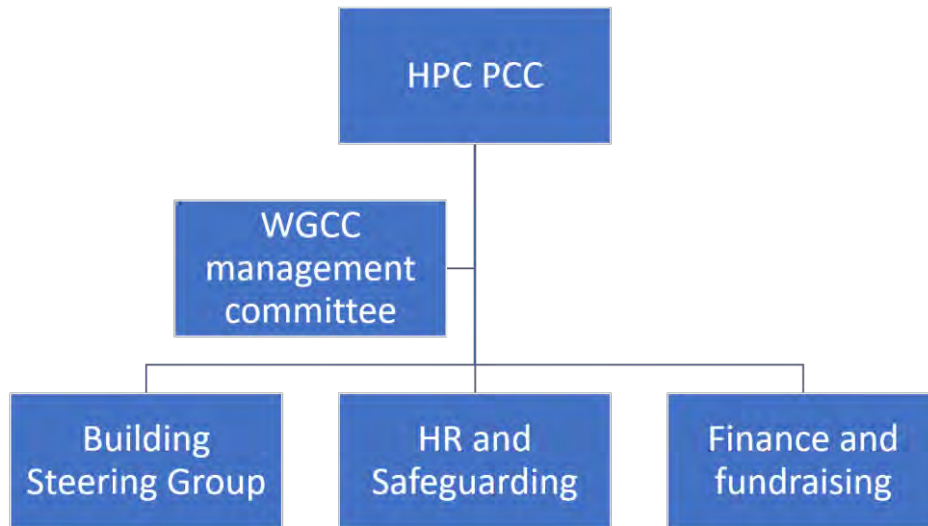
The PCC Charity entered into a Lease with WDC (and Coventry Diocesan Trustees) for the premises encompassing the church and community centre.

Covenants in the lease ensure that the Tenant (PCC Charity) runs the church and community centre separately, these include (i) to constitute a Management Committee to run and manage the centre (ii) to appoint staff specifically to ensure "the safe proper and lawful operation" of the community centre (iii) not to use the church other than as a church or for specific ancillary activities (iv) not to use the community **centre other than as a community centre "open to the public at large"**.

The PCC has set up a Management Committee as required, comprising the Chair of the PCC, the Centre Manager and the Treasurer and can draw on the expertise of others as needed. The Management Committee have its own approved terms of reference (*see Appendix 4*).

Matters requiring Management Committee consideration include, approving the annual fees charged for the hire of facilities and preparation of repair and maintenance quotes to be presented to the PCC for approval.

The financial accounts are split, and all transactions are recorded separately for the church and community centre to enable the Management Committee to monitor and manage the financial performance and budget of the community centre.



Following careful review, Warwickshire CAVA has confirmed our governance structure is appropriate to receive funding, local authority or otherwise.

Employee Handbook

All policies and procedures are held in the employee handbook and reviewed regularly. They are issued to and accepted by all employees on appointment and apply to volunteers, including Health & Safety, Equality and Safeguarding policies.

2. Project Proposal

2.1 Description of project

The existing configuration means that only one group can comfortably and safely use the Centre at a time. The main area available to hire is the large Sports Hall which is not necessarily the right environment for some groups and meetings. There are many occasions when demand for space far exceeds capacity. The new plans seek to *increase the useable capacity in the centre*.

Key features include:

A New Community Function Room enabling new activities

- To increase our capacity for more groups to be using the building safely and simultaneously. The existing configuration means that only one group can comfortably and safely use the Centre at a time.

Refurbished kitchen and an additional kitchenette

- To increase our capacity by providing alternative and independent access for users to offer refreshments, enabling the Centre to be more of a social hub.
- To enable more groups to offer simple hospitality and a welcome – one step towards countering social isolation.
- To provide a facility and environment that conforms to the latest hygiene and best practice safety guidelines. e.g. Our current kitchen is 20 years old and refurbishment is overdue. New materials and worktops are needed for ease of cleaning and to minimise the risk of spreading infection.

Improve the toilets

- To provide an additional accessible toilet, making the Centre more accommodating of all users.
- To comply with safeguarding recommendations, we are advised to create more individual unisex toilets rather than a separate facility for men and women.
- Increasing the capacity of the Centre would require different groups to be able to access specific toilets allocated to their space. The new plans provide separate toilets that can be used safely and simultaneously by different groups.

Secure and accessible storage

- To enable long-term, regular Centre users to store their equipment safely and access it easily when needed.
- To give users safe access to cleaning equipment so that they can leave the premises in a clean state for bookings that follow them. This is vital to ensure the Centre is a safe and hygienic space for all to access.

Reconfiguration of entrance lobby and office

- To provide a more welcoming and accessible facility for Centre users.
- To redevelop space, currently used for administration, into a multi-purpose room, suitable, for example, for small meetings and for sensory activities for children with special learning needs.

Removal of front canopy

- To improve the welcome and access to the building.
- To follow the recommendation of the local police - that this would deter groups of people gathering outside the entrance, which can be intimidating for users.

2.2 Rationale for project; evidence that supports the need for the project

We are the only community building in Heathcote, with (pre-pandemic) over 950 users accessing the Community Centre each week for a variety of activities, equating to an average annual footfall of nearly 50,000. The need and demand for community services is already strong and will continue to grow.

