
Annual Council meeting: Wednesday, 5 May 2021

Notice is hereby given of the Annual meeting of Warwick District Council will be held remotely on Wednesday, 5 May 2021 at **6.30pm** and available for the public to watch via the Warwick District Council [YouTube channel](#).

Agenda

1. Election of Chairman of the Council

To elect the Chairman of the Council for the ensuing Municipal year.

2. Appointment of Vice-Chairman of the Council

To elect the Vice-Chairman of the Council for the ensuing Municipal year.

3. Vote of Thanks for the Retiring Chairman

4. Apologies for Absence

5. Minutes

To confirm the minutes of the meeting of the Council held on 14 April 2021.

(Pages 1 to 8)

6. To be informed of the Members appointed to the Executive by the Leader

7. Appointments

- (a) to consider the nominations for membership of the Committees including substitutes, and to agree the membership of Overview & Scrutiny Committee is not politically proportionate to the Council **(Pages 1 to 6)**;
- (b) to approve the memberships of Working Parties & Forums **(Page 1)**; and
- (c) to consider the appointments to Champion Roles & Outside Bodies and confirm that the outside body appointments by Council are not to be politically proportionate **(Pages 1 to 3)**.

8. 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.

9. Annual Reports of the Overview & Scrutiny Committees

- (a) To consider the report from Finance & Audit scrutiny Committee
(Pages 1 to 17)
- (b) To consider the report from Overview & Scrutiny Committee
(Pages 1 to 14)

10. Executive Report

To consider a report from the Executive meeting of 22 April 2021.
(Pages 1 to 8)

11. Amendments to the Constitution

- (a) To consider the report from Democratic Services; (Pages 1 to 4)
- (b) To consider the recommendations from the Finance & Audit Scrutiny Committee and Overview & Scrutiny Committee in respect of consideration of Executive items (Pages 1 to 2)

12. 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 paragraphs 3 of Schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006.

13. Confidential Executive report

To consider a Confidential report from the Executive meeting of 22 April 2021.
(Pages 1 to 2)

14. Common Seal

To authorise the affixing of the Common Seal of the Council to such deeds and documents as may be required for implementing decisions of the Council arrived at this day.



Chief Executive
Published Tuesday 26 April 2021

For enquiries about this meeting please contact Warwick District Council, Riverside House, Milverton Hill, Royal Leamington Spa, Warwickshire, CV32 5HZ

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WARWICK DISTRICT COUNCIL

Minutes of the meeting held remotely on Wednesday 14 April 2021, at 6.00pm which was broadcast live via the Council's YouTube Channel.

PRESENT: Councillor Ashford (Chairman); Councillors Bartlett, Boad, Cooke, Davison, A Dearing, J Dearing, K Dickson, Evans, Falp, B Gifford, C Gifford, Grainger, Grey, Hales, Heath, Illingworth, Jacques, Kennedy, Kohler, Leigh-Hunt, Luckhurst, Mangat, Margrave, Matecki, Milton, Morris, Murphy, Nicholls, Noone, Norris, Redford, Rhead, Roberts, Russell, Skinner, Syson, Tangri and Wright.

80. **Apologies for Absence**

Apologies for absence were received from Councillors Cullinan, Day, R Dickson and Tracey.

81. **Declarations of Interest**

There were no declarations of interest.

82. **Minutes**

The minutes of the meeting of the Council held on the 24 February 2021 were proposed, duly seconded taken as read and signed by the Chairman as a correct record.

83. **Communications and Announcements**

The Chairman thanked Councillor Redford for Chairing the last meeting of the Council in February, when he was unwell, and thanked those Councillors and officers who sent him personal best wishes at that time.

The Chairman informed Council that the evening of 12 April 2021 saw the start of the Islamic holy month of Ramadan. He explained that Ramadan involved a month of fasting, worship and community celebration and wished all Muslims Ramadan Mubarak.

The Chairman informed Council that the 13 April was Vaisakhi and wished the Sikh community in Warwickshire and across the world a happy and prosperous Vaisakhi. He explained that Vaisakhi celebrated the creation of the Khalsa Panth and reminded us of Sikh values of equality, unity, community, selfless service and social justice.

The Chairman reminded Council that Monday saw the welcome re-opening of non-essential retail; outdoor pubs, cafes, restaurants and personal care premises such as hairdressers, nail salons and public buildings, including libraries and community centres. The Chairman reminded everyone to follow the latest Government guidance on Covid safety when supporting local businesses.

The Chairman recorded the thanks of Council to Jerry Weber who had resigned as a Councillor since the last meeting.

The Chairman informed Council that there was no business for the Council to consider under item 5, Petitions or 6, Notices of Motion.

84. **Leader's & Portfolio Holders' Statements**

The Portfolio Holder for Development, Councillor Cooke, informed Council that:

1. Three meetings had taken place of the Joint Local Plan Advisory Group which had five members each from Stratford District Council and Warwick District Council. The Chair was taken at alternative meetings by each authority and the Warwick District Council Chair was Councillor Boad. The Advisory Group was not a decision-making body and it did not fulfil a scrutiny function. It would make recommendations to the Joint Cabinet/Executive Committee which consisted of three Councillors from Warwick and Stratford-on-Avon District Councils. The Joint/ Executive/Cabinet had met on the Wednesday afternoon when it agreed the Scoping document which had previously been supported by the Advisory Group and was reviewed at Overview and Scrutiny Committee the previous week. The decision also allowed that two lead officers in consultation with the Portfolio Holders from each authority be authorised to make any formal editorial amendments to the Scoping Document prior to Consultation; and
2. Warwick District Council had submitted the Council's highly detailed response to the Key Themes of the Warwickshire County Council (WCC) Local Transport Plan Consultation. The four themes covered the Environment, the Economy, Place and Wellbeing. Following the Key Themes consultation WCC would now embark on a more detailed engagement with stakeholders and particularly the District Council.

The Portfolio Holder for Environment & Neighbourhood, Councillor Rhead, informed Council that he had received and understood the concerns that fly tipping was increasing. During the pandemic there had been more people out and about getting daily exercise; the unfortunate result of this was a large increase in the litter left behind. This was a nationwide issue as was the increase in fly tipping.

Warwick District Council introduced a litter campaign 'Don't be a Tosser' in 2020 to remind residents that leaving litter was unacceptable and they had a responsibility to dispose of their waste properly by using an on-street litter bin or taking the rubbish home.

Warwick District Council spent over 1.5 million pounds sterling a year keeping the streets of the District clean and it appreciated the efforts of all the community spirited people and groups that enhanced the Council's operations by clearing the excess litter.

The Great British Spring Clean, organised by Keep Britain Tidy would be held between 28 May – 13 June 2021. The Council could loan litter picking equipment and collect the waste to help residents who wished to be involved.

There had been an increase in the number of fly tips reported during the last three years. The largest increase occurred in March with 254 incidents compared to 118 last year. Notable increases were:

- construction waste, which increased from 7 to 19 incidents
- commercial waste which increased from 2 to 9 incidents; and
- household waste which increased from 36 to 83 incidents.

These increases were similar to nationwide numbers, and this was discussed at the County Waste Partnership Board to see how Councils could work together.

Enforcement of fly tipping was very expensive and difficult to prove. The costs of obtaining a conviction often outweighed the money received from a successful prosecution. Proving a chain of evidence was not a simple process and often failed in court.

Enforcement work prior to Covid was undertaken in partnership with Rugby Borough Council because of the lack of knowledge in Contract Services but was suspended due to Covid.

Following the recent increases and the ethos of working together with Stratford-on-Avon District Council this was now being revisited with a view to partnership working with Stratford-on-Avon starting in May with a similar process between the councils and support/training. This would use a combination of prevention and enforcement with various campaigns about preventing both fly tipping and litter generally, encouraging people to dispose of their litter sensibly.

A trial scheme of fly-tipping had started in Sydenham of using CCTV to gather evidence for enforcement action. If this was successful this could be used across other areas.

In respect of littering, regardless of the number of bins and how frequently they were emptied, people still dropped litter and bins filled instantly. The emptying of bins was expensive and the Council did not have unlimited resources.

Some cuts were made in the new street cleansing contract such as removal of barrowmen and one less crew for fly tipping removal as the Council had to reduce the contract costs because of its financial situation. But ultimately it was about people behaving responsibly, as was fly tipping.

Current issues existed with litter being left on/by many WDC bins that were already full – again a national issue. All WDC campaigns asked people to take their rubbish home. Quite often it was because bins had been filled with 'household waste or fly tipping' first.

The Ranger Team was trained and able to issue Fixed Penalty Notices for littering as part of their patrols in town centres and WDC parks and open spaces. The possibility of a fine would be publicised and it was hoped this would act as a deterrent.

One area of concern was Christ Church Gardens at the top of Parade. This had seen an increase in footfall due to the temporary bus stops. Potentially the Council would look to install temporary bins too; WCC were contacted to help with funding, but had not responded to-date.

Idverde was working with Contract Services to review efficiencies in locations/frequencies of visits to empty litter bins. Additional bin installations and visits would cost money that had not been built into the contract costs.

Idverde continued to clear fly tips as quickly as it could and the Council was not receiving complaints about fly tips not being cleared quickly enough.

The Council was working on deployment of a new CRM system (Arcus) which would allow customers to report fly tips more efficiently; the system would integrate directly with Idverde.

A litter strategy (including fly tipping and waste minimisation) was being produced jointly with Stratford-on-Avon District Council, with the emphasis on prevention. This included a communications plan and things such as tackling fly tipping and overflowing bins/litter. More Don't be a Tosser posters were being put up across parks, these were generally well received, in addition to other communication activities, including sharing with residents the cost to households for this service and the cost of additional bins etc.

This litter strategy would work in conjunction with a new Waste Education Strategy that the Council would be developing in partnership with Stratford. This was in preparation for the changes to the Joint Waste Contract and the huge changes this would bring to household collections.

In response to a question from Councillor Boad, regarding the potential for additional collections from town centre bins, Councillor Rhead explained this would be set out in more detail in the email to be circulated to all Councillors.

The Portfolio Holder for Finance & Business, Councillor Hales informed Council that:

- The Council had received confirmation from MHCLG of the £10.1 million Future High Street Fund for Royal Leamington Spa.
- A further Welcome Back Fund to assist with the reopening of the High Street following the Government Roadmap had been established. This would be added to any of the Reopening the High Streets Safely Fund from 2020 and could be used up until March 2022. The Council had started dialogue with the BID and Chambers of Commerce to start this work and the team would be supporting all four of the town centres as much as possible during the reopening phase.
- Officers were working closely with event organisers as a large number of enquiries were being received in anticipation that the Council's events calendar would return this year – all dependent upon the levels of infection and subject to COVID safety processes being in place.
- The Council was in the early stages of working with Stratford on a joint Local Industrial and Economic Strategy in tandem with the work progressing on the joint South Warwickshire Plan.
- As part of the Sales, Fees and Charges, recovery from the Government for the first eight months of 2020/21, the Council had claimed £2.5m towards the lost income streams. The last four months were yet to be claimed.
- All Council contractors had been supported to get through COVID and 100% of them had been retained to-date.
- The Internal Audit Team had completed the Internal Audit Plan for 2020/21 within the year (by 31 March). Whilst this could be the norm at Warwick, it was the exception compared to other authorities.
- The Council had paid out £3.4m to around 1600 businesses on the ARG scheme and in terms of the Part F scheme, which was specific for taxi drivers and was only opened on Friday lunchtime. 192 applications had been received of which 30 of these had been paid so far.
- In terms of restart grants, the Council had paid out over £5m to around 600 business.
- At the Lillington Health Hub project meeting held the previous day, it was confirmed that the Treharrock land was purchased and the development site fencing had been erected.

In response to a question from Councillor Wright, Councillor Hales explained that communications and engagement was the key to the future high street fund and these plans would be shared with Councillors as soon as possible.

The Portfolio Holder for Health and Community Protection, Councillor Falp explained that:

- As lockdown restrictions were eased and with increasing social contact, it was more important than ever to protect our friends and relatives and our colleagues and ensure that people were not spreading the virus without knowing.
- The latest Government guidance advised that the best way to do this was for everyone to get into the habit of testing for Covid-19 twice a week, irrespective of whether people had been vaccinated or not or were working from home. It was very important that people working in offices, shops or regularly mixing with the wider community regularly tested for Covid-19.
- One in three people with Covid-19 did not experience any symptoms and could be spreading the virus unwittingly.
- Alongside the rollout of the vaccine, regular testing was going to be an essential part of the easing of restrictions as it would help quickly suppress the spread of variants.
- Through new testing technology, positive cases of variants of concern were being detected faster than ever before.
- More people getting a test would increase the NHS ability to identify and control variants.
- Council staff that were back in an office environment or working with members of the public etc, for everyone's safety would be expected to follow the Government's testing guidance and get tested twice a week (every three to four days).

Councillor Falp encouraged fellow Councillors to get tested also and to encourage others as part of Members' community leadership role. She reminded them there were a number of options for testing which made it really easy to organise.

The Portfolio Holder for Housing and Culture, Councillor Matecki, informed Council that:

- The 12 April saw the reopening of the Box Office, shop and the library at the Royal Pump Rooms, with the café providing a takeaway and outdoor service. The Art Gallery and Museum were scheduled to reopen after 17 May in line with COVID guidance, and the Royal Spa Centre was looking forward to reopening its doors in the summer with a programme of shows that were already proving popular in terms of ticket sales. The teams at the Arts venues were working hard to ensure all staff were suitably trained and all procedures were in place to ensure that these venues opened in a safe and effective way.
- On the previous Friday, he had visited some of the Council's leisure centres to see how Everyone Active was preparing for Monday's reopening. He was very impressed with the level of professionalism that had been put into the operation of the centres in order to allow customers to return to a safe and enjoyable environment. Signage and hand sanitizer was in place, gyms had been restructured to ensure social distancing for those using equipment, and one way systems had been put in place for swimmers to access the pools. There was a staff training session taking place at Newbold Comyn to ensure that all the lifeguards had up to date qualifications, and the centres were looking very clean and tidy thanks to the efforts of the Everyone Active teams.
- It was encouraging to learn the numbers of bookings that had been taken for the first week of opening, in particular at Newbold Comyn and St Nicholas Park centres where customers could enjoy the modern, spacious facilities that were completed a few years ago.

- Everyone Active had a clear message that customers could not wait to get back to using the centres, return to their activity routines, and enjoy family time in the centres. Now more than ever it was vital that modern facilities, operated in a professional manner, providing opportunities for as many people as possible to lead active lives. This Council had a long record of investment in its leisure facilities, and with the planning applications now submitted for the Kenilworth sites, it was ready to start the next phase that would bring more modern, quality facilities to the district.
- In Housing, the walk-in homeless shelter, William Wallsgrove House (WWH) had been closed. There were only a few people staying there, who had been rehoused in alternative accommodation. Following the very successful campaign at the start of the pandemic to find accommodation for all the homeless in the area, officers were reviewing how to best meet the needs of the homeless in the future, which would include the future use of WWH.
- From the start of April, the rules on the Right to Buy (RTB) receipts had changed. Some of the main changes had been the time allowed to spend the receipts, which had risen from three to five years, and the amount of those receipts that could be used to acquire new homes had also risen from 30% to 40%. The amount of RTB receipts that could be used to purchase existing homes would be capped at 50% in 2022/3, reducing by 10% annually to 30% from 2024/5.

In response to a question and supplementary question from Councillor Boad, Councillor Matecki explained that homeless people being housed across the district would be provided with direct support from officers and charities in their new homes. In response to specific problems of the suitability of the accommodation, he asked that these should be provided to the Portfolio Holder for investigation.

The Deputy Leader, provided a statement to Council on behalf of the Leader who had given his apologies for the meeting. He encouraged Councillors to work together and reminded them of the sustained pressures officers were under to reopen leisure facilities, support town centres, issuing grants, collection of recycling and refuse (which was well above usual volumes), dealing with significant increases in the number of both planning applications, leading new local plan, country parks, regeneration projects (like the creative quarter), the Race and Equality Task and Finish Group and the climate change response. Members needed to recognise this and that with good cooperation even during election time, the Council would achieve a lot more.

85. Questions to the Leader of the Council & Portfolio Holders

Councillor Boad asked the Portfolio Holder for Culture & Housing if he could provide an update as to when the three dead trees on the Crown Way Shopping Centre would be removed?

In response Councillor Matecki asked for Councillor Boad to email the details of the case to him so he could investigate.

Councillor Norris asked the Portfolio Holder for Environment & Neighbourhood if he could confirm when the project list for the Climate Change Emergency Action Plan would be brought to members?

In response Councillor Rhead explained the action plan was being produced and when the available would be shared.

Councillor Redford asked the Portfolio Holder for Environment & Neighbourhood if he could provide assurance that when there was evidence of fly tipping that prosecutions would follow?

In response Councillor Rhead said that where there was evidence prosecutions would be taken forward.

Councillor Heath asked the Portfolio Holder for Environment & Neighbourhood if the problem with the overflowing litter bins in Parade was down to the Council deleting the barrowmen who ensured the bins were empty?

Councillor Rhead, explained that the new contract was not the cause of the problem. There was however a problem which did not appear to be there six months ago and as a result he had asked officers to monitor this.

Councillor Dickson asked the Portfolio Holder for Environment & Neighbourhood if the Council could help promote reusable coffee cups as this was a large proportion of waste that could be avoided?

In response Councillor Rhead agreed and explained it was a matter of education because this country was not very good in terms of litter compared to other European neighbours.

86. **Executive Reports**

Councillor Hales proposed and Councillor Matecki seconded the recommendation within the minute the Executive meeting held on 18 March 2021.

Resolved that the recommendations of the Executive of 18 March 2021, be approved.

87. **Employment Committee**

Councillor Margrave proposed and it was duly seconded by Councillor Hales, the recommendations of the Executive as set out in Minute 79 of 11 February 2021.

Resolved that the recommendation of the Executive of 11 February 2021 as set out in Minute 79, subject to the revisions within the addendum, be approved and adopted.

88. **Amendments to the Membership of Committees**

It was proposed by Councillor Nicholls, seconded by Councillor Cooke and

Resolved to

- (1) to appoint Councillor Cullinan to Planning Committee in place of the Labour vacancy on the Committee; and
- (2) to appoint Councillor Ashford as a substitute for both Members/Trades Unions Joint Consultation & Safety Panel and Employment Committee.