We are now facing huge pressures as:

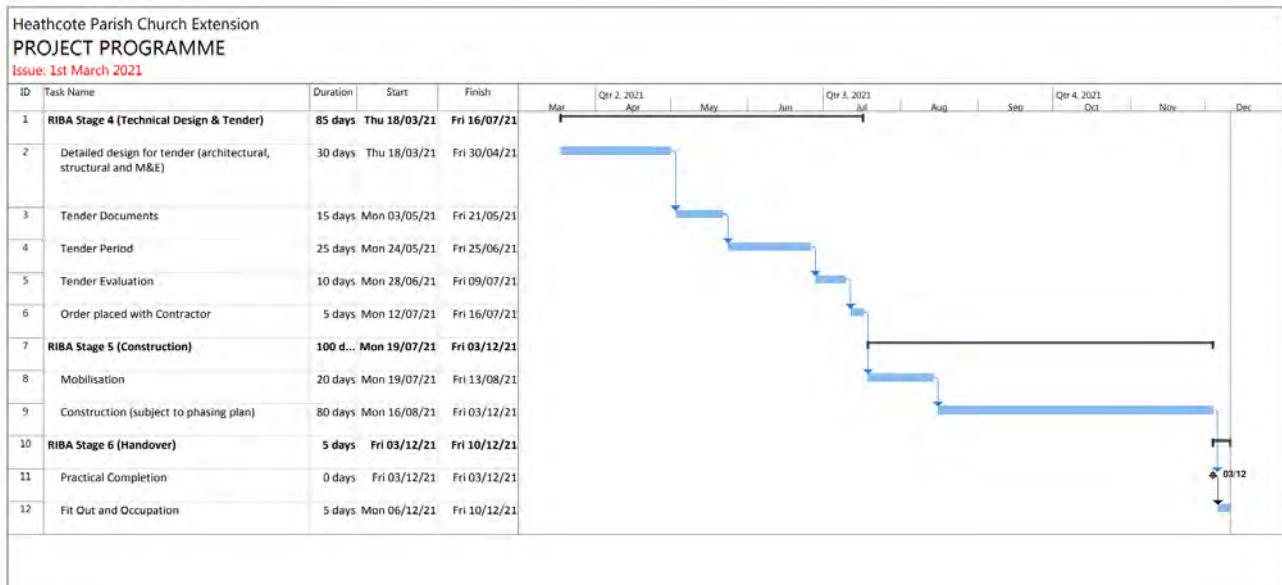
- The Centre has been operating at full capacity in its current configuration
- Demand is increasing with the new housing locally
- **The building layout is no longer 'fit-for-purpose' as it greatly restricts both the quantity and quality of services that can be offered to the community**

The latest JSNA (Joint Strategic Needs Assessment) survey, conducted by Warwickshire County Council in 2019, identified a key priority for residents in Heathcote and Warwick Gates to promote mental health and wellbeing. This is especially pertinent as the survey reveals that rates of depression, obesity and heart disease are higher in this area when compared with levels across the county of Warwickshire. *One of the specific report recommendations is to enable local residents greater access to local community groups and activities.* The current layout and configuration of the Community Centre lacks flexibility and prohibits multiple users simultaneously using the building safely, which means the potential capacity is greatly reduced.

In March 2020 the neighbouring Family Health Centre in Warwick Gates completed a major building project to their surgery increasing the capacity of registered patients from 7,500 patients to 19,000 patients. This figure is indicative of the enormous increase in demand on local services. With recent challenges in the **UK, the NHS is recommending that GP's** look to utilise social prescribing much more. The redeveloped WGCC will be well-placed to support Warwick Gates Family Health Centre in their work towards improving health and health outcomes for the local community.

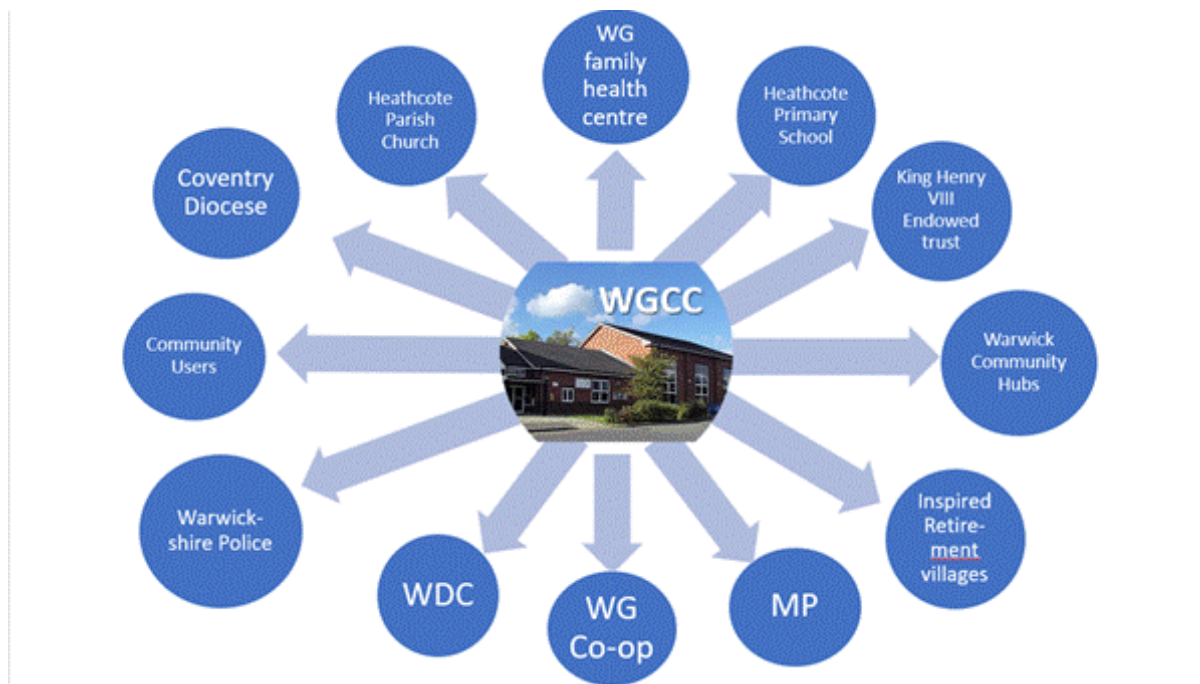
Despite the exponential growth in local housing and the money derived from Section 106 there are no other plans for a community centre to be built in Heathcote and so we are proactively seeking to respond to this growing local need. We are actively involved in supporting the Warwick Recovery plans and we are working with the Community Hubs to provide coordinated solutions to the key needs and work streams which have been identified.

2.3 Phases/works programme



2.4 Key partners

We are delighted to be working in partnership with several local organisations and individuals. Our partners are included in the stakeholder map:



2.5 Milestones

- Assessment of need – 2019/20
- Draw up design and plans - 2020
- Approval of plans – JUNE 2020
- Fundraising – ONGOING
- Commence tender process for work – APRIL 2021
- Commence work – SEPTEMBER 2021 (provisional)
- Completion of works- TBC

2.6 Outcomes

As detailed elsewhere, this redevelopment would enable greater access, versatility, and safe use of the community facilities for the local community

3. Marketing and Promotion

3.1 Description of current marketing plan

Warwick Gates Community Centre is well established within the local community already and is a vital hub for the area of Heathcote. A key focus going forwards would be to keep the centre accessible and available to the local community. Annual footfall and word-of-mouth have proven very effective in ensuring the centre remains well used. Furthermore, the Management Committee, in conjunction with Heathcote Parish Church, have a proven track record of hosting large scale community events. Hundreds of residents have accessed the services of the Centre and taken part in events such as a Community Fun Day, Community litter pick, Community Easter Egg Hunt and a Community Christmas Fayre (*see Appendix 2*).

3.2 Future service offer options

In 2019 a Warwick County Council Joint Strategic Needs Assessment identified mental health and wellbeing as a top priority for residents of Heathcote and Warwick Gates; depression, obesity and heart disease are higher in this area than in Warwickshire as a whole. The report recommended giving residents greater access to local community groups and activities, which is an overall strategic aim of the Management Committee.

The Centre continues to receive new requests from groups who want to access the facilities. In September and October 2020 when the Centre was able to re-open safely to some users, new and **varied groups including Bhangra dancing, Tai Chi, Yoga, Pilates, children's rugby, slimming groups and a local stroke recovery charity** all requested long term bookings. We have been able to offer short-term bookings (to December) to some of these groups which will be reviewed when we are able to re-open.

During the previous year, the following groups have approached the Centre looking for a venue for their specific activities, but unfortunately the building configuration prevented us from being able to accommodate them. These included:

- National Health Service clinics
- Mental health clinics
- Affordable counselling
- Patient Participant Group (linked with the neighbouring family health centre)
- Warwick District Council consultation events
- Local neighbourhood awareness meetings
- Debt counselling/advice

The planned medium sized meeting room would provide an ideal space for many of these services.

We have met with the local Social Prescribing team and are in discussion about how best we can support them. They hope to restart a gardening club and use the Community Centre for inside activities and socialising. We are in contact with Citizen's Advice South Warwickshire about the potential for providing an outreach venue and are also considering becoming a venue for NHS Blood Donation.

Prior to the Covid-19 pandemic, there was a clear need for a reconfigured and modernised facility to meet the needs of the growing Heathcote population. The pandemic underlines this need. The outcome of the proposed reconfiguration work will be a more versatile building with around 50% additional capacity that enables social distancing, provides safe access for community users, and adheres to best practice safeguarding and hygiene guidelines.

3.3 Competition; similar service offerings within the local area, within the district, within the county

Within the district and wider county, other community centres offer a very wide range of services and activities. Through our work with the Community Hubs, we are able to coordinate the provision and access of these services where possible. Our research has identified that there is no local offering for some of the essential services for Heathcote residents and our development plans aim to address this. In addition, we are able to offer affordable activities which we know some local residents would otherwise not be able to access.

Whilst provisional plans are underway for the new Oakley Grove School, this is not due to be finished until 2023 and the facilities there would only support evening and weekend fitness groups. Its location is over a mile away from many Heathcote residents, it is not on a local bus route and a 30-minute walk would prevent many from accessing it. Therefore, Warwick Gates Community Centre remains the only community venue able to support groups who require daytime facilities and for whom close proximity is essential (e.g. elderly, parents of young children).

3.4 Community engagement; consultation, involvement with the organisation

The Church and Community Centre are working in partnership with the neighbouring Family Health Centre to consider how the growing and complex health and wellbeing needs of the rapidly growing community can be met through services that the Community Centre can provide. Discussions are ongoing with the Social Prescriber for the area and plans were formed for prioritising the strategic activities and services that the Community Centre could offer. An anticipated outcome of the Covid-19 pandemic is that there will be an even greater demand for community services that support mental health and wellbeing.

We have developed strong links with the newly built Heathcote Primary School and have welcomed school visits to our facilities. A musical concert from the school choir was due to be hosted at the Centre but had to be cancelled due to Covid-19. We have hosted events for the local police and our near neighbours who work at the Leamington Rehab Hospital and have offered annual visits to their patients.