89. **Public and Press**

It was proposed by the Chairman, duly seconded by Councillor Hales and

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 1,2 and 3 of Schedule 12A of the Local Government Act 1972, following the Local Government (Access to Information) (Variation) Order 2006.

90. **Confidential Executive Report of 13 April 2021**

The recommendations as laid out, subject to an amendment that would be detailed in the Confidential minutes of the meeting, were proposed and duly seconded

Councillors Hales, J Dearing, Rhead, Davison and Matecki spoke on this item.

Resolved that the recommendations of the Executive on 13 April 2021 be approved.

(Following the decision being taken, Councillor Illingworth asked a Point of Order as to when the information within the reports could become public due to the significant investment the Council was making. In response the Democratic Services Manager & Deputy Monitoring Officer explained that officers would brief Councillors at the appropriate time as to what could then be shared in the public.)

91. **Minutes**

The Confidential minutes of the meeting of the Council held on the 24 February 2021 were proposed, duly seconded taken as read and signed by the Chairman as a correct record.

92. **Common Seal**

It was proposed by Councillor Ashford, seconded by Councillor Hales and

Resolved that the Common Seal of Warwick District Council be affixed to such documents as it may be required for implementing decisions of the Council arrived at this day

(The meeting ended at 7.30pm)

CHAIRMAN

5 May 2021



MEMBERSHIP OF THE EXECUTIVE AND COMMITTEES 2021/2022

CABINET

To be confirmed by the Leader at
Council

PORTFOLIO HOLDERS and DEPUTY LEADER OF THE EXECUTIVE

Strategic Leadership	Councillor
Climate Change	Councillor
Community Protection	Councillor
Culture, Tourism & Leisure	Councillor
Homes, Health & Wellbeing	Councillor
Place & Economy	Councillor
Planning	Councillor
Resources	Councillor
Transformation	Councillor

FINANCE AND AUDIT SCRUTINY COMMITTEE (11)

Councillor M Ashford
Councillor I Davison
Councillor R Dickson
Councillor J Grey
Councillor T Heath
Councillor G Illingworth
Councillor J Nicholls
Councillor S Syson
Councillor M Noone
Councillor N Tangri
Councillor J Tracey

OVERVIEW AND SCRUTINY COMMITTEE (11)

Councillor G Cullinan
Councillor A Dearing
Councillor J Dearing
Councillor M-A Grainger
Councillor O Jacques
Councillor P Kohler
Councillor R Margrave
Councillor A Milton
Councillor T Morris
Councillor P Redford
Councillor D Russell

EMPLOYMENT COMMITTEE (11)

Councillor A Day
Councillor B Gifford
Councillor J Grey
Councillor R Hales
Councillor J Kennedy
Councillor P Kohler
Councillor V Leigh-Hunt
Councillor M Mangat
Councillor R Margrave
Councillor N Tangri
Councillor J Tracey

PLANNING COMMITTEE (11)

Councillor M Ashford
Councillor A Boad
Councillor G Cullinan
Councillor R Dickson
Councillor M-A Grainger
Councillor T Heath
Councillor O Jacques
Councillor J Kennedy
Councillor V Leigh-Hunt
Councillor T Morris
Councillor N Tangri

**LICENSING & REGULATORY
COMMITTEE (15)**

Councillor A Boad
Councillor G Cullinan
Councillor A Evans
Councillor C Gifford
Councillor T Heath
Councillor G Illingworth
Councillor V Leigh-Hunt
Councillor M Luckhurst
Councillor M Mangat
Councillor M Noone
Councillor D Norris
Councillor P Redford
Councillor S Syson
Councillor T Wright
Green Vacancy

STANDARDS COMMITTEE (11)

Councillor M Ashford
Councillor A Dearing
Councillor J Dearing
Councillor K Dickson
Councillor C Gifford
Councillor J Grey
Councillor G Illingworth
Councillor R Margrave
Councillor T Morris
Councillor J Tracey
Labour Vacancy

SUBSTITUTE MEMBERS 2021/2022

EMPLOYMENT COMMITTEE

Conservatives

Councillor M Ashford
Councillor L Bartlett
Councillor J Cooke
Councillor M-A Grainger
Councillor T Morris
Councillor N Murphy
Councillor M Noone
Councillor P Redford

Liberal Democrats

Councillor A Boad
Councillor K Dickson
Councillor R Dickson
Councillor C Gifford
Councillor A Milton
Councillor D Russell
Councillor S Syson

Green

Councillor I Davison
Councillor J Dearing
Councillor W Roberts

Labour

Councillor G Cullinan
Councillor J Nicholls
Councillor D Skinner

Whitnash Residents Association

Councillor T Heath

FINANCE AND AUDIT SCRUTINY COMMITTEE

Conservatives

Councillor M-A Grainger
Councillor O Jacques
Councillor V Leigh-Hunt
Councillor T Morris
Councillor P Redford

Liberal Democrats

Councillor A Boad
Councillor K Dickson
Councillor B Gifford
Councillor C Gifford
Councillor P Kohler
Councillor A Milton
Councillor D Russell

Green

Councillor J Dearing
Councillor A Evans
Councillor J Kennedy
Councillor M Luckhurst
Councillor W Roberts

Labour

Councillor G Cullinan
Councillor M Mangat
Councillor D Skinner

Whitnash Residents Association

Councillor R Margrave

LICENSING & REGULATORY COMMITTEE

Conservatives

Councillor M-A Grainger
Councillor O Jacques
Councillor T Morris
Councillor J Tracey

Liberal Democrats

Councillor K Dickson
Councillor R Dickson
Councillor B Gifford
Councillor P Kohler
Councillor A Milton

Green

Councillor A Dearing
Councillor J Dearing
Councillor J Kennedy
Councillor W Roberts

Labour

Councillor G Cullinan
Councillor J Nicholls
Councillor D Skinner

Whitnash Residents Association

Councillor J Falp
Councillor R Margrave

OVERVIEW AND SCRUTINY COMMITTEE

Conservatives

Councillor J Grey
Councillor G Illingworth
Councillor V Leigh-Hunt
Councillor M Noone
Councillor J Tracey
Councillor T Wright

Liberal Democrats

Councillor A Boad
Councillor K Dickson
Councillor R Dickson
Councillor B Gifford
Councillor C Gifford
Councillor S Syson

Green

Councillor I Davison
Councillor A Evans
Councillor J Kennedy
Councillor M Luckhurst
Councillor N Tangri

Labour

Councillor M Mangat
Councillor J Nicholls
Councillor D Skinner

Whitnash Residents Association

Councillor T Heath

PLANNING COMMITTEE

Conservatives

Councillor J Grey
Councillor N Murphy
Councillor M Noone
Councillor D Norris
Councillor P Redford
Councillor T Wright

Green

Councillor I Davison
Councillor A Evans
Councillor M Luckhurst
Councillor W Roberts

Whitnash Residents Association

Councillor J Falp
Councillor R Margrave

STANDARDS COMMITTEE

Councillor M Noone (Conservative)
Councillor N Tangri (Green)
Councillor J Nicholls (Labour)
Councillor S Syson (Lib Dem)
Councillor T Heath (Whitnash RA)

Liberal Democrats

Councillor K Dickson
Councillor B Gifford
Councillor C Gifford
Councillor P Kohler
Councillor A Milton
Councillor S Syson

Labour

Councillor M Mangat
Councillor J Nicholls
Councillor D Skinner

Working Parties & Forums 2021/2022

Working Party / Forum	Lead Officer	Number of places	Councillors 2020/2021
Members – Trades Union Joint Consultation & Safety Panel 1 from each Group	Tracy Dolphin	5	Vacancy Labour B Gifford Vacancy Green T Heath Wright
People Strategy Steering Group 1 each Group plus Chair of Employment Committee	Tracy Dolphin	6	Falp B Gifford Mangat Margrave Wright Vacancy Green
St Mary's Lands Working Party 1 each Group plus PH	Chris Elliott	6	Ashford Vacancy Lib Dem Vacancy Green Skinner Vacancy Whitnash RA Grainger a Portfolio Holder
Warwick District Conservation Advisory Forum Two elected Members of Warwick District Council who have an interest in the historic environment and planning matters.	Robert Dawson	2	Illingworth Syson

Working Parties appointed by the Executive

Working Party / Forum	Lead Officer	Number of places	Councillors 2020/2021
DPD Climate Change and Sustainable Buildings Working Group	Lorna Hale	5	Rhead Cooke Milton J Dearing Nicholls

Champions 2021/2022

Champions	Lead Officer	Number of places	Councillors 2020/2021
Children's and Adults' Safeguarding Champions <ul style="list-style-type: none"> Assure themselves that the Council has sound arrangements to protect children and promote their welfare are in place within the District Council and that the Council is promoting and engaging in effective interagency cooperation and collaboration in these fields; Undertake reasonable investigations so as to be able to form a view of the quality of the Council's child safeguarding activities and work with the officer Children's Champion to assist the Council and improve the quality and/or effectiveness of those activities whenever appropriate; Act as a "critical friend" to constructively challenge officers and elected members on child safeguarding and welfare issues as appropriate; Promote awareness of child safeguarding and welfare issues and the activities and processes undertaken by this Council amongst elected members 	Lisa Barker	2	Portfolio Holder, Health & Community Protection – Councillor Falp Representative from Overview & Scrutiny Committee – TBA
Heritage Champion (See CAF constitution for definition)	Robert Dawson	1	Chairman of CAF – TBA
HS2 Champion <ul style="list-style-type: none"> (To monitor the impact of HS2 on Warwick District and work on mitigation for this; To liaise with appropriate officers and organisations on HS2 matters and support the Portfolio Holder in this detailed area of work) 	Debbie Prince	1	Illingworth
Armed Forces Covenant Champion	Bernie Allen	1	Illingworth
Parish/Town Champion – Role Profile <ul style="list-style-type: none"> To raise awareness and have regard of issues affecting Local Councils within the District Council; To respond to invitations from Local Councils to attend meetings of mutual interest; To be the first point of contact for Local Councils in the event of concerns relating to dealings with the District Council; To ensure that Local Councils view are taken into account when the District Council undertakes consultation; To facilitate discussions in relation to the possibility of devolving services to Local Councils; To encourage joint training events including Councillors from the District Council and Local Councils To respond to invitations to attend Warwickshire and West Midlands Association of Local Councils (WALC) Area Committees; To attend other Local Council liaison meetings as appropriate 	Bernie Allen	1	Redford

Executive appointments

(Appointments made by the Executive and therefore not a decision for the Council and not subject to political proportionality rules)

These will be confirmed by the Leader at the Council meeting along with the Portfolio Holders and their remits.

Executive Appointments	Number of places	Councillor 2021/2022
Warwickshire Police & Crime Panel	1	
West Midlands Employers Substitute Representative for all District Councils (appointed by nomination from across the region)	1	Matecki
Coventry and Warwickshire LEP	1	Day
District Councils' Network (Leader of the Council)	1	Day
West Midlands Combined Authority (Leader of the Council)	1	Day
Safer Warwickshire Partnership Board	1	
South Warwickshire Community Safety Partnership	1	
Warwickshire County Council Health & Wellbeing Board	1	
Association of Retained Council Housing (ARCH)	1	
Warwickshire Waste Management Forum	1	
Shakespeare's England	1	
Total	11	

Warwick District Council appointments agreed at Council 20 May 2020

Appointment	Number of places	Councillor 2020/2021	*Evaluation Criteria
Coventry Airport Consultative Committee	1	Wright	2
Kenilworth Abbey Advisory Committee	1	Cooke	4
South Warwickshire NHS Foundation Trust	1	Boad	5
Warwickshire County Council – Adult Social Care and Health Overview & Scrutiny Committee	1	Redford	5
Birmingham Airport Consultative Committee	1	Illingworth	2
Bid Leamington Board	1	Hales	2
National Parking Adjudication Service (PATROL)	1	Labour Vacancy	1
South Warwickshire Community Safety Partnership (Non Executive rep)	1	Heath	1
Chase Meadow Community Centre	1	Bartlett	4
Total	9		

*Evaluation Criteria Key:

Council agreed criteria:

1. A body or partnership to which the Council provides significant financial contribution;
2. An established Council partnership with agreements in place;
3. A body or partnership to which the Council is obliged to appoint a Member;
4. A body or partnership which relates to the management of an asset of the Council; or
5. Appointments made at the discretion of the Council.

Additional Criteria used by the Deputy Chief Executive & Monitoring Officer:

6. Does the body play a significant role in local service delivery;
7. Does the body have significant influence on local or national policy.

Title: End of Term Report

Lead Officer: Lesley Dury, Principal Committee Services Officer

Portfolio Holder: Not applicable

Public report / ~~Confidential report~~

Wards of the District directly affected: Not applicable

Contrary to the policy framework: No

Contrary to the budgetary framework: No

Key Decision: No

Included within the Forward Plan: No

Equality Impact Assessment Undertaken: Not required because this report gives a synopsis of work undertaken by O&S Committee and contains no new material.

Consultation & Community Engagement: Chair of O&S, Councillor Milton and Councillor Day, Leader of the Council

Final Decision: No, the report will go to Council for noting

Accessibility checked: Yes

Officer/Councillor Approval

Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive	31.3.21	Andrew Jones
Head of Service		
CMT	31.3.21	Andrew Jones
Section 151 Officer		
Monitoring Officer	31.3.21	Andrew Jones
Finance		
Portfolio Holder(s)		

1. Summary

- 1.1 This report is the annual end of term report to the Council on the work the Finance & Audit Scrutiny Committee has undertaken during the municipal year 2020/21. The Committee met 10 times during the year, although its first meeting was just to appoint the Chair of the Committee. It also met jointly with the Overview & Scrutiny Committee twice in July 2020.

2. Recommendation

- 2.1 It be recommended to Council that the list of matters considered by the Finance & Audit Scrutiny Committee during the municipal year 2020/21, as detailed in Appendix A to the report, be noted.
- 2.2 Prior to submission to Council, the report will be updated to include the meetings of the Committee and any Executive responses that took place in April 2021.

3. Reasons for the Recommendation

- 3.1 Under Article 6 of the Council's Constitution Overview & Scrutiny Committees and Policy Committees are required to provide an end of term report to the Council on work they have undertaken during the year.
- 3.2 The matters considered during the year are attached at Appendix A to the report. This will be updated to include matters considered at this meeting, before it is submitted to Council.
- 3.3 A full account of the work undertaken by the Finance & Audit Scrutiny Committee for the municipal year 2020/21 will be submitted to Council.

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](#).

4.2. **FFF Strands**

4.2.1 **External impacts of proposal(s)**

People - Health, Homes, Communities - Improved health for all; Housing needs for all met; Impressive cultural and sports activities; Cohesive and active communities.

Services - Green, Clean, Safe - Becoming a net-zero carbon organisation by 2025; Total carbon emissions within Warwick District are as close to zero

as possible by 2030; Area has well looked after public spaces; All communities have access to decent open space; Improved air quality; Low levels of crime and ASB.

Money- Infrastructure, Enterprise, Employment - Dynamic and diverse local economy; Vibrant town centres; Improved performance/productivity of local economy; Increased employment and income levels.

4.2.2. Internal impacts of the proposal(s)

People - Effective Staff –All staff are properly trained; All staff have the appropriate tools; All staff are engaged, empowered and supported and that the right people are in the right job with the right skills and right behaviours.

Services - Maintain or Improve Services - Focusing on our customers' needs; Continuously improve our processes and Increase the digital provision of services.

Money - Firm Financial Footing over the Longer Term - Better return/use of our assets; Full Cost accounting; Continued cost management; Maximise income earning opportunities and Seek best value for money.

4.3. Supporting Strategies

- 4.3.1. Each strand of the FFF Strategy has several supporting strategies; however, this report is for governance purposes and allows an overview of the previous 12 months' work.
- 4.3.2. The work carried out by the Committee helps the Council to improve in line with its priority to manage services openly, efficiently and effectively.
- 4.3.3. The report is made annually as a matter of good practice and Council policy.

4.4. Changes to Existing Policies

- 4.4.1. There are no changes to existing policies.

4.5. Impact Assessments

- 4.5.1. There are no new policy changes in respect of Equalities.

5. Budgetary Framework

- 5.1. The recommendations in the report do not affect the Council's budgetary framework

6. Risks

- 6.1. There are no risks associated with this report which is purely provided as a matter of good practice and Council policy concerning Scrutiny committees.

7. Alternative Option(s) considered

- 7.1. There are no alternative options because this report complies with the requirements of Article 6 of the Council's Constitution.

**Finance & Audit Scrutiny Committee
End of Term Report 2020/21**

Chair's Introduction

It has been a privilege to have been the Chair of the Finance and Audit Scrutiny Committee for a second year. Scrutiny is a statutory responsibility. At its best, it ensures that all Councillors and the public can be reassured by the effectiveness of the constructive challenge and questioning of policies brought forward by the Executive, that business cases are sound, and that value for money is at the forefront of decision-making. The Committee is therefore responsible for holding the Executive to account, and for examining the risks and resources in the delivery of services and amenities to residents in the District. Finance and Audit Scrutiny Committee also has the responsibility of providing assurance on the processes and outcomes of internal audit and the identification of corporate business risks and their management. Internal audit not only tests assurance but also offers a window on the often invisible but vital work of many Council departments. Taken as a whole, the work of the Committee provides a system-wide map, through the lens of finance and risk, of how well the Council is performing. It also approves the annual accounts and works closely with the Portfolio Holder for Finance, the finance team, and the external auditors, Grant Thornton, to that end.

A welcome characteristic of the work of the Committee this past year has been the cooperative approach that it has adopted with the senior officers and the Executive in discharging its responsibilities. The Committee is determinedly apolitical and also determinedly independent in coming to its views. It is to be welcomed that those views have been taken seriously by the Executive and have led to the improvement of policies and decisions it has wished to adopt. At its heart, the Committee has the intention of securing the best outcome for the Council as a whole.

The Committee's work and that of the Council more widely has been dominated by responding to the pandemic, and planning recovery for communities, individuals, and businesses from it. We have met remotely via digital platforms but there has been no loss of quality in the scrutiny applied to the reports coming to our attention. Residents have been able to view meetings through a video channel live or by recording. The officers have also responded magnificently to the challenges that this last year has brought. It is a mark of particular credit, for example, that the internal audit programme was completed to its usual high quality despite the obvious difficulties that the team faced. We also congratulated the finance team for being able to ensure that the end of year financial statements were audited promptly within the government's extended timetable. No less rigour was applied by our external auditors and no significant weaknesses were reported.

The Committee worked closely with our colleagues on the Overview and Scrutiny Committee on the review of governance arrangements in the Council, on proposals for new local government structures in Warwickshire, and on a step-back review of the Council's response to the pandemic and what lessons could be learnt from that. We also welcomed the close working on how the two Committees could take a more strategic and thematic view of their duties in order to provide the most effective oversight in the interests of the District's residents.

The financial position of the Council was put under considerable strain by the pandemic. The Committee scrutinised quarterly budget reports and the development of proposals for its budget for the 21/22 financial year with particular care. Notwithstanding the need to pay particular attention to the finances and risks of managing the immediate response to the pandemic, it is of great credit to the Portfolio Holders and staff in the Council that significant new initiatives also come to us for consideration, including the formation of a new local housing company, arrangements for the new waste and recycling contract for 2022 and plans for key elements of the Creative Quarter.

I wish to thank the members of the Committee, the officers and all Portfolio Holders for the open and constructive engagement they have brought to our work. And to express my and the Committee's gratitude to Grant Thornton, our external auditors, for their essential work and for bringing a wider external perspective to the District's financial audits.

Councillor Jonathan Nicholls

Items considered by the Finance & Audit Scrutiny Committee 2020/21

Audit Items

Internal Audit Quarter 3 2019/20 Progress Report
Internal Audit Quarter 4 2019/20 Progress Report
Internal Audit Annual Report 2019/20
Annual Governance Statement 2019/20
Internal Audit Strategic Plan 2020/21 – 2022/23 and Internal Audit Charter 2020
2019/20 Audit of Accounts
2019/20 Audit of Accounts – Update Report
Audit Progress Report
TM Half Year Review (October to March 2020)
Treasury Management Annual report
Annual Governance Statement 2019/20 Action Plan: Review of Progress
Internal Audit Quarter 1 2020/21 Progress Report
Revised Internal Audit Plan 2020/21
Anti-Fraud and Corruption Statement 2020/21
Corporate Fraud Investigation Performance Report 2019/20
Statement of Accounts and Audit Findings Report
Treasury Management Activity Report for the period 1 April 2020 to 30 September 2020
Managing Securities in Council Contracts Update Report
Internal Audit Quarter 2 2020/21 Progress Report
Statement of Accounts and update from External Audit
Annual Audit Letter 2019/20
Internal Audit Quarter 3 2020/21 Progress Report
Internal Audit Strategic Plan 2021-24 and Internal Audit Charter 2021/22
Review of Internal Audit Service in Compliance with Public Sector Internal Audit Standards
Annual Governance Statement 2019/20 Action Plan Review

Scrutiny Items

The items covered within the scrutiny aspect of the agenda were all matters contained within the Executive agenda. The record of these items are listed in the section below.

Routine Items

Review of the Work Programme, Forward Plan and Comments from the Executive

Executive Items Considered by the Committee

(This section details the comments and recommendations made by the Finance & Audit Scrutiny Committee to the Executive on reports being considered by the Executive. The decisions made at the Executive meeting have been detailed if the decision was different to the recommendations in the report.)

7 July Joint meeting of the Committees

3. Review of Local Government Structure in Warwickshire

The Committees supported the recommendations in the report.

They highlighted the Council needed to keep focused on the overall strategic advantages of working with Stratford and from possible local government reorganisation. Therefore, it should be mindful, on this twin track approach, that the project on working with Stratford does not pre-determine the possible shape of local government reorganisation or preclude possible working with other boroughs and districts where that would be beneficial for residents and provide value for money.

Response from the Executive:

The recommendations in the report were approved, subject to the addition of the following two recommendations:

2.4 That £35,000 is provided from the Service Transformation Reserve to fund the Council's contribution to the joint study and for additional support in respect of communications.

2.5 That the Cabinet of the County Council is asked to reconsider its informal decision to commission a separate business case for a single unitary council and instead to participate in the joint study with the other Borough and District Councils to look at all options and to listen to the public's views

4. Adoption of the Affordable Housing and Developer Contributions SPDs

The Committees were satisfied that the questions posed ahead of the meeting had been satisfactorily answered.

Response from the Executive:

The recommendations in the report were approved.

6. **Final Accounts 2019/20**

The Committees thanked the Head of Finance and his Team for the work on producing the draft financial statements for 2019/20 so promptly.

Response from the Executive:

The recommendations in the report were approved.

7. **Warwick District Leisure Development Programme – Kenilworth Facilities**

The Committees noted the recommendations in the report and requested that additional work be undertaken on; vehicle and active transport access to the leisure centres; and on their carbon neutrality.

(Councillors Redford and Grey requested that their support for the recommendations in the report be noted and Councillor Milton requested his objection to the recommendations in the report be noted.)

Response from the Executive:

The recommendations in the report were approved.

9. **Community Stadium and Associated Developments**

The Committees supported the recommendations in the report.

Response from the Executive:

The recommendations in the report were approved, subject to the following amendment to recommendation 2.2, to read that "The Executive recommends to Council approval of a sum of up to £345,460

Joint meeting 29 July

Governance Review of Warwick District Council

The Committees supported the recommendations in the report but wanted to draw a number of points to the attention of the Executive that needed to be carefully monitored.

The Committees had concerns about the large remit of each PAB and how they would cope looking at such large areas of work. This was a specific concern that the listed areas were just projects and did not cover other work the PABs would look at, such as refinements to or creating new policies.

The Committees shared concerns that with the change to scrutiny of service provision, the development of and quality of service provision might not be adequately picked up by the scrutiny of RAG and KPIs that has been developed and which will be adopted.

They noted the dates in 2.2 and 2.7 for review should be combined so they were the same, and that the remit of the review should be produced in agreement with both Scrutiny Chairs.

The Committees appreciated clarification that the presumption would be for briefings to remain in the evening, in line with the protocol for arranging meetings with Councillors, but accepted this may mean some need to be held at the same time as other meetings.

The Committees made a general comment on the resources for Civic & Committee Services, that this proposal should be work neutral and therefore this element needed to be closely monitored and feedback on as part of the 6, 12 and 18-month review.

In addition, some members of the Committee raised concerns about:

- the loss of Shadow Portfolio Holder meetings and highlighted this could lead to more work for officers through more frequent questions/contacts from Councillors; and
- for providing an SRA for the role of Chairman of a PAB.

Response from the Executive:

The Executive thanked all Councillors who had participated in the series of Governance Review meetings that had taken place earlier in the year. It was explained that the approach was an attempt to emulate the successful shared working that was done previously by the Climate Emergency Group and the way that had brought forward talent from across the Council, often in a non-political way to deliver an important programme.

It was stated that the constitution of each PAB would begin with the selection of the Chair for each Board, and the Leader of the Council would meet with Group Leaders and bring back recommendations to the Leadership Coordinating Group from all Groups across the Council to Chair each Board. Selections would then be made in the hope of giving opportunity for the individual to grow and offer expertise to each individual Board. All Members, excluding those on the Executive and Chairs of Committees, would be invited to nominate on a first come first served basis for which PAB they wished to join.

The Executive explained that the size of each PAB had been chosen to keep each Board manageable, maintain good dialogue and so that one PAB group was not disproportionately bigger than another in order to spread opportunity.

The Executive emphasised that they would be relying on the cooperative work done through the Leadership Coordinating Group, with Group Leaders and Members of the Executive in order to monitor the work done and make any necessary adjustments to the approach. The aim was to ensure Councillors could have a more meaningful and worthwhile experience, and grow skills and leadership qualities that would be valuable for themselves and for their community.

The recommendations in the report were approved, subject to the amendment to the following condition:

2.7 The Executive approves an independent assessment of these arrangements is undertaken in February 2022 and officers are asked to bring back an outline proposal for this, in consultation with the Chairs of Scrutiny, in December 2021 along with proposed funding arrangements.

19 August

8. Quarter 1 Budget Report

Finance & Audit Scrutiny Committee

Members noted that whilst the report was a snapshot in time and still work in progress, there has been a significant impact on the Council's budget, showing a considerable deficit which needs to be addressed. The underlying deficit issue prior to Covid 19 has been exacerbated by the loss of income due to Covid 19. The Committee acknowledged that the Council has a legal requirement to set a balanced budget, which has to take priority. With that in mind, Members felt that there are difficult decisions and choices to be made, for example how to fulfil the Council's Climate Emergency Action Plan in the changed financial situation it now faces.

The Committee wishes to comment to the Executive about the desirability of including a wider group of Members when it comes to reviewing what the Council will do in terms of the proposed savings or alternatives and the impact they may have. The Committee agrees with the Portfolio Holder for Finance and Business that there are some choices to be made by the Council in order for it to be able to set a balanced budget in February 2021. As a result, Members suggested arranging a different meeting involving a larger number of, or all, Councillors where they can consider the savings options and the income generating options, so that the right choices are made for residents, based on cross-party support and collaboration.

Response from the Executive:

The recommendations in the report were approved , subject to the follow amendment to recommendation 2,4, to read: *"That the Executive notes the impact of both current year and future years ongoing and forecast changes will have upon the Medium term Financial Strategy (MFTS), how these changes are expected to be accommodated, and where further savings / income generation need to be achieved to mitigate the deficit position to enable it to set a balanced budget for 2021/22 **and the 2020/21 Budget is duly updated to reflect the changes in Sections 3.1 and 3.5**"*.

9. WDC Post Covid Recovery Strategy – Back to the Future

The Finance & Audit Scrutiny Committee supported the recommendations in the report.

Response from the Executive:

The recommendations in the report were approved, subject to the following amendments:

“2.3 The Executive agrees to fund the total estimated cost of the implementation steps of £292,600, to be funded as detailed in Section 3.”
“2.5 The Executive agrees to the latest version of the General Fund Capital Programme, last agreed by Executive as part of the 2020/21 General Fund Budget and Council Tax Report”.

30 September

3. Risk Management Annual Report 2019/20 and Strategy

The Finance & Audit Scrutiny Committee was satisfied with the proposals as set out in the report.

Response from the Executive:
The recommendations in the report were approved.

17 November

3. Fees and Charges

The Finance & Audit Scrutiny Committee supported the recommendations in the report.

Executive Response:
Councillor Hales thanked the Finance and Audit Committee and the Programme Advisory Board for their advice. The recommendations in the report and addendum were approved

4 Sherbourne Resource Park – Proposal to become a partner Council

The Finance & Audit Scrutiny Committee supported the recommendations in the report.

Executive Response:
The recommendations were approved.

6 Creative Quarter – Spencer Yard

The Finance & Audit Scrutiny Committee recommend to Executive that authority be delegated to the Deputy Chief Executive (BH) in consultation with the Chair of the Finance & Audit Scrutiny Committee, the Leader of the Council and the Portfolio Holder for Finance and Business, to further investigate and look in detail at the proposed Heads of Terms included in Confidential Appendix 2. Given the Council's unanimous support of the Climate Emergency Action Plan, Members ask that detailed terms on the environmental standards of the proposals be considered, and whether it is sensible to include environmental conditions into the lease. Members feel that the efficacy of those conditions is something the Programme Advisory Board should look at and monitor.

The Executive are required to vote on this because it forms a recommendation to them.

Executive Response:

Councillor Rhead, as the Portfolio Holder for Environment, stated that he was in support of the comments from the Finance and Audit Scrutiny Committee, but requested an amendment to the recommendation to ensure it would not affect the viability of the scheme.

Councillor Hales thanked officers for their time and efforts, and welcomed the input from both Scrutiny Committees. He was happy to accept the recommendation from the Finance and Audit Scrutiny Committee.

Councillor Nicholls, the Chair of the Finance & Audit Scrutiny Committee, agreed to the suggested amendment to the recommendation from the Finance and Audit Scrutiny Committee, to include "subject to not adversely affecting the viability of the scheme".

The recommendations in the report were approved, subject to the additional amended recommendation from the Finance and Audit Scrutiny Committee.

9 Significant Business Risk Register

The Finance & Audit Scrutiny Committee recommend to Executive to review Environmental Risk 16 on the Risk Register, "Failure to meet the District's ambition to be carbon neutral within specified timeframes", to more clearly indicate if this risk refers to the ambition to become carbon neutral as a Council, District or both together. Members felt that as it stood, this was unclear and would benefit from being broken down into different aspirations and their risks, or making it more clear if it is an overarching risk for the whole programme.

The Executive are required to vote on this because it forms a recommendation to them.

Councillor Rhead suggested an amendment to this recommendation, to clarify that there were two separate targets, one for the District and one for the Council.

Councillor Nicholls, the Chair of the Finance & Audit Scrutiny Committee, agreed to Councillor Rhead's suggested amendment, to include: "Failure to meet the District's ambition to be carbon neutral within specified timeframes, be split in two risks that refer to the ambition to become carbon neutral as a Council and as a District".

The recommendations in the report were approved, subject to the additional amended recommendation from the Finance and Audit Scrutiny Committee.

9 December

General Fund Financial Update

The Finance & Audit Scrutiny Committee noted the recommendations in the report and asked the Executive to provide further detail and the financial rationale between the Climate Emergency Action Plan and the £500,000 mentioned in recommendation 2.5. More specifically, whether the £500,000 is intended to be the first increment in a longer-term reserve that will fund agreed projects in the Action Plan and also be used to leverage more money through government and other grants. In that latter context, it would be helpful to have an indication of the ambition for the scale of the fund that might be generated to meet the Council's targets.

The Committee noted that there were still a number of aspects which were not known at this time, such as the impact on Business Rates and New Homes Bonus arrangements, and looked forward to further detail in the Budget report, to be brought forward in February 2021.

Response from the Executive:

Councillor Rhead, the Portfolio Holder for Environment, thanked the Finance and Audit Scrutiny Committee for its comments, and stated that there had been discussions at the Climate Emergency PAB pre-meeting on this matter. He explained that there was a pathway to underscore what was being set out for the proposed budgets. It was important to realise that this was a new path other than the referendum that was proposed in 2020, but the details against that referendum still stood in good stead because the Climate Emergency Action Plan would still be implemented, and he hoped and trusted that the amount raised would induce other payments from other areas and grants.

Councillor Hales, the Portfolio Holder for Finance and Business, explained that the intention was that the £500,000 that was put aside would continue to be set out in the budget for the remainder of this Council, and fundamentally, all Councillors had signed up to the Climate Emergency.

The Leader thanked Councillor Nichols, and he explained that the genus of this fund was a financial engine to drive the Climate Emergency Action Plan, and accepted this needed to be shaped further and work would take place to provide more detail for the February 2021 Executive meeting.

The recommendations in the report were approved.

6. Housing Revenue Account Business Plan Review 2020

The Finance & Audit Scrutiny Committee supported the recommendations in the report.

Executive Response:

The recommendations in the report were approved.

5&12. Formation of a Local Housing Company

The Finance & Audit Scrutiny Committee noted the report and confidential appendices. It expressed concern about the robustness of the governance arrangements for the delegation of powers for approving loans in paragraphs

2.6.1 and 2.8 of the report, while recognising the need to balance the ability to act swiftly with appropriate oversight and scrutiny. Following the meeting, in discussion between the Chair of the Committee, the Deputy Chief Executive and Monitoring Officer, and the Portfolio Holder for Housing and Property, the latter has proposed amendments to the report as set out below:

"2.6 That subject to the approval of recommendation 2.3, Executive agrees that it:

2.6.1 Delegates authority to the **Deputy Chief Executive & Monitoring Officer**, Head of Finance and the Deputy Chief Executive (BH), following consultation with the Portfolio Holders for Housing and Property and Finance, **Chair of Finance & Audit Committee and the Chair of the Finance PAB**, to agree the terms and conditions of, and approve loans up to a value of ~~£56.835m~~ **£11.625m**.

2.8 That subject to agreeing recommendation 2.7, Executive agrees to delegate authority to the Chief Executive, Head of Finance and Deputy Chief Executive & Monitoring Officer, in consultation with the Group Leaders, noting that this includes the Chair of Finance & Audit Committee, **and the Chair of the Finance PAB**, to approve a loan request from the JV and determine the terms and conditions of the loan, having taken appropriate legal and commercial advice, and it is then recommended to Council that the capital programme is adjusted to reflect the loan to the JV funded by PWLB borrowing subject to Council approving changes to the Prudential Indicators as detailed in a further report."

Response from the Executive:

Councillor Matecki thanked officers for their hard work in getting the report done so quickly, and expressed his pride at the work the Housing team had undertaken. He then proposed the report as laid out in the addendum, subject to the amended recommendations proposed by the Finance and Audit Scrutiny Committee.

11 February

6. General Fund Budget and Council Tax 2021/22

The Finance & Audit Scrutiny Committee supported the report and took the opportunity to thank all officers for their work in bringing forward the budget for the Council in these challenging times.

Response from the Executive:

Councillor Hales thanked the Head of Finance and officers who had worked so diligently in producing the budget in recent months, and he thanked the Finance and Audit Scrutiny Committee. The recommendations in the report were approved.

8. Treasury Management Strategy 2021/22

The Finance & Audit Scrutiny Committee noted the report and welcomed the approach of PAB picking up the initial work in this area in respect of the potential Environmental, Social and Governance investment and joint working with Stratford District Council.

Response from the Executive:

Councillor Hales thanked the Finance and Audit Scrutiny Committee Members for their questions at the Committee's meeting on 10 February. He also explained that he had spoken to the Chair of the Finance and Business PAB and this item would come to the PAB in September. He thanked the Head of Finance and the report author, the Principal Accountant, and he then proposed the report as laid out.

11. Warwick District Leisure Development Programme – Kenilworth Facilities

The Finance & Audit Scrutiny Committee supported recommendations as amended.

They also welcomed:

(1) the assurance from the Portfolio Holder in respect of potential delays within Development Services in determining the planning applications for these sites within the 13 weeks due to a backlog in that service area; and
(2) the understanding that the project will be treated as two separate sites and projects throughout this project to enable them to be more agile in delivery.