We are an active partner in the Warwick Community Hubs, seeking to cultivate joined-up services and working practices that best meet the needs of the whole area of Warwick and liaise with the teams working from Chase Meadow Community Centre, The Gap and The Packmores Centre.

We have worked in partnership with Inspired Retirement Village and the local Co-op store on a number of community initiatives. For example, community litter picks, Easter Egg Hunts and Summer Community Fun Days (*see Appendix 2*).

Church and Community Centre Consultation Surveys

The Community Centre has a history of responding to the needs of the local community. Since the Community Centre was opened various surveys have been conducted with residents seeking feedback to improve services:

- A community survey in 2015 identified residents' concerns that they would like more done about the problem of litter. Heathcote Parish Church and Warwick Gates Community Centre responded with successful community-based litter picks for the past 3 years. People are appreciative as we move around the estate, demonstrating a care for the local environment.
- Residents requested more groups for children and teenagers. There now are more initiatives running for that demographic from the Centre.
- Heathcote Parish Church and Warwick Gates Community Centre conducted a survey in 2018/19 (*see Appendix 3*). Residents expressed an interest in a choir and drop in café and following discussion and research, both were subsequently provided in 2019.
- In March 2020 the Warwick Gates Community Centre Management Committee worked in partnership with Berni Allen, Joanna Daag and Jon Barnett from Warwick District Council to

construct an online poll for all residents in Warwick Gates / Heathcote to complete (See <https://www.smartsurvey.co.uk/s/HEGCPY/>). Due to the pandemic, this survey was put on hold but we will continue to work in partnership on any future consultations

Community Engagement with development ideas

In July 2019, Heathcote Parish Church and the community were consulted about the building plans. Their input was sought over three weeks, with opportunity for discussions and exploration. The plans were also displayed in the Church for any frequent users of the building to consider and feedback.

All input was taken into consideration in drafting the final plans for the desired redevelopment work. The positive feedback also meant that we started the fundraising work for the project.

3.5 Planned marketing activities

The Centre has its own website and an established Facebook page with over 1000 followers, which will continue to be used to promote services and activities.

The marketing plan aims to promote the Centre to the individual end-user and to encourage groups and companies to book the most appropriate space. The ways of marketing the Centre have been identified and include: -

- Direct contact with all previous users of the Centre and those who have previously expressed an interest, but we have been unable to accommodate with current configuration
- Local press and media (such as the local newspapers - Courier and Observer)
- Posters and leaflets in local shops, Family Health Centre, pub and the Community Centre and other community notice boards
- Community Centre website and social media
- Contact with schools to promote groups and activities
- Contact with sporting agencies

3.6 Agreements already in place

There are Terms and Conditions of Hire in place for all regular users of the Community Centre. Pre-lockdown there were 24 groups who had regular bookings and many more who had monthly or occasional bookings. We have kept in contact with these groups and expect the large majority of them to resume their bookings.

During 2020, when it was safe to reopen the Centre temporarily, several new groups signed up to our Terms and Conditions of Hire. Some were able to meet albeit for a short time. These groups have confirmed they wish to resume their bookings.

Since January 2021, we have had a surge in interest from many different groups looking for a venue. We aim to prioritise those groups which will best serve the needs of the local community and support the community as it comes out of lockdown.

Going forwards, our plan is for the community centre to continue to be used for a wide range of services and activities, which reflect and serve our local population. Having multiple and varied users also spreads any financial risk to the centre as we are not reliant on any one major income stream.

4. Financial Plan

4.1 Present financial situation

Centre finances for 2019

The table below displays the separate receipts and payments for all transactions in the Community Centre in 2019. The original 2020 budget figures are included for ease of comparison with the actual 2019 figures, but these are now not applicable as the Community Centre has been closed due to the COVID-19 lockdown. This shows that prior to any reconfiguration work, our pre-pandemic annual receipts were circa £42,000.

	Budget 2019	Actual 2019	Budget 2020
Centre Receipts			
2104 Deposits	£0.00	£3,062.54	£0.00
4000 Cash Collection		£10.00	£0.00
4210 Lettings and Rental	£36,000.00	£33,346.77	£36,000.00
7310 Utilities (Solar Panels)		£813.64	£0.00
7360 Maintenance, Hygiene & Waste		£98.00	£0.00
7820 Bank Interest/Charges		£87.38	£84.00
Cost transfer - Church Bton/Kurling in Centre	£240.00	£520.00	£240.00
Cost transfer - Church use of Centre	£3,200.00	£3,500.00	£3,200.00
Cost transfer - JinBox use of Centre	£1,870.00	£1,870.00	£1,870.00
Total	£41,310.00	£43,308.33	£41,394.00
Centre Payments			
2104 Deposits	£200.00	£3,100.54	£200.00
4210 Lettings and Rental	£0.00	£118.50	£0.00
7020 Training & Study		£11.03	£0.00
7200 Wages/Payroll and Pensions	£10,724.10	£10,980.80	£12,090.00
7203 Employers Pension Costs			£816.10
7310 Utilities	£6,600.00	£4,951.36	£7,000.00
7320 Insurance	£1,250.00	£1,223.92	£1,250.00
7330 Rates	£2,151.00	£1,810.40	£2,172.00
7340 Repairs	£12,000.00	£2,374.19	£7,000.00
7360 Maintenance/Hygiene/Waste	£7,200.00	£6,762.72	£7,200.00
7365 Equipment/Furniture etc.		£307.57	£0.00
7385 Speakers Expenses/Gifts		£76.93	£0.00
7501 Stationery/Copying	£600.00	£1,214.27	£1,200.00
7520 Website Expenses/Advertising	£400.00	£0.00	£200.00
7800 Subscriptions/Licences	£25.00	£635.68	£100.00
7820 Bank Interest/Charges	£180.00	£94.31	£180.00
Transfer - support to Centre	£8,496.00	£8,496.00	£8,496.00
Total items in budget	£49,826.10	£42,158.22	£47,904.10
7350 Building Refurbishment Project		£3,990.00	
Total Centre Payments		£46,148.22	
Centre Surplus/Deficit- Budgeted items	-£8,516.10	£1,150.11	-£6,510.10
Centre Surplus/Deficit inc NonBudget items		-£2,839.89	