Executive Response:

The recommendations in the report were approved, as amended.

18 March

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

The Finance & Audit Committee supported the report.

Response from the Executive:

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.

The recommendations in the report were approved.

8. Review of Significant Business Risk Register

The Finance & Audit Scrutiny Committee noted the report.

Response from the Executive:

Councillor Hales, the Portfolio Holder for Finance, stated that he had a meeting with the Strategic Risk Manager about the arrows on the risk

register, which hadn't moved on the risk register because there had been no change in the risk levels, and these arrows would appear in future reports. 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.

The recommendations in the report were approved.

13 April

3. Warwick District Council Loan to Glasshouse Lane, Kenilworth Joint Venture

The Finance & Audit Committee congratulated the officers for the clarity and detail of the written and oral presentation of the case for the loan to the Joint Venture, which it felt had contributed to a good understanding by Members and a rich and informed discussion of the risks and opportunities of the proposition.

The Committee suggested that the paper could be further improved by inclusion of:

- an infographic on the securities negotiated by the Council for the proposed loan to complement the infographic on the funding structure of the loan on page 11 of the report; and
- a risk register for the proposal.

The Committee also requested that the Executive might wish to ensure itself and the Council that there was no other provision that could reasonably be put in place to protect the Council and the public purse in issuing the loan, such as the deposit of the proposed contingency sum by the Vistry Group into an escrow account.

The Committee noted with strong approval the commitment to a performance standard of zero carbon in the build specification and that new builds would be to at least the new standard in the proposed revised Part L of the building regulations.

The Committee supported the recommendations with its comments as set out above.

Response from the Executive:

Councillor Hales thanked the Finance & Audit Scrutiny Committee for the high level of questioning and debate they had at their meeting.

4. Purchase of 248 s106 Plots and 62 Private Rented Stock (PRS) Units, Glasshouse Lane, Kenilworth

The Committee repeated its congratulations to the officers for the clarity of the written paper. It suggested that the paper could be improved by inclusion of an infographic of how the proposed loan to MHL and the flow of finances associated with it would operate based on the information in the paper and Appendix 1 to the report.

The Committee supported the recommendations with its comment as set out above.

Response from the Executive:

The recommendations in the report were approved.

Title: End of Term Report

Lead Officer: Lesley Dury, Principal Committee Services Officer

Portfolio Holder: Not applicable

Public report

Wards of the District directly affected: Not applicable

Contrary to the policy framework: No

Contrary to the budgetary framework: No

Key Decision: No

Included within the Forward Plan: No

Equality Impact Assessment Undertaken: Not required because this report gives a synopsis of work undertaken by O&S Committee and contains no new material.

Consultation & Community Engagement: Chair of O&S, Councillor Milton and Councillor Day, Leader of the Council; Overview & Scrutiny Committee 20 April 2021

Final Decision: Yes

Accessibility checked: Yes

Officer/Councillor Approval

Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive	31.3.21	Andrew Jones
Head of Service		
CMT	31.3.21	Andrew Jones
Section 151 Officer		
Monitoring Officer	31.3.21	Andrew Jones
Finance		
Portfolio Holder(s)		

1. Summary

- 1.1 This report is the annual end of term report to the Council on the work the Overview & Scrutiny Committee has undertaken during the municipal year 2020/21. The Committee met 10 times during the year, although its first meeting was just to appoint the Chair of the Committee. It also met jointly with the Finance & Audit Scrutiny Committee twice in July 2020.

2. Recommendation

- 2.1 It be recommended to Council that the list of matters considered by the Overview & Scrutiny Committee during the municipal year 2020/21, as detailed in Appendix A to the report, be noted.

3. Reasons for the Recommendation

- 3.1 Under Article 6 of the Council's Constitution Overview & Scrutiny Committees and Policy Committees are required to provide an end of term report to the Council on work they have undertaken during the year.
- 3.2 The matters considered during the year are attached at Appendix A to the report. This will be updated to include matters considered at this meeting, before it is submitted to Council.

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](#).

4.2. FFF Strands

4.2.1 External impacts of proposal(s)

People - Health, Homes, Communities - Improved health for all; Housing needs for all met; Impressive cultural and sports activities; Cohesive and active communities.

Services - Green, Clean, Safe - Becoming a net-zero carbon organisation by 2025; Total carbon emissions within Warwick District are as close to zero as possible by 2030; Area has well looked after public spaces; All communities have access to decent open space; Improved air quality; Low levels of crime and ASB.

Money- Infrastructure, Enterprise, Employment - Dynamic and diverse local economy; Vibrant town centres; Improved performance/productivity of local economy; Increased employment and income levels.

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

People - Effective Staff –All staff are properly trained; All staff have the appropriate tools; All staff are engaged, empowered and supported and that the right people are in the right job with the right skills and right behaviours.

Services - Maintain or Improve Services - Focusing on our customers' needs; Continuously improve our processes and Increase the digital provision of services.

Money - Firm Financial Footing over the Longer Term - Better return/use of our assets; Full Cost accounting; Continued cost management; Maximise income earning opportunities and Seek best value for money.

4.3. **Supporting Strategies**

4.3.1. Each strand of the FFF Strategy has several supporting strategies; however, this report is for governance purposes and allows an overview of the previous 12 months' work.

4.3.2. The work carried out by the Committee helps the Council to improve in line with its priority to manage services openly, efficiently and effectively.

4.3.3. The report is made annually as a matter of good practice and Council policy.

4.4. **Changes to Existing Policies**

4.4.1. There are no changes to existing policies.

4.5. **Impact Assessments**

4.5.1. There are no new policy changes in respect of Equalities.

5. Budgetary Framework

5.1. The recommendations in the report do not affect the Council's budgetary framework

6. Risks

6.1. There are no risks associated with this report which is purely provided as a matter of good practice and Council policy concerning Scrutiny committees.

7. Alternative Option(s) considered

7.1. There are no alternative options because this report complies with the requirements of Article 6 of the Council's Constitution.

Chair's Introduction

As I look back over my first year as Chair of Overview and Scrutiny, I want to start by thanking everyone who has been involved in supporting the work of the committee over this last year. That includes officers from Committee Services, members who have contributed to our discussions and debate and in addition those officers who have prepared and presented reports that the committee has discussed. Together with Portfolio Holders I appreciate the time and effort that they have given to helping us question, understand and at times challenge reports and proposals. Some of these areas have been extremely technical (e.g. the Local Plan, HMOs) and the support of officers has been invaluable in helping us to navigate these complex subjects.

This year has of course been conducted against the background of the Covid pandemic. Whilst this has impacted how we meet, with all meetings taking place online it has not impacted the diligence with which we carry out our role.

One of my key aims as Chair has been to ensure that we as a committee focus our time on scrutinizing the right things. Whilst we have a role in scrutinizing the delivery of the council's services, we have spent more of our time this year focused on the strategic and policy making initiatives of the Executive. This has meant a shift in the nature of what we debate, and this has been further enabled by creating clear guidelines for which items we consider. This is aimed at not only ensuring that we talk about the areas that have the biggest impact on our residents but also that our discussions are focused on achieving a clear outcome and recommendation.

Alongside this we have tried to ensure a collegiate approach to how we examine items and I am grateful that members from all parties have chosen to be actively engaged and that in most cases we have taken a non-partisan approach. This has helped us to create recommendations to the Executive which enable them to make better decisions and I am pleased that some of these recommendations have been taken on board by the Executive.

I have been particularly pleased that this year we have been involved closely with two Task & Finish Groups. The first, the inquiry into Race Equality within the District will report shortly and I hope that as a Committee we have been able to provide helpful steering and constructive challenge to this group. The second Task & Finish Group examined our response to Covid-19. This was not intended as a deep critique into the actions of the Council, but it is important that we capture lessons learned and incorporate them into our future ways of working. I am pleased that the final report and recommendations, focusing on the long-term learnings for the council has been accepted and look forward to seeing progress on them over the remainder of this Council term.

As we look to the year ahead a significant amount of our time will be spent scrutinizing the proposed merger with Stratford District Council. I am pleased that in collaboration with the Chair of F&A we have begun to scope out how we might provide effective scrutiny to what will be one of the biggest and most complex changes to council operations in recent years. Members have already begun to

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engage positively in these discussions, and I look forward to working together over the next twelve months to continue effective and constructive scrutiny of the Council's activities.

Councillor Andrew Milton
11 April 2021

Items considered by Overview & Scrutiny Committee 2020/21

Overview & Scrutiny Work Programme Items

2020:

End of Term Report

Developing Scrutiny

Appointment of Children's and Adults' Safeguarding Champion

Future working of Scrutiny Committees

Task & Finish Group – Equality and Diversity

Annual Review of Plastics Policy, Sustainability Approach and Climate Emergency Action Plan

Summary of the role, responsibilities and performance of the South Warwickshire Community Safety Partnership (SWCSP)

The impact of the revised Housing Services Management structure and additional resources approved in November 2019

Shared Environmental Enforcement with Rugby Borough Council

Public Convenience Review Update

2021:

HEART Shared Service Review

Noise Complaints

Task & Finish Group – Role of the Chairman

Shared Environmental Enforcement with Rugby Borough Council

Task & Finish Group – Equality and Diversity

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

O&S End of Term Report

HEART Shared Service Briefing Paper (following up from the HEART Shared Service Review)

Criteria for call in of Executive Reports to Scrutiny Committees

Routine Items

Review of the Work Programme, Forward Plan and Comments from the Executive

Executive Items Considered by the Committee

(This section details the comments and recommendations made by the Overview & Scrutiny Committee to the Executive on reports being considered by the Executive. The decisions made at the Executive meeting have been detailed if the decision was different to the recommendations in the report.)

7 July 2020:

The Overview & Scrutiny Committee met with the Finance & Audit Scrutiny Committee.

Warwick District Leisure Development Programme – Kenilworth Facilities

Agenda Item 9(b)

The recommendations in the report were noted and a request was made that additional work be undertaken on: vehicle and active transport access to the leisure centres; and on their carbon neutrality.

Councillors Redford and Grey requested that their support for the recommendations in the report be noted and Councillor Milton requested his objection to the recommendations in the report should be noted.

Review of Local Government Structure in Warwickshire

Both the Overview & Scrutiny Committee and the Finance & Audit Scrutiny Committee supported the recommendations in the report.

They highlighted that the Council needed to keep focused on the overall strategic advantages of working with Stratford and from possible local government reorganisation. Therefore, it should be mindful, on this twin track approach, that the project on working with Stratford did not pre-determine the possible shape of local government reorganisation or preclude possible working with other boroughs and districts where that would be beneficial for residents and provide value for money.

Executive Response:

Two additional recommendations were added for approval:

"That £35,000 is provided from the Service Transformation Reserve to fund the Council's contribution to the joint study and for additional support in respect of communications"; and

"That the Cabinet of the County Council is asked to reconsider its informal decision to commission a separate business case for a single unitary Council and instead to participate in the joint study with the other Borough and District Councils to look at all options and to listen to the public's views".

Adoption of Affordable Housing and Developer Contributions SPDs

Both Committees were satisfied that the questions posed ahead of the meeting had been satisfactorily answered.

Final Accounts 2019/20

The Committees thanked the Head of Finance and his team for the work on producing the draft financial statements for 2019/20 so promptly.

Community Stadium and Associated Developments

The Committees supported the recommendations in the report.

29 July 2020

The Overview & Scrutiny Committee met with the Finance & Audit Scrutiny Committee.

Governance Review of Warwick District Council

The Committees supported the recommendations in the report but wanted to draw a number of points to the attention of the Executive that needed to be carefully monitored.

Agenda Item 9(b)

The Committees had concerns about the large remit of each PAB and how they would cope looking at such large areas of work. This was a specific concern that the listed areas were just projects and did not cover other work the PABs would look at, such as refinements to or creating new policies.

The Committees shared concerns that with the change to scrutiny of service provision, the development of and quality of service provision might not be adequately picked up by the scrutiny of RAG and KPIs that had been developed and which would be adopted.

They noted the dates in 2.2 and 2.7 for review should be combined so they were the same, and that the remit of the review should be produced in agreement with both Scrutiny Chairs.

The Committees appreciated clarification that the presumption would be for briefings to remain in the evening, in line with the protocol for arranging meetings with Councillors, but accepted this may mean some needed to be held at the same time as other meetings.

The Committees made a general comment on the resources for Civic & Committee Services, that this proposal should be work neutral and therefore this element needed to be closely monitored and fed back on as part of the 6, 12 and 18-month review.

In addition, some Members of the Committee raised concerns about:

- the loss of Shadow Portfolio Holder meetings and highlighted this could lead to more work for officers through more frequent questions/contacts from Councillors; and
- for providing an SRA for the role of Chairman of a PAB.

Executive Response:

Councillor Day proposed the report as laid subject to recommendation 2.7 being amended. The recommendations in the report were approved, so the independent assessment of these arrangements would be undertaken in February 2022 and officers were asked to bring back an outline proposal for this, in consultation with the Chairs of Scrutiny, in December 2021 along with proposed funding arrangements.

24 August 2020:

Minimum Energy Efficiency Standards Enforcement Process – Private Sector Housing

The Committee supported the recommendations in the report and agreed it would monitor their implementation. In agreement with the Portfolio Holder for Housing & Property Services, the Committee agreed that its Chair and the Portfolio Holder would liaise with Democratic Services to review whether ongoing reporting could be done using a dashboard within the Business Intelligence Portal.

The Committee agreed to add a review of the process to its Work Programme after it had been operational for a minimum of 12 months.

Article 4(1) direction for Sherbourne Conservation Area

The Committee noted the recommendations. In discussion it welcomed officers' proposals to check and update guidance on the Council's website but expressed concerns that changes to the regulations should not impede people from fitting equipment into their property in line with the Council's Climate Emergency ambitions.

Park Exercise Permits

The Committee noted the recommendations in the report and agreed it would monitor their implementation.

The Head of Cultural Services and Portfolio Holder for Culture agreed to explore if a method to allow new licence holders to upgrade easily from monthly to annual payments would be feasible.

The Committee agreed to add a review of the permit scheme to its Work Programme after it had been operational for six months.

Executive Response:

The recommendations in the report were approved, subject to the following amendments and additional recommendations:

Amended Recommendations

2.2 That the Executive recommends to Council for approval the prices shown in Appendix A to this report for the period of time between the implementation of the policy and 1st January 2021 with a delegation to the Head of Cultural Services, in consultation with the Portfolio Holder for Culture, to apply discount prices as deemed appropriate for the purpose of launching the scheme.

2.3 That Members instruct officers to review the Park Exercise Policy after the first 6 months of operation and then on an annual basis, with charges being included as part of the annual review of fees and charges.

Additional Recommendations

2.4 That Members delegate to the Portfolio Holder for Culture and the Head of Cultural Services the decision as to the future inclusion of new areas of the Council's Parks and Open Spaces within the remit of this policy

2.5 That members ask officers to update the relevant pages on the Council website to promote the new policy and to list those organisations who have registered as part of the scheme

Amendment to Paragraph 6 – Pricing Policy (page 11 in the report)

"The following prices are for the use of all designated Warwick District Council parks. Annual permits are available and should be paid as one

payment at the beginning of the permit year. Monthly permits can be paid by direct debit”.

1 October 2020:

Joint Local Plan Review

The Committee felt that a clear distinction was required to make it apparent that the working party was not a scrutiny function. It also felt that the term “Programme Advisory Board” should be avoided because of the very specific meaning it had at Warwick District Council and the confusion that could arise.

It was noted that concerns raised about the potential impact of the Local Government review and on potential differing needs for affordable and other housing allocations would be addressed through the proposed officer work and Member review.

Trees for our Future – Project Framework and Start-up

The Committee thanked officers for their work and welcomed this initial plan which was felt to be a good foundation to determine the final plan details. It looked forward to information on both the final number of trees and the amount of woodland established. The community involvement was noted as a very positive aspect of the project.

17 November 2020:

Sherbourne Resource Park – Proposal to become a Partner Council; and
Waste Contract Renewal – Update Report

The Committee considered both of these reports together because they both dealt with waste management. It noted and accepted the contents of both reports.

The Committee felt that it would be important to bring residents on-board with the changes to the waste and recycling services. Effective communication and providing help to residents to manage the impact of the changes would be necessary and this would help link into the Council’s wider Climate Emergency ambitions.

The Committee did raise concerns over the potential problem that could be posed by fly-tipping and asked that an effective strategy to counter this risk was put in place. Flexibility in approach was key.

Creative Quarter: Spencer Yard

The Committee considered the report and accepted its contents.

Executive Response:

The recommendations in the report, and along with the following additional recommendation from the Finance and Audit Scrutiny Committee, were approved:

“that authority be delegated to the Deputy Chief Executive (BH) in consultation with the Chair of the Finance & Audit Scrutiny Committee, the Leader of the Council and the Portfolio Holder for Finance and Business, to further investigate and look in detail at the proposed Heads of Terms included in Confidential Appendix 2. Given the Council's unanimous support of the Climate Emergency Action Plan, Members ask that detailed terms on the environmental standards of the proposals be considered, and whether it is sensible to include environmental conditions into the lease, subject to not adversely affecting the viability of the scheme. Members feel that the efficacy of those conditions is something the Programme Advisory Board should look at and monitor”.

10 December 2020:

General Fund Financial Update

The Committee recognised the challenge of achieving financial savings whilst retaining the public facing service levels, wished to see more detail about how this balance would be achieved and agreed it would scrutinise proposals thoroughly as and when the details were available.

Climate Emergency Action Programme (CEAP) Review

The Committee supported the Climate Emergency Action Plan being an item in the Council's proposed budget for next year. It suggested that a “Plan for Good News” should be established to ensure residents could appreciate achievements. There was a general desire that the Council aimed high at the start of new projects and this should be set out as an ambition from the outset.

11 February 2021:

Working together with Stratford District Council

The Committee was pleased to note the intention to provide quarterly updates but it recommended that this should go further and that there should be a “Scrutiny Plan”. This plan should set out points in the project where there were key decisions being made and where matters requiring scrutiny at either or both O&S or F&A were embedded within the plan. Short progress updates should also be provided to each Scrutiny meeting so that the Committees were not overwhelmed with less frequent, longer reports that effectively meant there was no time to scrutinise other areas of the Council's operations at those meetings.