The financials for the year ending 2018 as compared to 2019 are included at *Appendix 6*. Please note that in 2017 the centre was under the management of the previous tenant (St Margaret's PCC, Whitnash) so financials for that year are available through their annual report if required.

Financial figures for 2020 are in the process of being reviewed by the independent examiner.

4.2 Estimated project costs

The overall cost of the project has been quoted as £366,100 by Starkey Button (Quantity Surveyors Ltd), 1a Highfield Terrace, Leamington Spa, CV32 6EE. This figure includes all professional fees, VAT and contingencies.

Breakdown of Capital Costs

Demolitions and alterations	£26,600
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Substructure	£3,300
Superstructure	£46,500
Finishes and fittings	£50,200
Services Installations	£76,700
External Works	£9,000
Sub Total	£212,300
Preliminaries	£31,800
Contingencies	£24,400
Professional fees and charges	£36,600
Total ex VAT	£305,100
VAT	£61,000
Total	£366,100

4.3 Funding plan; to include details of the status of the funding
The tables below indicates the funds that have been raised to date.

Donor	Amount Requested	Status
Heathcote Parish Church	£74,400	Secured
Coventry Diocese	£5,000	Secured
All Churches Trust	£5,250	Secured
King Henry VIII Endowed Trust – Warwick Town Share	£60,000	Secured
L&Q (Counties and Estates)	£31,791	Secured
Congregational Trust	£15,000	Secured
29 May 1961 Charitable Trust	£10,000	Secured
TOTAL	<u>£201,441</u>	Secured

The table below indicates the funds that are pending to achieve our target.

Donor	Amount Requested	Status
Warwick District Council	£150,600	Application submitted – November 2020
Joseph Rank Trust	Up to £15,000	Pending - Invitation to resubmit application once 75% of fundraising total is secured

4.4 VAT status of project including consideration of the VAT status for future costs and income; if project VAT is recoverable, provide evidence of the VAT status (as VAT is a complex area, and mistakes potentially costly, organisations are advised to seek their own independent specialist advice)

We have been advised by a VAT consultant (Les Howard) that the work on the accessible toilets is the only part of the redevelopment project that has a VAT zero rating (*See appendix 5*).

4.5 Income & expenditure forecast;

The Centre will continue to be run as a not-for-profit community facility by the Management Committee as per the duties and obligations set out in the terms of the lease with Warwick District Council for the premises. Many new users of Warwick Gates Community Centre have been identified already and the number is expected to grow to exceed 1000 user visits per week.

The financial forecast for the reconfigured Community Centre is as follows:

Timeframe	Profit/loss £
Year 1	-5300 *
Year 2	2,260
Year 3	4,250

*this initial loss would be covered by Heathcote Parish Church council, who have where necessary made up any small shortfall in previous years

4.6 Potential Profit and Loss Forecast for First Three Years

The Management Committee forecasts that the Centre will be profitable by the end of the Year 2 following completion of the works. This table outlines the forecast for how this would be achieved. It is based on two key assumptions:

- (i) annual receipts (see section 4.1) remain consistent based on 2019/2020 usage by regular groups (*see appendix 1*).
- (ii) additional income from the new room would be supplied by new groups who have previously requested to use the centre (see section 3.2) and from attracting new users to this customised facility (see section 3.5)

Year	Receipts Current annual receipts for Community Centre =£42,000 (rising by circa £500 per year)	Additional Income New room rental Charge £15 per hour	Payments Current annual payments for Community Centre =£48,000 (rising by circa £2,500 per year)	Profit / Loss
2021	£42,000	10 hours booking = £150 per week 38 weeks Additional income = £5,700	£53,000 (includes £5,000 one off payment for new furniture)	-£5,300*
2022	£42,500	18 hours booking = £270 per week 38 weeks Additional Income = £10,260	£50,500	+ £2,260
2023	£43,000	25 hours booking = £375 per week 38 weeks	£53,000	+ £4,250

		Additional Income £14,250	=		
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*this initial loss would be covered by Heathcote PCC

As is evidenced by our previous, current, and potential future users of the centre, the income stream for bookings is spread across a diverse range of activities and services. This is an effective financial model for us as we are not reliant on just one or two main income streams but spread across multiple users.

4.6 Sensitivity analysis

As highlighted above, the nature of our bookings profile means that we are not dependent on any one major income stream and at any one time there is more demand for space than we can hire out. In terms of sensitivity, this means that we are not at particular risk to reasonable variances in income and we are able to respond quickly to changes in circumstances.

For the past 12 years, the Community Centre has been run within budget. It has not received external grants and finances have been managed carefully to ensure it continued to be viable. Occasionally there has been a small deficit which Heathcote Parish Church has met.