Members were mindful of the amount of time officers required to undertake this project and the Committee would plan its meetings to allow sufficient time to scrutinise with the aim to help the Executive. It would look at whether joint meetings of both Scrutiny Committees would be of assistance, and also joint meetings with Stratford District Council.

Executive Response:

The recommendations in the report, along with the additional recommendation from the Overview and Scrutiny Committee, were

approved, subject to the following amendment to recommendation 2.2:

Amended Recommendation 2.2

(c) subject to the approval of recommendation 2.2(a) and 2.2(b) that the Chief Executives of both Councils are asked to ~~prepare~~ draft a submission to the Government seeking approval to achieve a merger by 2024, subject to a further report for approval by both Councils.

(d) subject to the approval of 2.1(c), 2.2(a) and 2.2(b), that the Chief Executives of both Councils are authorised to prepare a Programme of Implementation (PI) to deliver the vision agreed at ~~2.4~~ 2.2(a) above for consideration by Members no later than July 2021.

(e) subject to the approval of 2.2(a) to 2.2 ~~(c)~~ (d) above, the sum of £100,000 pa from the Council for the period 2021/22 to 2023/24 be included within the Medium Term Financial Strategy and is funded from the Service Transformation Reserve to ensure that there is sufficient programme management resource to support the Councils through this transition process to a full merger

Warwick District Leisure Development Programme – Kenilworth Facilities

The Committee recommended that the amended recommendation 2.8 should be further amended to include consultation with both the Leadership Co-ordination Group (LCG) and all Kenilworth District Councillors over when and which facilities should be re-opened.

18 March 2021:

HMO Licensing and Planning Permission

Following suggestions made prior to the meeting by the Head of Housing Services and the Portfolio Holder, Housing and Culture, the Overview and Scrutiny Committee **recommended** that wording in Appendix A to the report and Recommendation 2.3 in the main report, be amended:

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

Current wording:

When an HMO licence application is received for the first time or in advance of an HMO license 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 times scales:

- Landlords making an HMO license application for the first time be given two months to submit a valid planning application.
- Landlords of properties where an HMO license needs to be renewed, must submit a valid planning application before the current license expires.

Recommended wording:

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 main report:

Current wording:

2.3 Note that landlords of relevant properties that require an HMO license and do not have planning permission will face enforcement action if they do not apply for permission.

Recommended wording:

2.3 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 main report

The Head of Housing Services in liaison with the Portfolio Holder, were both asked to take appropriate advice, legal or otherwise, and re-word Recommendation 2.4 in the report which would then be presented to Executive for approval on 18 March 2021. It was felt that the current wording of the recommendation was not making clear which policy was being referred to for the requirement that planning permission be obtained.

Executive Response:

The recommendations in the report and addendum, along with the amended recommendations from the Overview and Scrutiny Committee, were approved.

Step Back Review Task & Finish Group on the Council's Response to Covid 19

The Overview & Scrutiny Committee had set up this Task & Finish Group, and its findings were presented to the Committee at its 9 February 2021 meeting for submission to Executive. The report and recommendations were approved to be presented to Executive. At the meeting of the Executive 18 March 2021, the recommendations in the report, as set out in Appendix 1 to the report, were approved.

14 April 2021:

Joint Cabinet/Executive Committee of Stratford-on-Avon and Warwick District Councils Agenda – Wednesday 14 April 2021 - Item 4 - South Warwickshire Local Plan - Scoping Report

The Overview & Scrutiny Committee thanked the report authors for their comprehensive work on the report. The Committee discussed the report and made the following recommendations:

1. The document should make it clear the plan is being developed at a strategic high level and that certain local plan policies (e.g. HMOs, student accommodation) will continue to exist unaffected.
2. That all the questions asked in the report should be reviewed to take into account the audience they were aimed at to ensure, wherever possible, plain English is used.
3. That in respect to affordable housing there was a need to look at housing needs within the district to ensure that an appropriate policy is adopted.
4. The position relating to Gypsy and Traveller sites should be addressed more clearly.
5. That the Council should aim for a plan in which all new housing should be required to be carbon zero.
6. That there is effective engagement with parish councils and that they understand any impacts on their own parish/neighbourhood plans.
7. Analysis of responses should ensure that they build an understanding of the distinct view of different interest groups e.g. developers, parish councils and members of the public.

22 April 2021:

The Overview and Scrutiny Committee did not call in any reports on the Executive agenda to be scrutinised.

Executive

Excerpt of the Minutes of the meeting held remotely on Thursday 22 April 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), Milton (Chair of Overview & Scrutiny Committee) and Nicholls (Chair of Finance & Audit Scrutiny Committee and Labour Group Observer).

115. **Declarations of Interest**

There were no declarations of interest made in relation to the Part 1 items.

Part 1

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

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

The Executive considered a report from the Chief Executive which sought the approval of the new Warwickshire wide Health and Well Being Strategy, requested that Members noted the Director of Public Health's annual report, and sought support for the development and implementation of a South Warwickshire Place Plan concerning health and well-being issues.

Since October 2020, local government, health bodies and partner agencies had been working to develop a new Warwickshire wide Health and Well-Being Strategy for the period 2021 to 2026. This process had included public consultation, and the resultant Strategy was attached at Appendix A to the report. It was 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 summarised the Strategy was attached at Appendix B to the report.

Alongside the Strategy, the Warwickshire Director of Public Health had recently published her annual report. It contained a number of recommendations to improve the health of the Warwickshire population and to reduce the inequality of health. These recommendations would require a separate consideration and report.

The health and social care system that had been established for the Coventry and Warwickshire sub region had two Health and Well Being Strategies – one for Coventry and one for Warwickshire and had also identified four 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" reflected the different places that existed from a health geography perspective within the sub region.

It was expected that most of the work to deliver the Warwickshire Health and Well Being Strategy would need to be delivered at Place level. The overall

approach was to use the Kings Fund model as a framework within which agencies would seek to integrate tackling the pre-determinants of poor health as well as improving the health and social care sector services. There were several multi-agency groups which had been put in place over the past two years to try to take this approach forward.

Progress had been made in the past year on a South Warwickshire Place Plan, which focused on proposals involving the local health and social care sector led by South Warwickshire Foundation Trust (SWFT). However, discussions had led to the development of a proposal at Appendix C to the report, which would lead to a Place Plan for the population of South Warwickshire, spanning all four quadrants of the Kings Fund model and would integrate some of the existing multi-agency groups.

This approach, 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. SWFT had also set up a South Warwickshire place website so that the joint work of agencies involved could be easily accessed.

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.

The Council could decide not to adopt the Health and Well Being Strategy, but given the extent of work upon it, that was not a course of action that was recommended. In respect of the Annual Report from the Director of Public Health, there were no real alternative actions to consider at this stage.

The Council could consider not agreeing to the proposal at Appendix C to the report, but this would leave a multi-agency structure that was 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 was needed as was proposed.

Councillor Falp thanked the Chief Executive for the amount of work he put into the report. She then proposed the report as laid out.

Recommended to Council that the Warwickshire wide Health and Well Being Strategy at Appendix A to the minutes, be agreed, and forms part of the Council's Policy Framework.

Resolved that

- (1) the Director of Public Health's Annual Report for 2020/21, be noted; and
- (2) the proposal to develop the South Warwickshire Place Plan concerning health and wellbeing matters, as set out at Appendix C to the report, be supported.

117. **Homelessness Strategy 2021-26**

The Executive considered a report from Housing. A homelessness strategy was a statutory document and the most recent for Warwick District was adopted in 2017 to run for three years, until 2020.

The report presented two complementary documents for adoption as the new strategy to direct work on homelessness for the period 2021 to 2026.

In accordance with the Homelessness Act 2002, Local Housing Authorities had 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 needed to consider, for that District:

- (a) the levels, and likely future levels, of homelessness;
- (b) the activities which were carried out for the purpose of: preventing homelessness; securing that accommodation was or would be available for people who are or may become homeless; and providing support for people who are or may become homeless, or who had been homeless and needed support to prevent them becoming homeless again; and
- (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 have 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 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 had been undertaken and the results of this, together with the forward plans for dealing with the issues identified, were incorporated into the new Homelessness and Rough Sleeping Strategy.

A number of broader cross-cutting themes linked to homelessness had been identified over recent years that could better be addressed by a partnership response at a County level. The Council 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, included:

- 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.

The joint Countywide strategy sat alongside, and was 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 covered a shorter period of time, reflecting the greater degree of complexity of the issues and uncertainty involved in such a partnership approach, which had not been tried before. However, it was this "Warwick-only" strategy, as it was based upon a homelessness review, that was strictly speaking the statutory document with the joint strategy in a supporting role.

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

In terms of alternative options, not adopting a new strategy had been considered, but this had been rejected because a homelessness strategy was a statutory obligation.

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 was therefore more appropriate to have a countywide strategy focussing on the key issues that could 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 would be taken closer to the time, once an assessment of its success has been carried out.

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 above already picked up and highlighted those issues that could best be dealt with across borders.

The option of having separate strategies for homelessness and for rough sleeping had been considered. However, the Ministry of Housing, Communities and Local Government had 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.

Councillor Matecki proposed the report as laid out.

Recommended to Council that

- (1) the "Warwick District Council Homelessness and Rough Sleeping Strategy 2021-26" attached as Appendix One to the minutes; be approved.
 - (2) the "Preventing Homelessness in Warwickshire: a multi-agency approach, 2021-23", attached as Appendix Two to the minutes, be approved as a
- Item 10 / Page 4

supplementary and complementary strategy; and

- (3) authority be delegated to the Head of Housing Services, in consultation with the Housing and Culture Portfolio Holder, to review and amend the action plan of the strategy from time to time during the lifetime of the strategy.

(The Portfolio Holder for this item was Councillor Matecki)
Forward Plan Reference 1,183

123. **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
124	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)

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

The Executive considered a report from Housing.

The recommendations in the report were approved.

(The Portfolio Holder for this item was Councillor Matecki)
Forward Plan Reference 1,182

(The meeting ended at 7.01pm)



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:

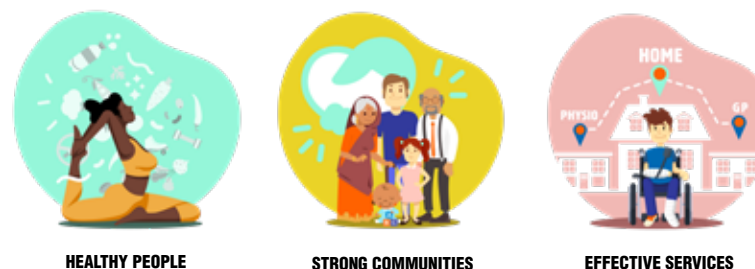


Figure 1: Coventry and Warwickshire's Strategic ambitions (HCP, 2019)

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*.

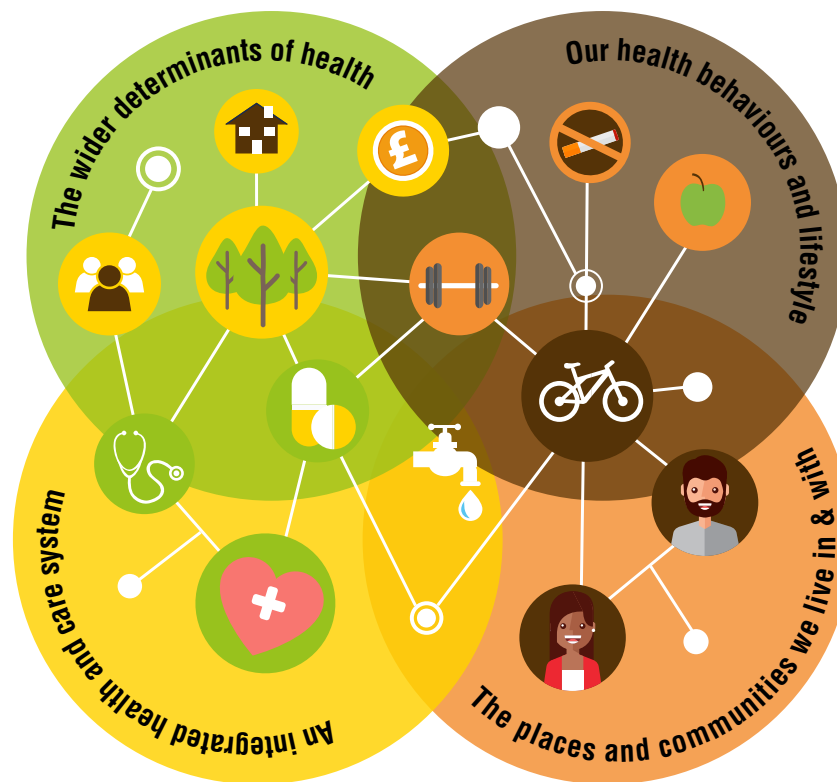
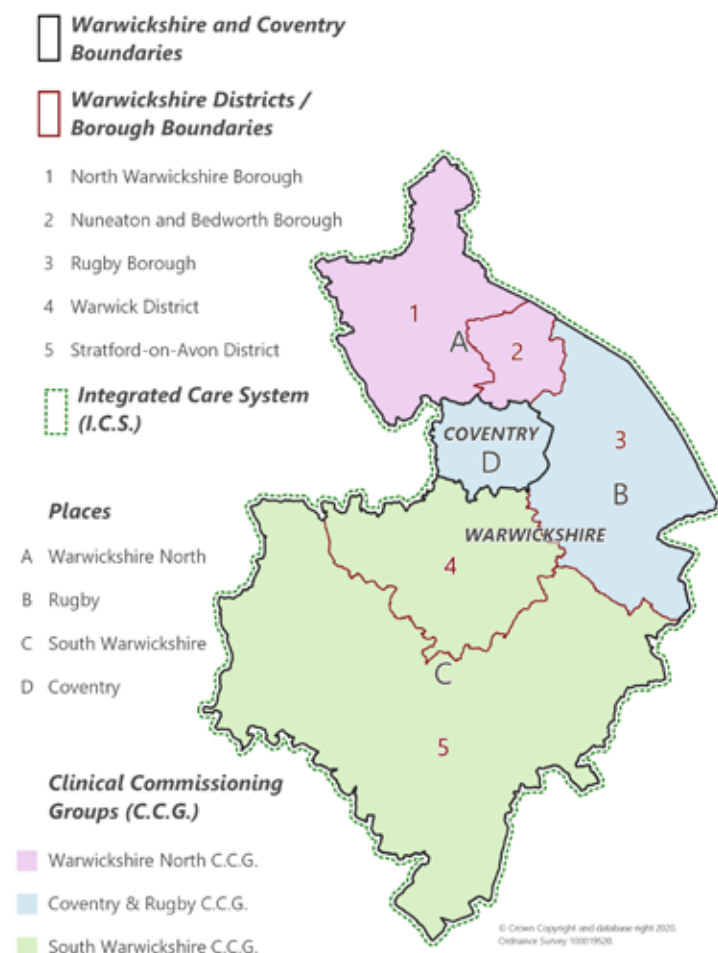


Figure 2: Population health model (Kings Fund, 2019)



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

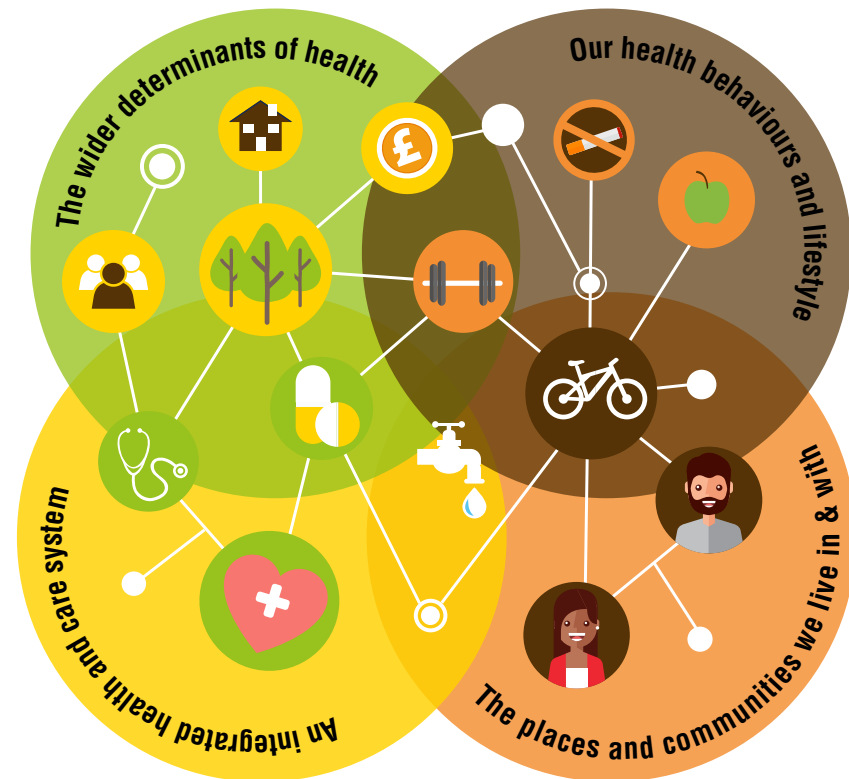


Figure 5: Our approach to population health (Kings Fund, 2019)

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.

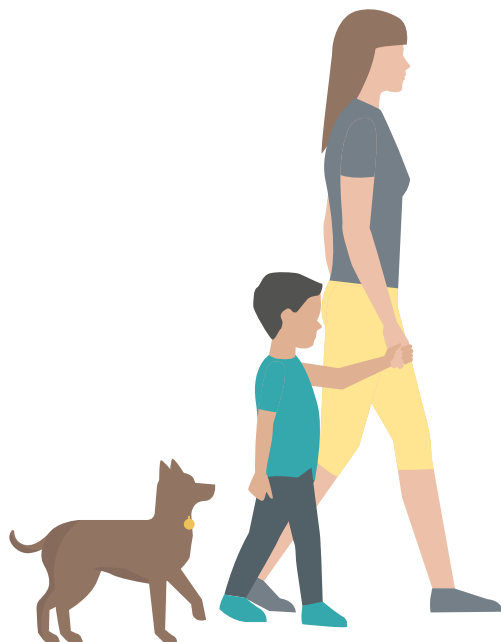
Once trained and having completed their portfolio based on a 6-month work-based placement in a youth setting successful applicants were awarded a Level 2 Award in Youth Work Practice by ABC Awards.

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

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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



**North Warwickshire
Borough Council**



west midlands
police and crime
commissioner



Philip Seccombe
Police and Crime
Commissioner
for Warwickshire





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

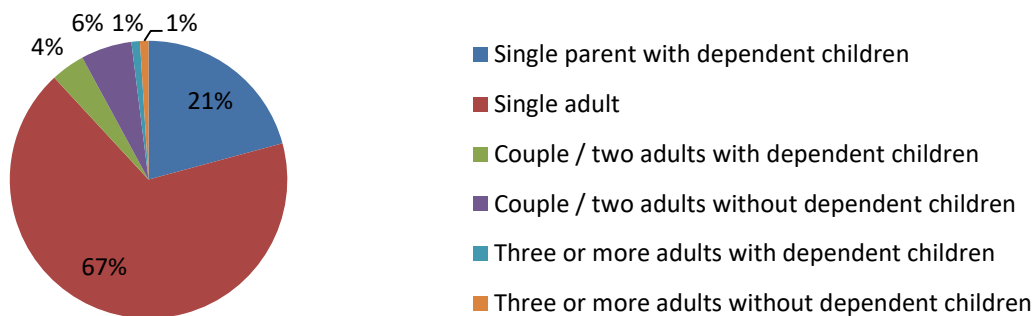
In 2018/19 and 2019/20 almost exactly the same number of approaches from households under the new legislation were received: 451 and 453 respectively. However the number owed a new duty (either prevention or relief) increased from 410 in the first year to 431 in 2019/20. For comparison purposes this 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

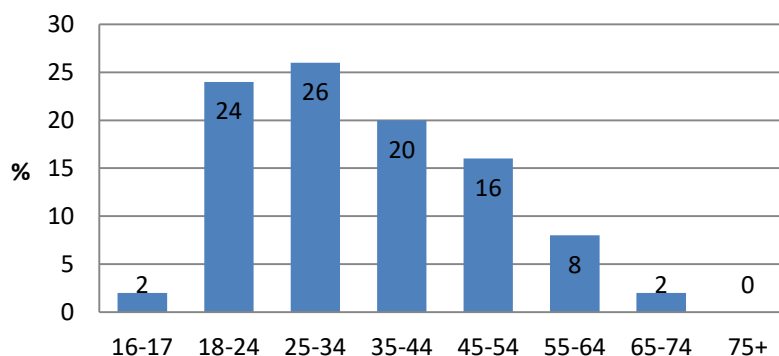
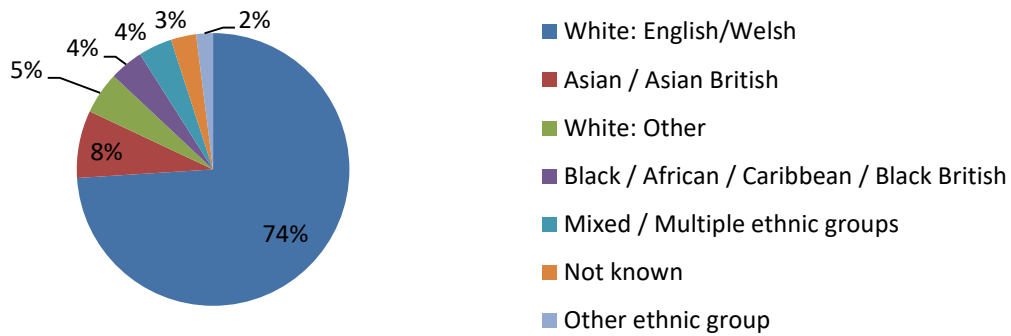


Chart two illustrates data from appendix two, table four. The most common age band was “25-34”, accounting for 26% of all households, while just over half of main applicants (52%) were younger than 35. People aged 55 or more made up 10% of main applicants.

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

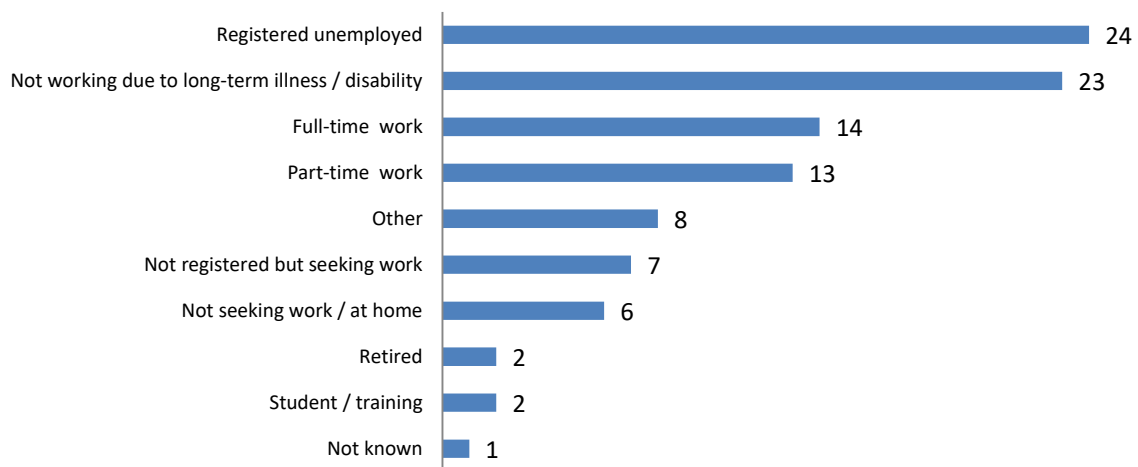


Table six in appendix two, and chart four, show that: 27% of applicants were in either full-time or part-time work; 24% were registered unemployed; and a further 23% were not working due to a long-term illness or disability.

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.

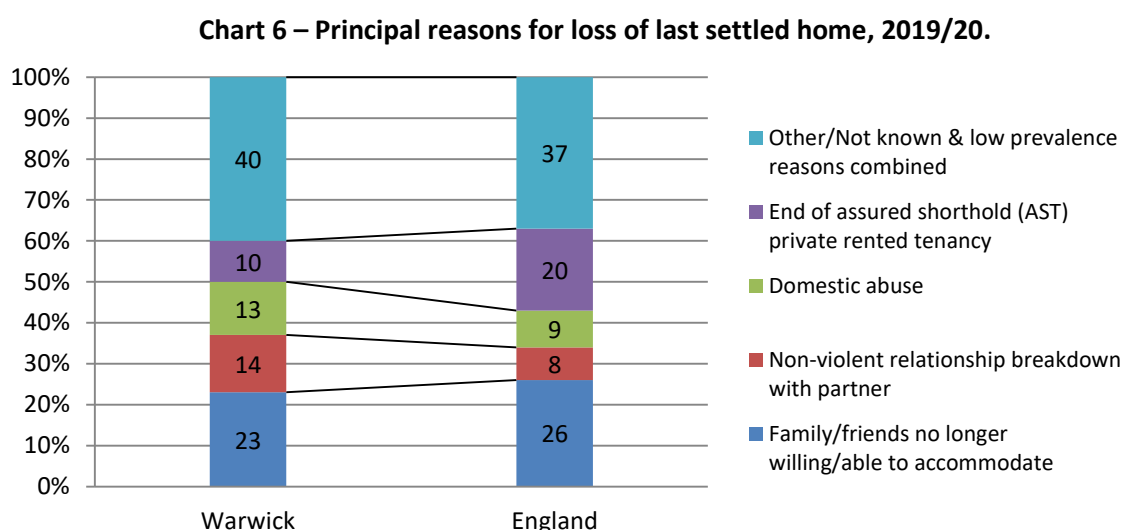
The key points about support needs are:

- 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.



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%.

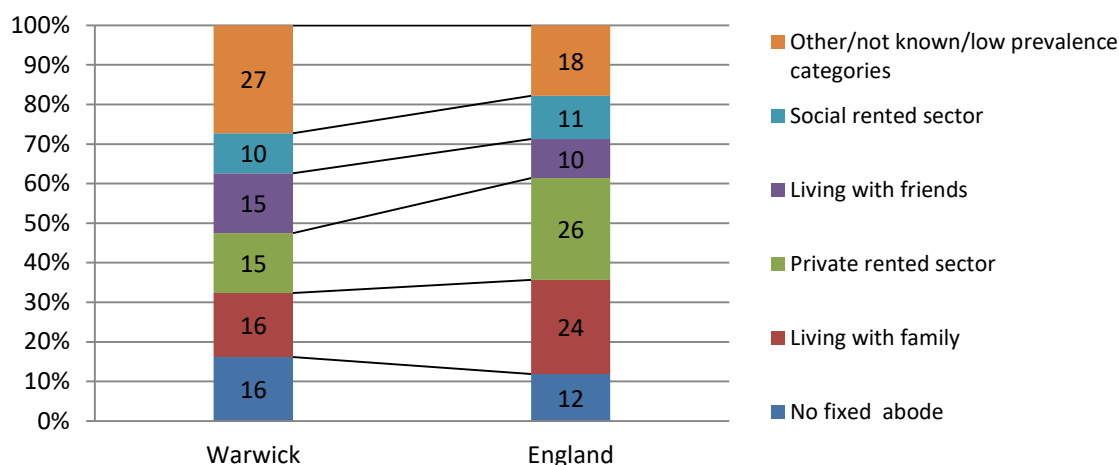
1.3.5 Previous home

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:

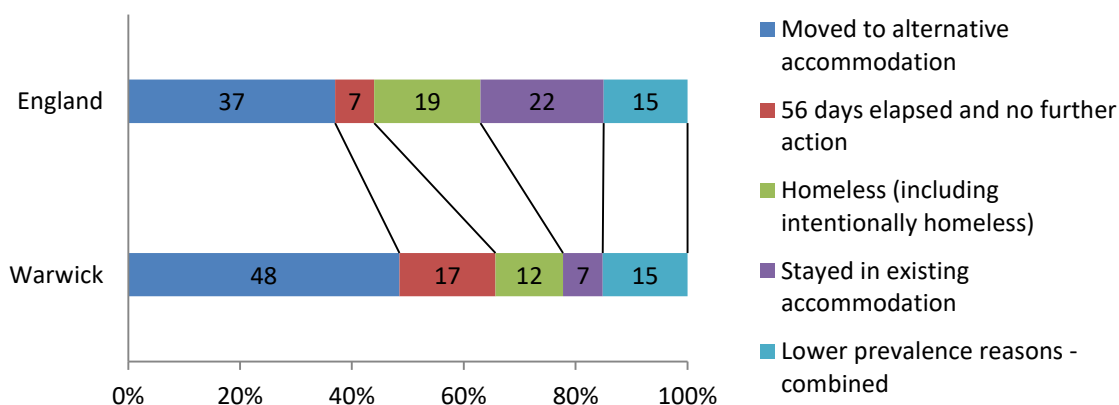
- No fixed abode (16%);
- Living with family (16%);
- Private rented sector (15%);
- Living with friends (15%);
- Social rented sector (10%).

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%).

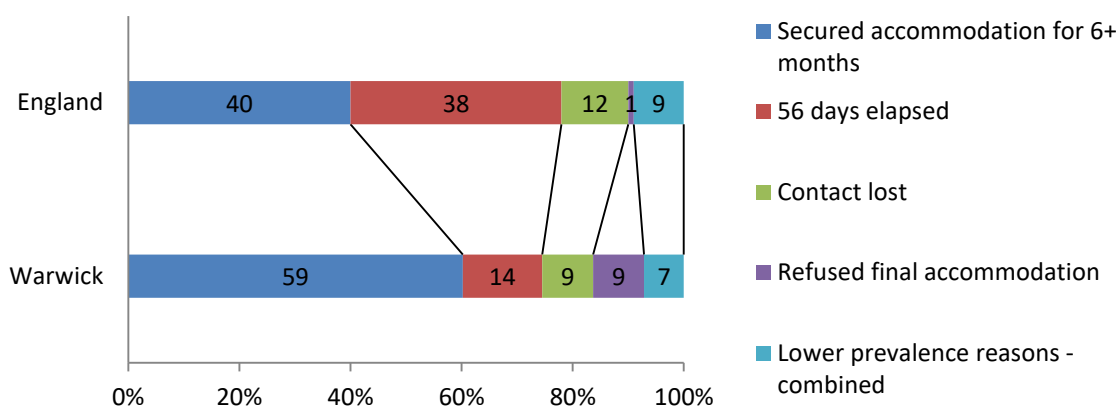
The main prevention activity was accommodation being secured by the local authority housing options service. This was true for both Warwick (37%) and England (27%). Other notable activities were: provision of supported housing (16% for Warwick but only 5% for England); helping the applicant to secure 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%)

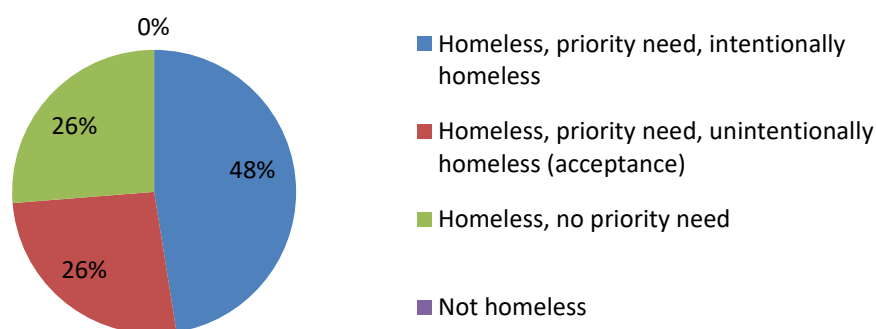
and the private rented sector (18%). England as a whole used the private rented sector much more (29%) with fewer cases accommodated in each of the other three main types of accommodation.

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

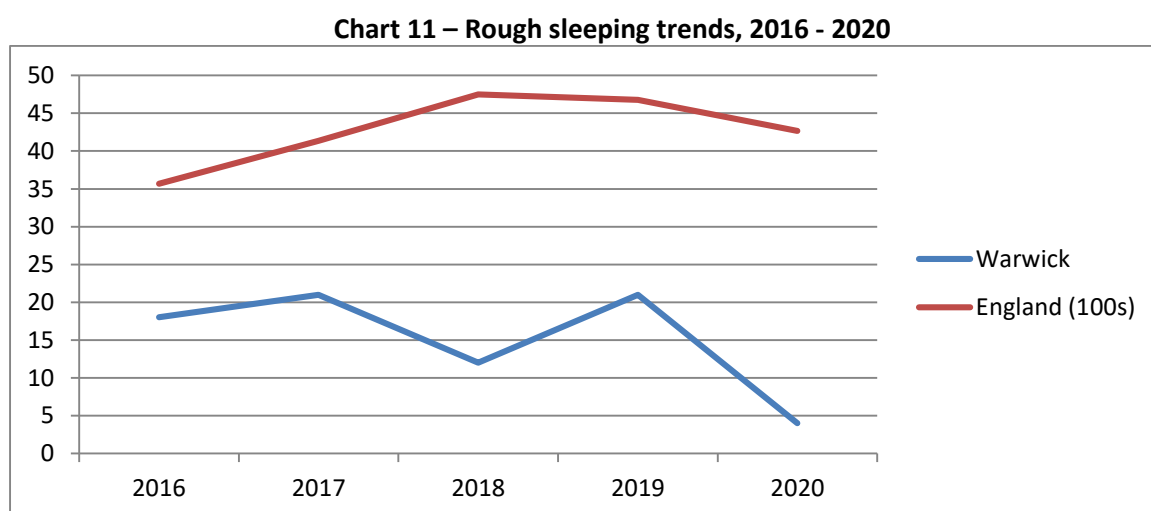


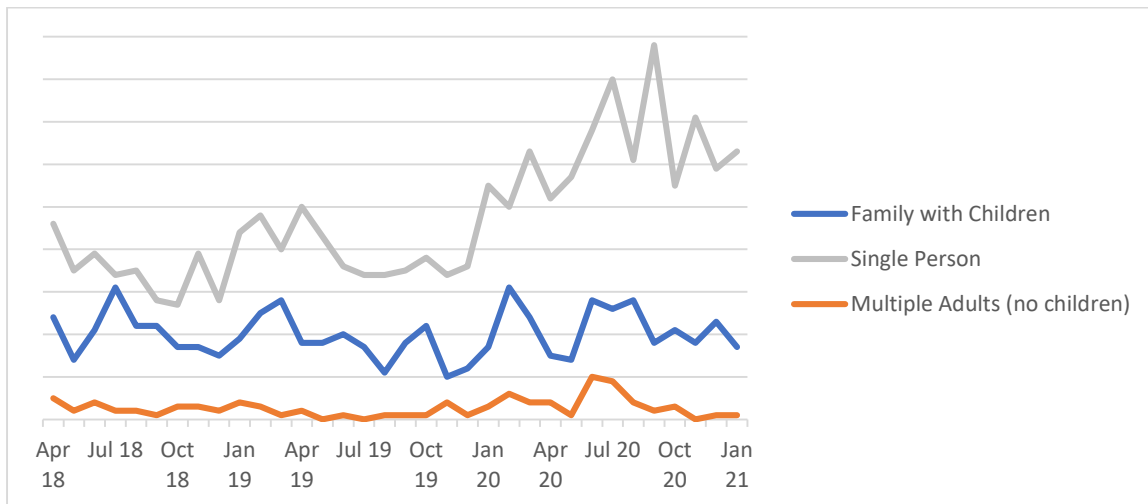
Chart 11 includes the trend line for England and shows that the fluctuations in Warwick district have been different to the national trend over the last five years, but again the 2020 figure has been sharply affected by Everyone In.

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.