During Covid-19, grants have enabled the Community Centre to continue, and work has been ongoing, in conjunction with other providers, to be able to prepare for reopening.

5. Risks and Issues

5.1 Risk register; list individual risks (for example; project stages overrun, overspends, planning permission is refused), the risk level (low, medium, high) and the mitigation (actions) to reduce the risk

A risk register will be drawn up in collaboration with the architects when the necessary funding is in place for the project to be approved and move to the next stage. project has approval

5.2 Issues log; areas that are prerequisites for the project to go ahead / succeed (for example; access to systems / ICT technology requirements, cash flow whilst waiting for grants to be awarded, facilities management)

See 5.1

6. APPENDICES

APPENDIX 1 – BREAKDOWN OF CENTRE USAGE 2019/20:

Group Name	Frequency	Number of users (approx.)	Notes
Ad hoc bookings	variable	variable	Elections, Education conferences, MP with constituents, Mental health, PPG, Residents association, Heathcote Primary School visits, Holiday activity clubs
Badminton hire	six times a week	90	Club and private use
Big Sing community choir	weekly	30	
Children's parties	fortnightly	40	
CRC counselling services	weekly	15	
FL exercise	weekly	40	Senior exercise class
Go 4 Goals	weekly	25	Football for primary school age
Headway support group	fortnightly	20	For people with head injuries
Indoor kurling	twice weekly	30	For retired people to keep active and socialise
Jack in the Box toddler group	weekly	120	For carers and pre-school children (donation only)
Karate	weekly	20	
LWAD acrobatic arts	weekly	25	
LWAD ballet	weekly	60	
Monster mischief	weekly	45	Pre-school group
NHS baby clinic	monthly	75	
Pilates	Three times a week	45	
Pop up café (with book share)	weekly	10	Open to all
Spa Striders	monthly	15	Circuit training and fitness
Sunday church services	weekly	80	
Toddler multisports	weekly	15	
Uniformed groups (Brownies, Rainbows, Cubs, Beavers, Scouts, Explorers)	weekly	150	

APPENDIX 2 – Examples of recent Community events and initiatives

- Community litter pick attracted over 75 local volunteers and the local press!

Volunteers collect more than 30 bags of rubbish in Heathcote and Warwick Gates

More than 75 people of all ages took to the streets of Heathcote and Warwick Gates as part of a community litter pick.

By Kirstie Smith, Reporter
Published: Monday, 29th April 2015, 5:17pm



More than 75 volunteers attended the litter pick. Photo: LocalMedia

In the space of two hours the committed volunteers collected over 30 bags of rubbish from around the local area on March 30.

The event was organised by Heathcote Parish Church. Vicar Rev Rob Budd said: "The litter pick was a great way for members of the church family to join with members of the wider community and to demonstrate our care for our neighbours and the community that we share.

"We were grateful for the equipment that was generously supplied by Austin Heath Retirement village and the delicious refreshments provided by the Warwick Gates Co-op.

Most Popular

1. Homeowners in Leamington, Warwick and Kenilworth could soon be facing a three-week wait to have their black bins emptied



- Community Easter Egg hunts (offered free of charge in conjunction with local partners)



- Community Fun Day for all ages (free of charge)



APPENDIX 3 - Community Consultation Examples

Warwick Gates community safety survey

Warwick District Council, The Police and Warwick Gates Community Centre are working in partnership to boost a community safety road show in your area. The aim of the roadshow and this survey is to find out how local residents what their local concerns and needs are.

Do you live on Warwick Gates?

Yes
 No

If yes, how long have you lived here?

Do you think that crime is high in your area?

Yes
 No

If yes, please explain why you think crime is high

How often have you seen the Police on patrol in your area?

Every day
 Weekly

The online Community Consultation in partnership with Warwick District Council and Warwickshire Police, March 2020. See <https://www.smartsurvey.co.uk/s/WGSafety/>

Warwick Gates Community Centre and **Heathcote Parish Church**

'Live Life' Local Consultation Questions

Warwick Gates Community Centre and Heathcote Parish Church are evaluating how best we can serve the needs of our community. We are considering what events and activities could be offered in the community centre for all people to benefit. We would be very grateful if you could complete the following survey to help inform our decision making:

Age (Please Tick one)

18-30 31-40 41-50
 51-60 61-69 70+

Gender (Please tick one)

Male Female Prefer not to say

Q1. Is Warwick Gates Community Centre a convenient venue for you to visit?

Very Convenient Reasonably Convenient Inconvenient Very Inconvenient

Q2. Are you currently involved in any regular organised activities with other members of the local community?

Yes
 No

If yes please provide details of the activity below:

Q3. Would you be interested in joining any of the activities below? (Tick as many that apply)

Age appropriate exercise class Art and Craft activities social board games
 Lunch Club for community Drop in Café facility Choir / Singing group

Is there a different activity that would interest you?

Q4. If there were a £2 charge for a session would this prevent you from attending?

Yes No

Q5. What time of day would be most convenient for you to access activity groups: (Tick as many that apply)

9-10am 10-11am 11-12pm 12-1pm 1-2pm 2-3pm 3-4pm

Q6. What day in the week would be most convenient for you to access activity groups (Tick as many that apply)

Mon Tues Wed Thurs Fri

Thank you for completing the survey

'Life life' Community Consultation in 2018/19

Appendix 4 - The Terms of Reference for Warwick Gates Community Centre Management Committee

1. Background and Role

Heathcote Parish Church ("HPC") is responsible, under a lease with Warwick District Council (the "Lease"), for running the church and Warwick Gates Community Centre (the "Centre"). The Community Centre Management Committee (the "Committee") has been established by the HPC PCC to ensure the efficient and cost effective running of the Centre. Its objective is to provide operational management support to enable the Centre to be hired and used community-wide to promote social, emotional and physical wellbeing through a wide range of activities for groups of all ages and abilities. This document sets out the terms of reference for the Committee.

2. Accountability

The PCC is permitted to delegate powers and functions to a committee or other group. The Committee is accountable to the PCC and these Terms of Reference have been adopted by PCC and will be subject to its review.

The Committee will report to the PCC as required and provide an annual report for inclusion in the HPC Annual Report and Accounts.

The Committee will fulfil other duties as the PCC requires, relevant to managing the Centre as set out in the Lease.

3. Responsibilities

The Committee is responsible for

- ensuring all legal and regulatory requirements of running the Centre are met
- approving the fees charged for use of the facilities
- preparing repair and maintenance quotes to be presented to the PCC for approval
- monitoring and managing the financial performance and budget of the Centre, ensuring that it is sustainable
- liaising with local community and other stakeholders, including relevant fundraisers, to promote the Centre and help identify areas of improvement and development
- implementing PCC policies and procedures and agreeing practises for the Centre to do this
- ensuring the Centre is run only as a community centre and not for any other purpose and ensuring it is a welcoming, friendly and safe environment to visit

4. Powers

The Committee can make recommendations to the PCC on any matter it deems appropriate.

The Committee has authority to make decisions in respect of its areas of responsibility, save that any matter involving a spend of over £500.00 must be referred to the PCC for approval.

5. Membership

The Committee is made up of the Chair of the PCC, the Centre Manager and the Treasurer. The Chair of the Committee will be the Chair of the PCC.

6. Proceedings

The Committee will meet at least quarterly and will keep records of its meetings. Any member may call a meeting and, subject to the agreement of the others, no prior notice is required. Any conflicts of interest must be declared.

Any member may invite a guest to attend a meeting with the prior consent of the others. The Chair has the right to ask for any guest to leave a meeting when confidential matters are to be discussed.

All members are required to attend meetings. If any member is unable to attend, they may provide permission in writing for the meeting to take place without them.

Meetings may take place in person, via telephone or zoom or other electronic means.

Decisions may be made outside of a meeting providing all members submit their decision in writing. Meetings will usually be held at the Centre when in person.

7. Review and assessment

The Committee will evaluate its performance annually.

These Terms of Reference will be reviewed regularly by the PCC: next review date November 2021.

APPENDIX 5 - Advice received from Les Howard (VAT Consultant vatadvice.org) regarding VAT status of the project

Accessibility items – supplies to a charity/church

Access (Group 12, item 9)

Zero-rating is available for the supply to a charity of constructing ramps, or the widening of doorways or passages, for the purpose of facilitating entry to, and movement within any building (VAT Act 1994, [Sch. 8, Grp. 12](#), item 9).

Bathrooms, washrooms and lavatories (item 12)

Zero-rating applies to the provision of, or an extension or adaptation of a washroom or lavatory for use by handicapped persons in a building or part of a building used principally by a charity for charitable purposes where the installation is necessary ([VAT Act 1994, Sch. 8, Grp. 12](#), item 12).

Other supplies connected with building alterations (item 13)

Any preparatory work and 'making good' connected with qualifying alterations can also be zero-rated as is the supply of goods in connection with any of the alteration services under items 8–11 ([VAT Act 1994, Sch. 8, Grp. 12](#), item 13).

Since the legislation (Equalities Act) provides that buildings are made accessible for disabled persons, the works falling within the highlighted sections will qualify as zero rated.

APPENDIX 6 - Statement of Financial Activities - 1 January to 31 December 2019, with Comparative Figures for the Year Ended 31 December 2018

2019	Note	Unrestricted General £	Restricted £	Total Funds £
RECEIPTS				
Voluntary income	2	55,624	0	55,624
Fee, premises and other income	2	60,586	0	60,586
Interest		124	0	124
Total receipts		116,334	0	116,334
PAYMENTS				
Church activities	3	81,226	2,604	83,830
Mission and charitable giving	5	1,525	3,665	5,190
Total payments		82,751	6,269	89,020
NET RECEIPTS/PAYMENTS				
Total funds brought forward at 01/01/19		24,986	6,269	31,255
Total funds carried forward at 31/12/19		58,569	0	58,569

2018	Note	Unrestricted General £	Restricted £	Total Funds £
RECEIPTS				
Voluntary income	2	36,794	0	36,794
Fee, premises and other income	2	49,225	0	49,225
Interest		16	0	16
Total receipts		86,019	0	86,019
PAYMENTS				
Church activities	3	38,848	2,953	41,801
Mission and charitable giving	5	3,900	0	3,900
Centre activities		29,229	0	29,229
Total payments		71,977	2,953	74,930
NET RECEIPTS/PAYMENTS				
Total funds brought forward at 01/01/18		10,942	9,222	20,164
Total funds carried forward at 31/12/18		24,986	6,269	31,255

1. Accounting Policies

Basis

The financial statements have been prepared in accordance with the Church Accounting Regulations, together with applicable accounting standards and the Charities SORP 2005. The financial statements have been prepared under the historical cost convention.

Funds

- General funds represent the funds of the PCC that are not subject to any restrictions regarding their use and are available for application on the general purposes of the PCC. These may include funds designated for a particular purpose by the PCC.
- Designated funds, these are funds designated for specific purposes by the PCC.
- Restricted funds represent monies or assets raised or given for specific purposes. These may not be used for any other reason without express permission of the Charity Commissioners or reverting to the original donors or their representatives.