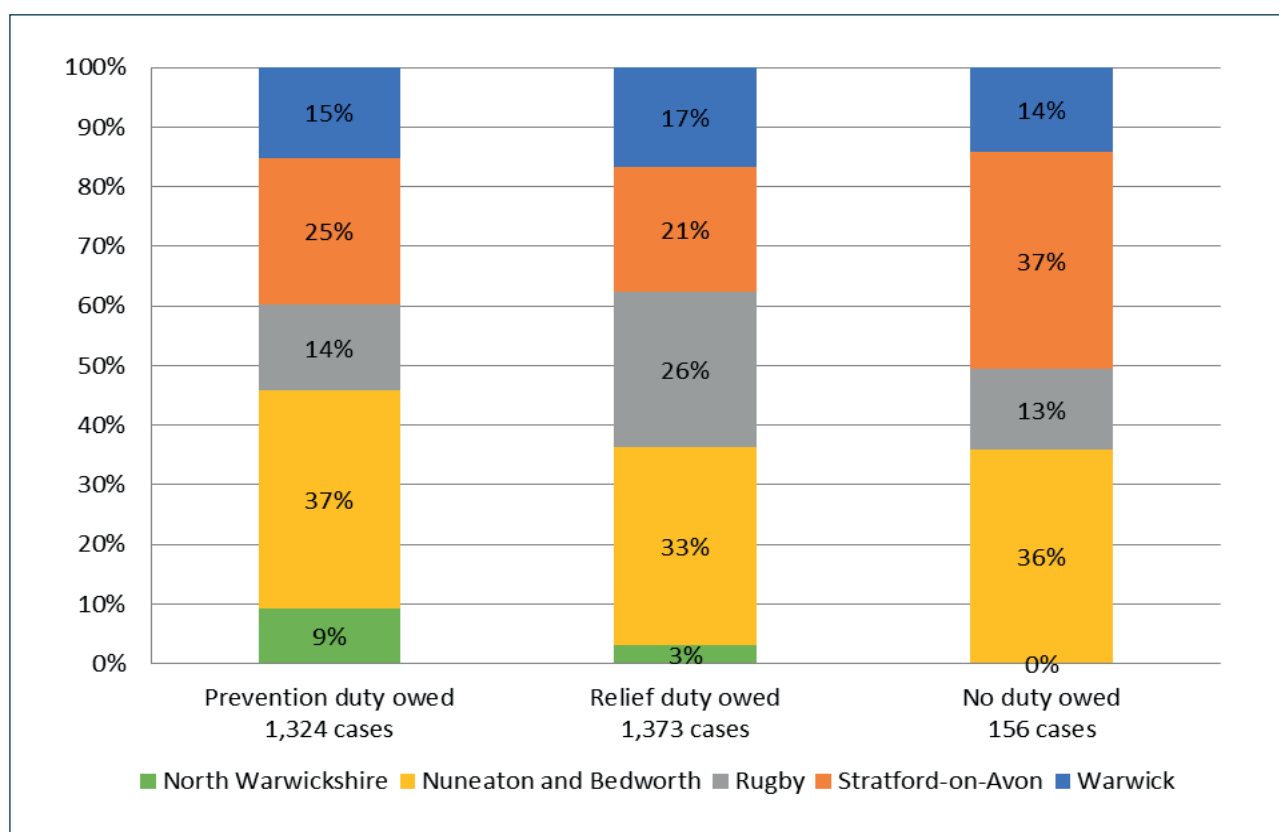
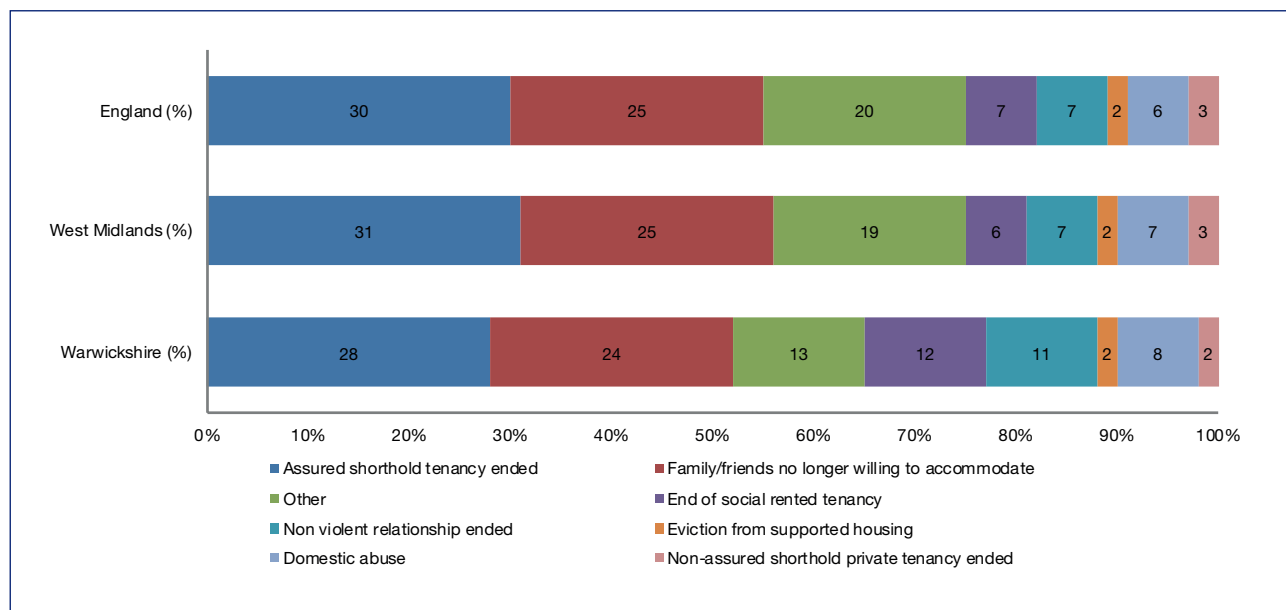


TABLE 2

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

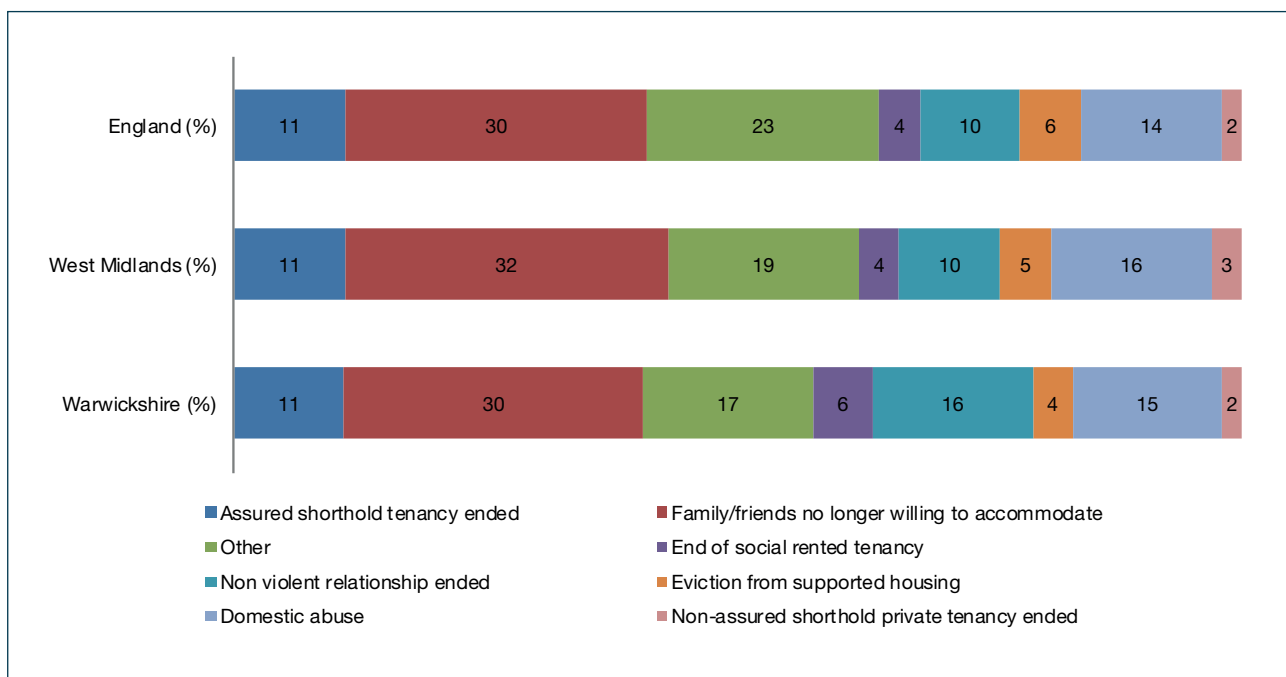


TABLE 4**Support needs of households owed a homelessness duty 2019-20**

(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

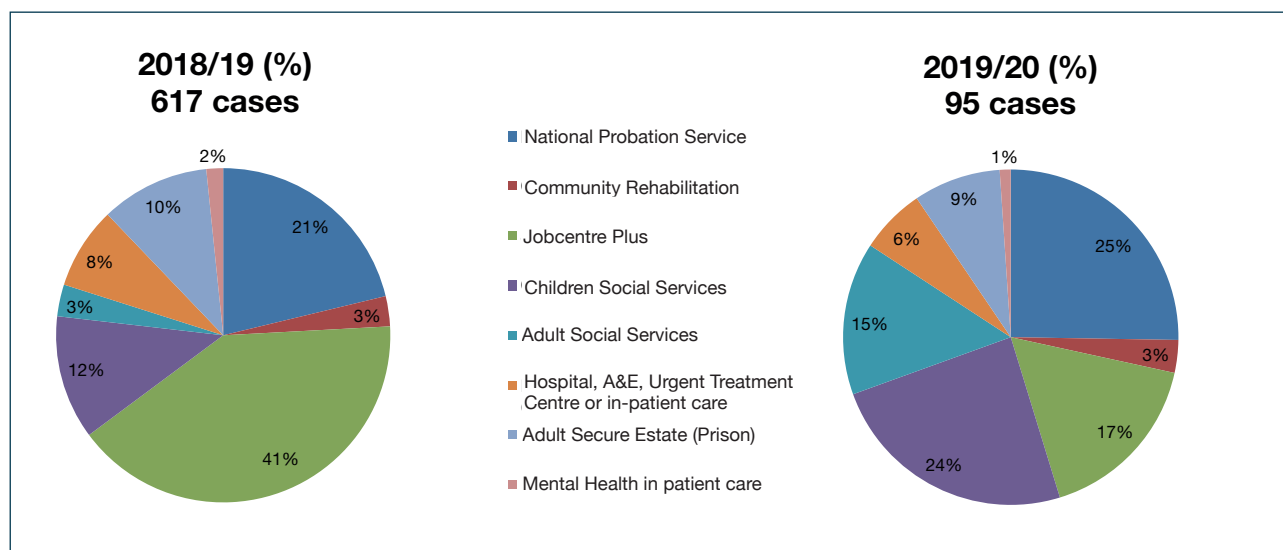


TABLE 6
Number of households in temporary accommodation as at 31st March 2020
by type of accommodation

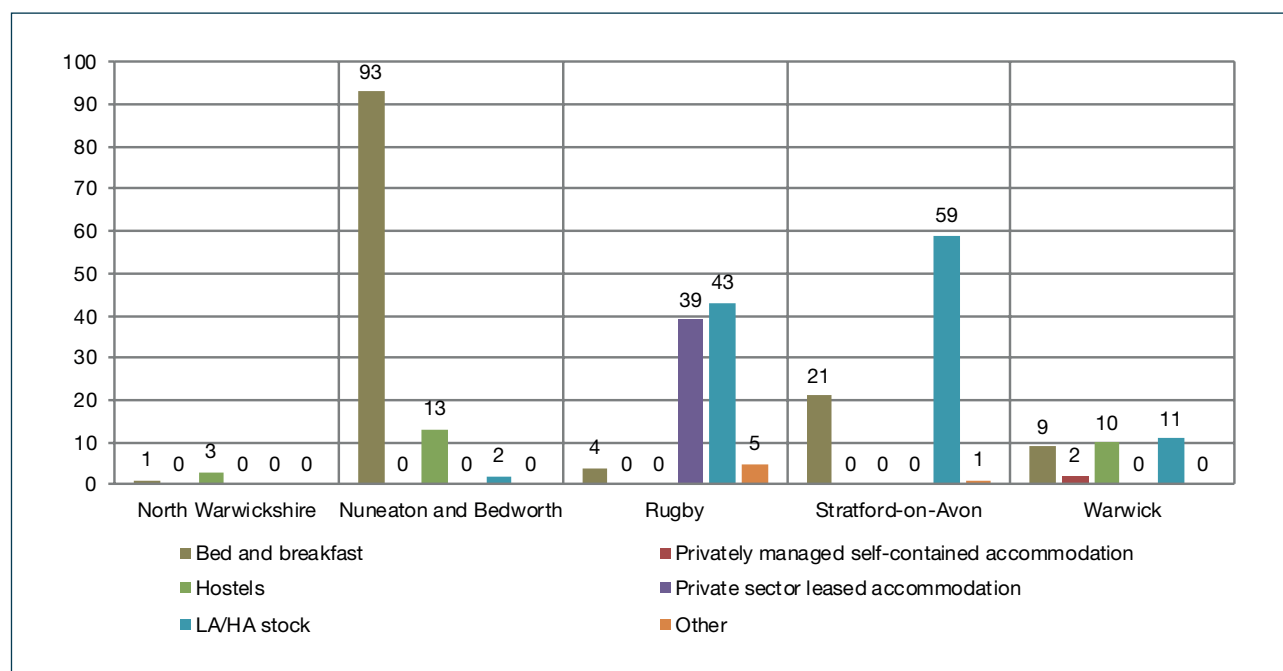
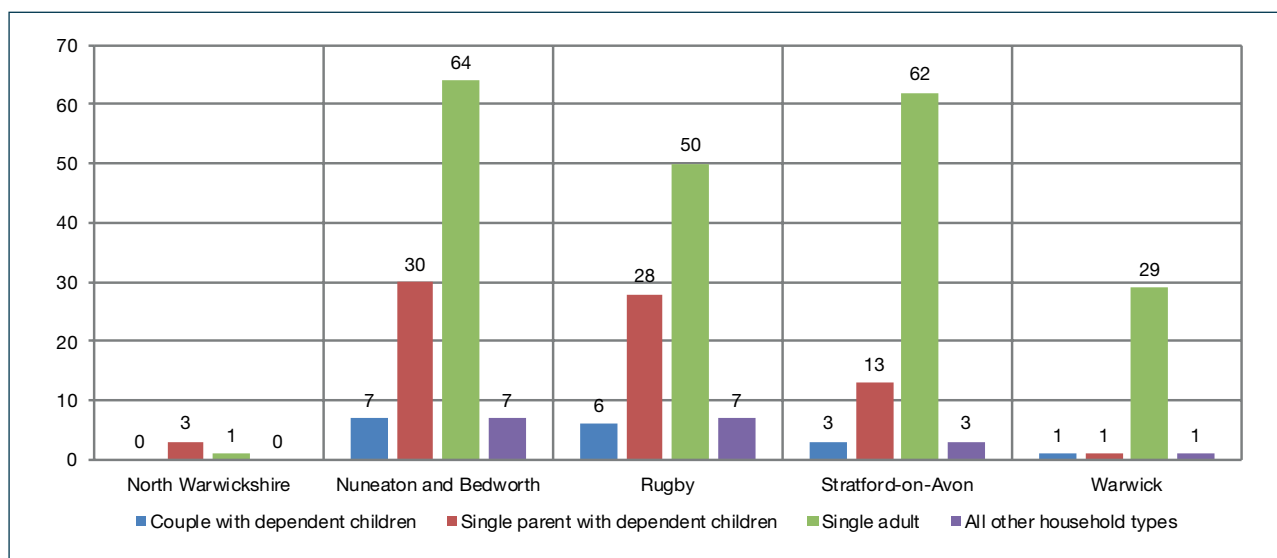
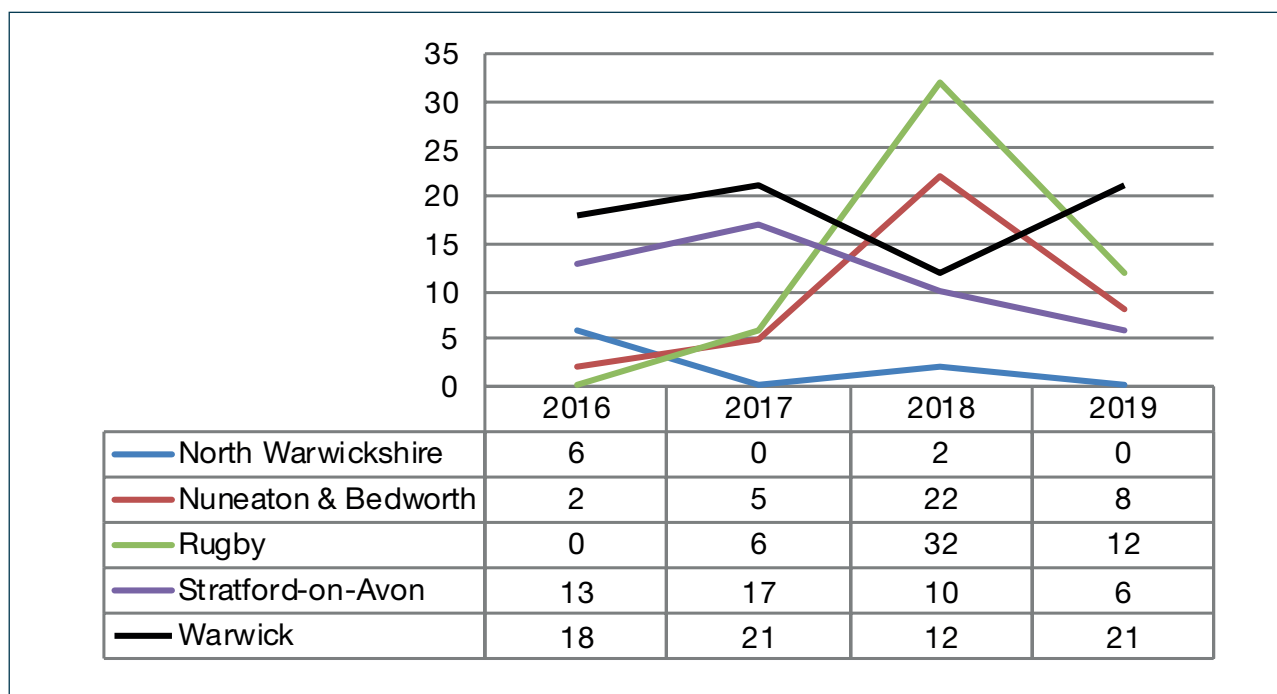