Income and Expenditure Recognition

The accounts include transactions, assets and liabilities for which the PCC can be held responsible. They do not include the accounts of church groups that owe an affiliation to another body, nor those that are informal gatherings of church members.

Incoming Resources

Voluntary Income and Capital Sources

Collections are recognised when made. Amounts receivable under Gift Aid are recognised only when honoured by the donor. All income tax recovered on Gift Aid donations is included in the accounts. The Gift Aid Small Donations top-up payment is also claimed on all qualifying cash collections and donations.

Other Ordinary Income

Rental income from the letting of Church and Community Centre premises is accounted for when earned. Parochial fees due to the PCC for weddings, funerals, etc. are accounted for on an event-by-event basis.

Income from Investment

Interest/dividends are accounted for when due.

Application of Resources

Costs Directly Related to Work of the Church

The diocesan parish share is accounted for when payable. The rate payable in 2019 was £23,000 p.a. and has been agreed to increase to £27,000 in 2020 and £32,000 in 2021. The expected full amount for a parish is currently £59,035 p.a.

Fixed Assets: Church and Community Centre

As part of the development of the Warwick Gates estate, the contractors, J J Gallagher Ltd, agreed to build the Church and Community Centre in 2001. The Church section was part funded by a grant from **the Diocese of Coventry of £60,000. This was paid to the St Margaret's PCC and passed onto J J Gallagher.** It was agreed that the freehold of the building would be passed onto Warwick District Council and that the use of it would be granted on a 999-year lease at a peppercorn rent of £1 per year. The contract had the Diocese of Coventry as the trustees, **Warwick District Council as the landlord and St Margaret's PCC as the tenant.** It has since been amended to transfer the tenancy to Heathcote Parish Church. The lease contains break clauses, particularly in respect of the sports hall, and these are the subject of negotiations to amend them to give Heathcote PCC more certainty of ongoing tenancy. Heathcote PCC has buildings capital insurance through Warwick District Council for £2.5million. We have Public and Employers Liability cover of £10million.

Church Assets

No value is placed on movable church furnishings held by the churchwarden on special trust for the PCC and which require a faculty for disposal, since the PCC considers this to be inalienable property.

2. Incoming Resources

2019	Unrestricted General Church £	Unrestricted General Centre £	Unrestricted General Total £	Restricted £	Total Funds £
RECEIPTS					
Voluntary receipts planned					
Cheque collections	1,277	0	1,277	0	1,277
Gift Aided STOs	38,311	0	38,311	0	38,311
Other STOs	1,202	0	1,202	0	1,202
Tax recoverable	11,033	0	11,033	0	11,033
Total planned receipts	51,823	0	51,823	0	51,823
Other donations					
Open plate	3,801	0	3,801	0	3,801
Total voluntary receipts	55,624	0	55,624	0	55,624
Other receipts					
Fees and miscellaneous	941	921	1,862	0	1,862
Grant	17,100	0	17,100	0	17,100
Premises letting	8,345	33,279	41,624	0	41,624
Total other receipts	26,386	34,200	60,586	0	60,586
Interest	37	87	124	0	124
Total incoming resources	82,047	34,287	116,334	0	116,334

2018	Unrestricted General Church £	Unrestricted General Centre £	Unrestricted General Total £	Restricted £	Total Funds £
RECEIPTS					
Voluntary receipts planned					
Cheque collections	1,229	0	1,229	0	1,229
Gift Aided STOs	24,899	0	24,899	0	24,899
Other STOs	1,400	0	1,400	0	1,400
Tax recoverable	5,706	0	5,706	0	5,706
Total planned receipts	33,234	0	33,234	0	33,234
Other donations					
Open plate	3,560	0	3,560	0	3,560
Total voluntary receipts	36,794	0	36,794	0	36,794
Other receipts					
Fees and miscellaneous	3,614	4,625	7,879	0	7,879
Grant	0	0	0	0	0
Premises letting	8,627	32,703	41,330	0	41,330
Total other receipts	12,241	36,968	49,209	0	49,209
Interest	16	0	16	0	16
Total incoming resources	12,257	36,968	49,225	0	49,225

3. Resources Expended

2019	Unrestricted General Church £	Unrestricted General Centre £	Unrestricted General Total £	Restricted £	Total Funds £
PAYMENTS					
Parish share	23,000	0	23,000	0	23,000
Salaries	4,706	10,981	15,687	0	15,687
Outreach & evangelism	281	77	358	2,604	2,962
Clergy expenses	823	0	823	0	823
Services & Sunday school	1,964	0	1,964	0	1,964
Administration	2,345	2,111	4,456	0	4,456
Property	13,518	21,420	34,938	0	34,938
	46,637	34,589	81,226	2,604	83,830

2018	Unrestricted General Church £	Unrestricted General Centre £	Unrestricted General Total £	Restricted £	Total Funds £
PAYMENTS					
Parish share	20,000	0	20,000	0	20,000
Salaries & Pension	5,380	11,868	17,248	0	17,248
Outreach & evangelism	0	0	0	2,953	2,953
Clergy expenses	1,445	0	1,445	0	1,445
Services & Sunday school	5,695	0	5,695	0	5,695
Administration	551	1,382	1,933	0	1,933
Property	5,777	15,979	21,756	0	21,756
	38,848	29,229	68,077	2,953	71,030