TABLE 7

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

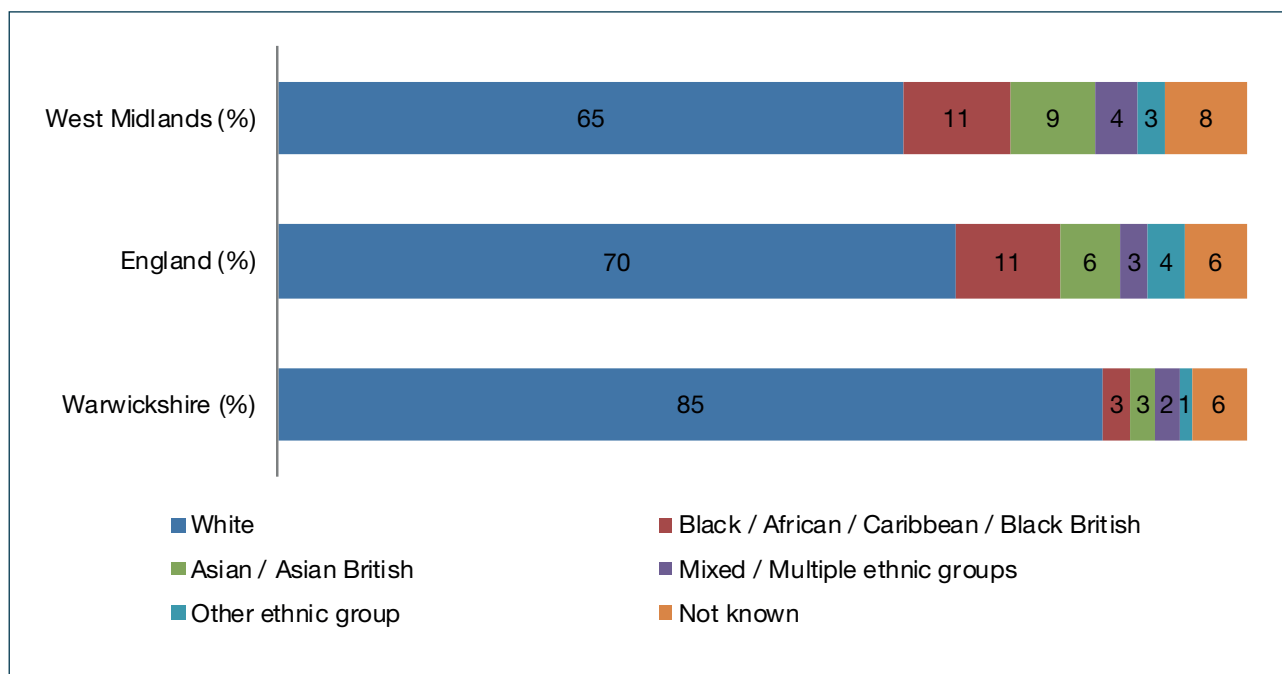


TABLE 10
Age distribution of main applicant 2019/20

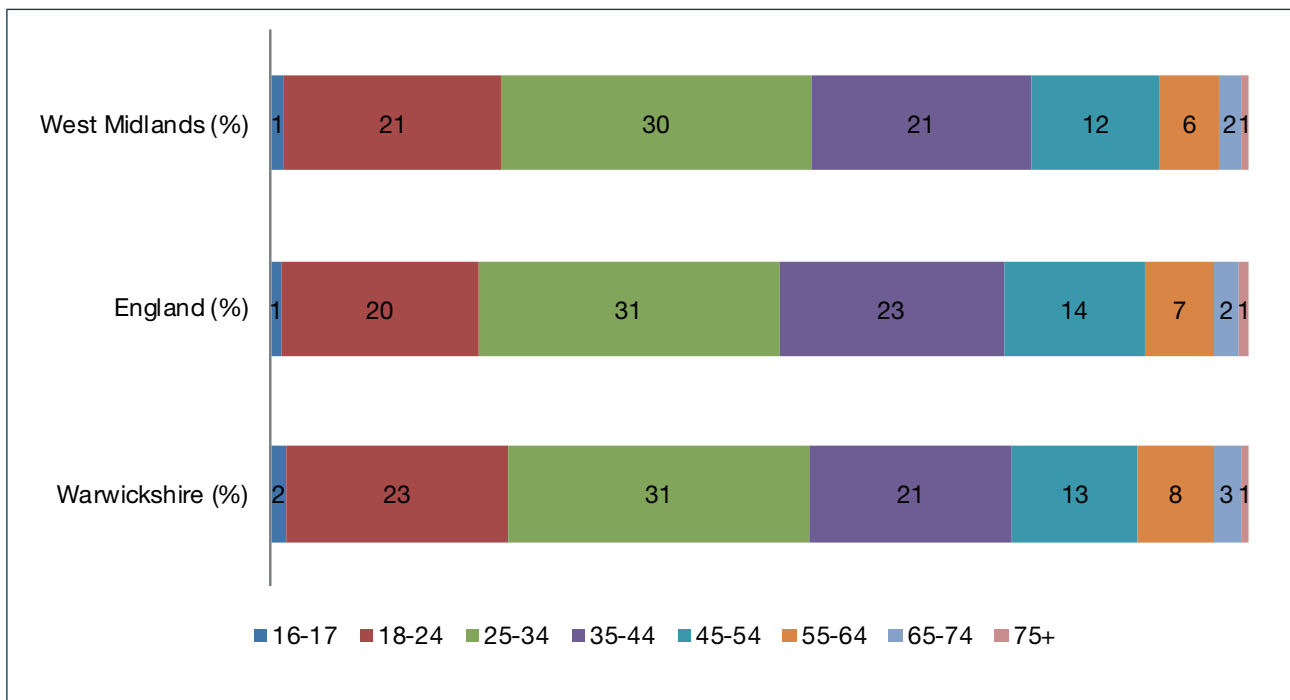


TABLE 11
Gender of single parent applicant with dependent children 2019/20

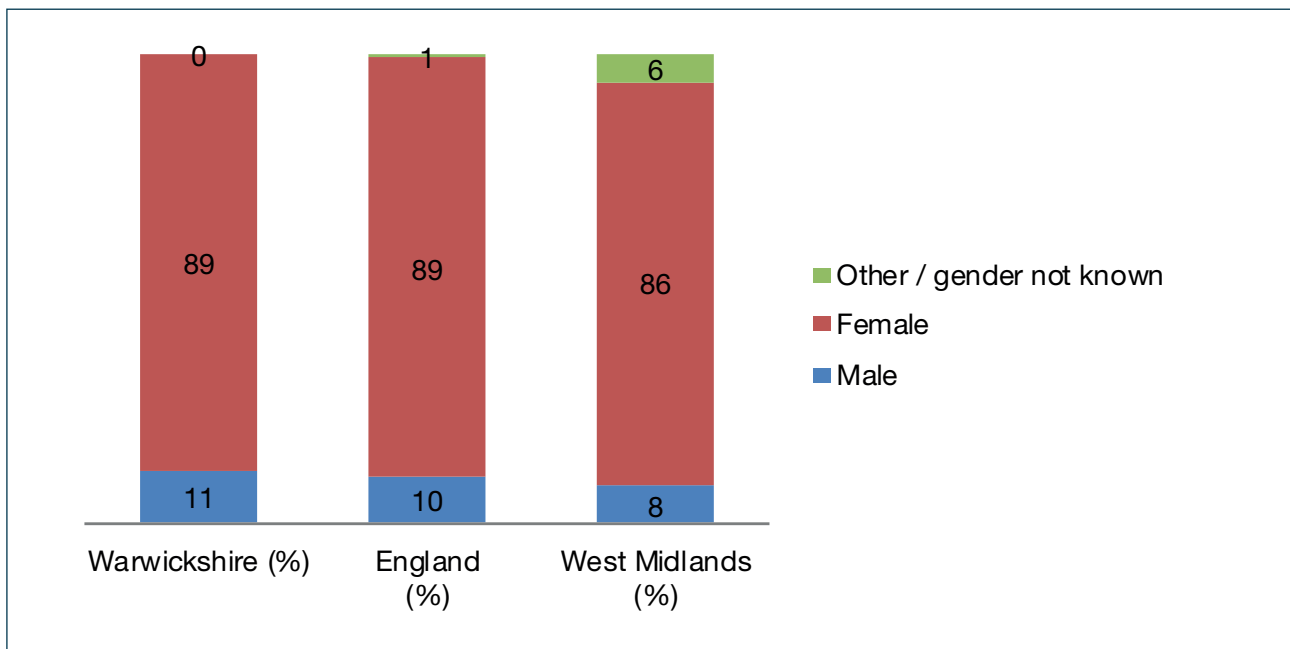
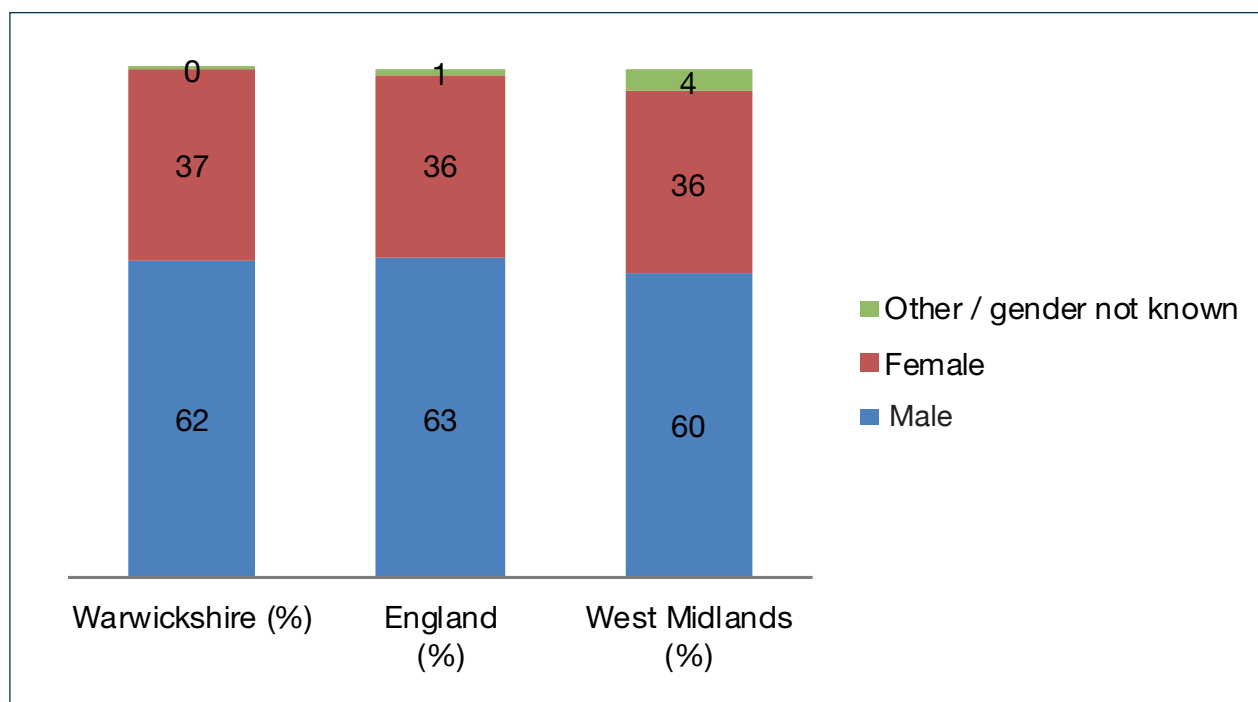


TABLE 12
Gender of single person applicant 2019/20



Appendix four - Extract from the Annual Report 2019 of the Director of Public Health for Warwickshire.

Warwickshire Health Profile 2019

<div> <div></div> Better <div></div> Similar <div></div> Worse </div>									
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

<div> <div></div> Better <div></div> Similar <div></div> Worse </div>									
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

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Council
5 May 2021

Title: Provision for Remote meetings

Lead Officer: Graham leach

Portfolio Holder: Andrew Day

Public report

Wards of the District directly affected: None

Contrary to the policy framework: No

Contrary to the budgetary framework: No

Key Decision: No

Included within the Forward Plan: No

Equality Impact Assessment Undertaken: No

Consultation & Community Engagement: none

Final Decision: Yes

Accessibility checked: Yes

Officer/Councillor Approval

Officer Approval	Date	Name
Chief Executive/Deputy Chief Executive	21/4/2021	Andrew Jones
Head of Service		
CMT		
Section 151 Officer	23/4/2021	Mike Snow
Monitoring Officer	21/4/2021	Andrew Jones
Finance	23/4/2021	Mike Snow
Portfolio Holder(s)	23/4/2021	Andrew Day

1. Summary

- 1.1. The report seeks approval for changes to the Constitution in anticipation that remote meetings can continue after 7 May 2021.

2. Recommendation

- 2.1. That, subject to the Council lawfully being able to continue with remote meetings, Council approves the following changes to the Constitution:
- (a) Meetings of Council, the Executive (or its Committee), Committees or Sub-Committees may be held in a remote / online setting
 - (b) Councillors do not need to physically sign the attendance sheet when the Committee is in a remote setting;

3. Reasons for the Recommendation

- 3.1. In May 2020 the Council approved temporary amendments to the Constitution to allow for remote / online meetings until the Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020 expired on 7 May 2021.
- 3.2. On 21 April there was a hearing in the High Court that sought a declaration that it was possible to continue to hold remote meetings under older legislation. The outcome was unlikely to be known on the day but the Court is aware the Coronavirus Act powers lapse on 7 May 2021. Therefore, in anticipation that the case, brought by the Association of Democratic Services Officers and Hertfordshire County Council, is successful officers felt it prudent to have Council consider permanent changes to the Constitution. This way remote meetings can continue, subject to the High Court Hearing, rather than wait for approval at Council in July 2021.

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](#).

4.2.1 External impacts of proposal(s)

People - Health, Homes, Communities – If approved the report enables the democratic process to work more effectively at this time.

Services - Green, Clean, Safe – There would be minimal/no impact from this proposal.

Money- Infrastructure, Enterprise, Employment - There would be minimal/no impact from this proposal.

4.1.2. Internal impacts of the proposal(s)

People - Effective Staff – The proposal will enable officers to continue to support the democratic process of decision making in an effective and timely manner and making sure that due process is followed.

Services - Maintain or Improve Services - There would be minimal/no impact from this proposal.

Money - Firm Financial Footing over the Longer Term - There would be minimal/no impact from this proposal.

4.2. Supporting Strategies

4.3.1. Each strand of the FFF Strategy has several supporting strategies however there are none relevant to this report.

4.3. Changes to Existing Policies

4.4.1. The report brings forward changes to the Constitution with a view to ensuring Council decisions are open and transparent.

4.4. Impact Assessments

4.5.1. No impact assessment has been carried out for this report as it is a continuation of the current proposals, subject to legislative confirmation.

5. Budgetary Framework

5.1. The report does not impact on the budgetary framework of the Council or its budget.

6. Risks

6.1. The main risk associated with the report is the timing of the decision from the High Court. The Council is not due to meet again until July 2021 therefore the recommendation is proposed as an enabler if a positive decision is received after the current regulations end and before Council next meets.

7. Alternative Option(s) considered

7.1. No alternatives have been considered because officers are working on plans for delivering physical Committee meetings after 7 May 2021 and prior to relaxation of restrictions on social distancing indoors.

7.2. At this time officers have not considered the potential for hybrid meetings. This would be where some Councillors attend a venue for the meeting and other dial in remotely. This is because if the ability to hold remote meetings is extended it is the intention that all Council meetings up to and including 14

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July would continue to be held remotely. This is in order to allow for installation and detailed testing of the new PA system in the Council Chamber which has the technology to provide hybrid meetings.

Council
5 May 2021

Title: Scrutiny Procedure Rules

Lead Officer: Graham Leach

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Portfolio Holder: Not applicable

Public report

Wards of the District directly affected: Not applicable

1. Summary

- 1.1. This report brings forward a proposal from the Finance & Audit and Overview and Scrutiny Committees to amend their procedure rules in respect of calling Executive items in for pre-scrutiny.

2. Recommendation

- 2.1. That Council approves the addition of the protocol set out at Appendix 1, for embedding within Scrutiny Procedure Rules and asks Council to amend Scrutiny Procedure rules so that the deadline to request Executive items to be considered by Scrutiny is 9.00am on the morning of the first Scrutiny, when there are two meeting in the same week.

3. Reasons for the Recommendation

- 3.1. The proposed addition to Scrutiny Procedure rules was brought forward by Councillors Milton and Nicholls. This has been tested since November 2020 and has been found to be working well.
- 3.2. The proposal was considered and supported by both Scrutiny Committees at their meeting in April 2022.

Appendix 1

Criteria for call in of Executive Reports to Scrutiny Committees

This process is about the pre-scrutiny of reports to be considered by the Executive and not the Call in procedure if members are dissatisfied with the Executive Decision (under Council Procedure Rule 21).

1. We encourage all members to ask questions about issues that either affect residents or in which they have an interest. Scrutiny is not the only way to do this and members should feel free to raise questions with portfolio holders at any time.
2. Scrutiny committees will consider issues that have due significance with reference to the following criteria:
 - a) The number of residents impacted and the significance of that impact.
 - b) The amount of spend involved.
 - c) It concerns a strategic priority of the Council or key project.
3. Scrutiny committees should only consider items where there is a tangible reason to do so. This should broadly fit into one of the following criteria:
 - a) Where there are concerns about the basis for a recommendation e.g. the data that had led to the recommendation is deficient, or new data or information deemed material to forming a view on the item has been provided too late for a written question and answer to be circulated before the meeting, or members are aware of contradictory evidence.
 - b) There is an alternative policy, development or direction which needs to be explored.
4. Reasons for any request for scrutiny to consider an item should be clearly stated based on the approach outlined above.
5. Where the Chair of the Scrutiny Committee considers the criteria is not met, they can either ask for clarification from the Councillor and, if they remain unsatisfied, decline the request for the item to be considered.

3.3.