

**Time and Date**

2.00 pm on Tuesday, 7th December 2021

Place

Council Chamber - Council House

Please note that in line with current Government and City Council guidelines in relation to Covid, there will be reduced public access to the meeting to manage numbers attending safely. If you wish to attend in person, please contact the Governance Services Officers indicated at the end of the agenda.

1. **Apologies**
2. **Minutes of the Meeting held on 18 October 2021** (Pages 5 - 14)
3. **Correspondence and Announcements of the Lord Mayor**
4. **Petitions**
5. **Declarations of Interest**

Matters Left for Determination by the City Council/Recommendations for the City Council

6. **Gambling Act 2005 - Revised Statement of Gambling Policy 2022 - 2025** (Pages 15 - 44)

From the Cabinet Member for Policing and Equalities meeting held on 19 October 2021

7. **Domestic Abuse Strategy and Action Plan** (Pages 45 - 144)

From the Cabinet, 16 November 2021

Item(s) for Consideration

8. **Appointment to Outside Body** (Pages 145 - 148)

Report of the Director of Law and Governance

9. **Question Time**

9.1 Written Question – Booklet 1 (Pages 149 - 154)

9.2 Oral Questions to Chairs of Scrutiny Boards/Chair of Scrutiny Co-ordination Committee

- 9.3 Oral Questions to Chairs of other meetings
- 9.4 Oral Questions to Representatives on Outside Bodies
- 9.5 Oral Questions to Cabinet Members and Deputy Cabinet Members on any matter

10. **Statements**

11. **Debates**

- 11.1 To be moved by Councillor R Simpson and seconded by Councillor P Male

“This council should consider becoming an Accredited Living Wage Employer as certified by the Living Wage Foundation.”

- 11.2 To be moved by Councillor AS Khan and seconded by Councillor R Singh

This Council:

- (a) notes that:
 - (i) Coventry is proud of our history of welcoming people seeking safety in England;
 - (ii) there are significant problems with the UK asylum system that affect people in Coventry including a record backlog of cases awaiting a decision, an effective ban on working, and enforced poverty and homelessness;
 - (iii) the Government's Nationality and Borders Bill does not address these issues, and will instead create a two-tier system, penalising people seeking safety based on the journeys they make;
 - (iv) people seeking sanctuary, including Afghan refugees, who reach the UK via unofficial routes will be criminalised and threatened with deportation under this Bill;
 - (v) the Bill will create longer backlogs, warehouse people in large accommodation centres, and leave many refugees with a temporary and precarious status;
 - (vi) the Government's proposals have been condemned by organisations in Coventry, the Welsh Government, the leaders of Glasgow, Newcastle, Sheffield, Birmingham and Bristol City Councils, and the United Nations Refugee Agency;

- (b) believes that:
 - (i) this Bill is effectively an 'anti-refugee' Bill and undermines the right to seek safety;
 - (ii) this Bill will lead to greater poverty and homelessness in Coventry and will undermine people's ability to rebuild their lives;
 - (iii) the UK should uphold our obligations in international law and our responsibilities as a global nation;
 - (iv) the UK needs an asylum system that empowers people seeking safety to rebuild their lives and enables communities to welcome them;

- (c) resolves to:
 - (i) call on the UK Government to throw out the Nationality and Borders Bill;
 - (ii) call on the UK Government to work with Local Authorities and communities to build a fairer and more effective asylum system.

Julie Newman, Director of Law and Governance, Council House Coventry

Monday, 29 November 2021

Note: The person to contact about the agenda and documents for this meeting is Carolyn Sinclair/Suzanne Bennett 024 7697 2302 / 2299

Membership: Councillors F Abbott, N Akhtar, P Akhtar, M Ali, R Auluck, R Bailey, L Bigham, J Birdi, J Blundell, R Brown, K Caan, J Clifford, G Duggins, B Gittins,

L Harvard, G Hayre, M Heaven, P Hetherton, A Hopkins, J Innes, T Jandu, S Keough, T Khan, AS Khan, R Lakha, R Lancaster, M Lapsa, J Lepoidevin, G Lloyd, A Lucas, P Male, A Masih, K Maton (Deputy Chair), J McNicholas (Chair), C Miks, B Mosterman, J Mutton, M Mutton, S Nazir, J O'Boyle, G Ridley, E Ruane, K Sandhu, T Sawdon, P Seaman, R Simpson, B Singh, R Singh, D Skinner, R Thay, C Thomas, A Tucker, S Walsh and D Welsh

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<https://www.coventry.gov.uk/publicAttendanceMeetings>

Carolyn Sinclair/Suzanne Bennett

024 7697 2302 / 2299

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Coventry City Council

Minutes of the Meeting of Council held at 2.00 pm on Monday, 18 October 2021

Present:

Members: Councillor J McNicholas

| | |
|---------------------------|-------------------------|
| Councillor N Akhtar | Councillor R Lancaster |
| Councillor P Akhtar | Councillor M Lapsa |
| Councillor M Ali | Councillor J Lepoidevin |
| Councillor R Auluck | Councillor G Lloyd |
| Councillor R Bailey | Councillor A Lucas |
| Councillor L Bigham | Councillor P Male |
| Councillor J Birdi | Councillor A Masih |
| Councillor J Blundell | Councillor C Mijs |
| Councillor R Brown | Councillor B Mosterman |
| Councillor K Caan | Councillor J Mutton |
| Councillor J Clifford | Councillor M Mutton |
| Councillor G Duggins | Councillor S Nazir |
| Councillor B Gittins | Councillor J O'Boyle |
| Councillor L Harvard | Councillor G Ridley |
| Councillor G Hayre | Councillor E Ruane |
| Councillor M Heaven | Councillor K Sandhu |
| Councillor P Hetherington | Councillor T Sawdon |
| Councillor A Hopkins | Councillor P Seaman |
| Councillor J Innes | Councillor R Simpson |
| Councillor T Jandu | Councillor B Singh |
| Councillor S Keough | Councillor R Singh |
| Councillor T Khan | Councillor C Thomas |
| Councillor AS Khan | Councillor A Tucker |
| Councillor R Lakha | Councillor D Welsh |

Honorary Alderman T Skipper

Apologies: Councillor F Abbott, K Maton and S Walsh
Honorary Alderman D Chater, H Fitzpatrick and M Hammon

Public Business

37. Minutes of the meeting held on 7 September 2021

The minutes of the Meeting held on 7 September 2021 were agreed as a true record.

38. Exclusion of Press and Public

RESOLVED that the City Council agrees to exclude the press and public under Sections 100(A)(4) of the Local Government Act 1972 relating to the private report in Minute 51 below headed 'SEND Proposal for the use of the Woodlands Site' on the grounds that the report involves the likely disclosure of information as defined in Paragraph 3 of Schedule 12A of the Act, as it contains information relating to the financial affairs of a particular person (including the authority holding that information) and in all circumstances of

the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

39. Coventry Good Citizen Award

On behalf of the City Council, the Lord Mayor and Judge Lockhart, Honorary Recorder, presented Matthew Ellison with the Good Citizen Award. His citation read:

“From an early age Matthew experienced the devastating impact the effects of Huntington’s Disease had on his family. As Matthew grew older, he wanted to use his own experience of growing up with a parent who had the disease to change the landscape for other children and young people.

While attending the Huntington’s Disease Congress in 2009 Matthew connected with many other young people who were going through similar experiences. During this event an idea would transpire and after years of fundraising, writing, research and lobbying the idea turned into reality. Matthew was able to bring HDYO.org into fruition in 2012, an organization dedicated to filling the gap in support and education for young people impacted by Huntington’s around the world.

Since 2009 Matt has helped support 4000 young people from over 90 countries. The educational content he developed is now available in 14 different languages and the videos have been viewed more than 2 million times.

Matt does all of this whilst living with the knowledge that he too will develop Huntington's Disease after testing positive at 18. Matthew is an advocate for young people, Huntington's Disease, Rare Diseases and Genetic Conditions. He has invested his time, efforts and resources to help better the lives of young people, his actions truly reflect his character and he is a worthy recipient of this Coventry Good Citizen Award”.

40. Correspondence and Announcements of the Lord Mayor

(a) Sir David Amess MP

The Lord Mayor referred to the tragic death of Sir David Amess MP who died on Friday 15 October 2021. Sir Amess served as a Member of Parliament since 1983.

Tributes were paid to Sir Amess during the meeting and Members noted that a letter of condolence has been sent from the Lord Mayor and the Leader to his family.

Tributes were also paid to former Minister. James Brokenshire MP, who passed away earlier in the month of cancer aged 53.

A minute’s silence was held as a mark of respect.

(b) Black History Month

The Lord Mayor referred to the Black History Month which was being celebrated throughout October.

Black History Month has been observed in the UK for over 30 years and provided an opportunity to recognise the achievements and contributions of Black communities in the UK. This year's theme was 'Proud to Be' which was perfect for the City.

(c) Master of the Freeman's Guild

The Lord Mayor referred to the recent appointment of Matt Johnson to the role of Master of the City of Coventry Freeman's Guild for the coming year and wished him well in his role.

41. **Petitions**

RESOLVED that the following petitions be referred to the appropriate City Council bodies:

- (a) Request for Council to provide a tarmac path around the outside edge of the Ponderosa in Tile Hill – 324 signatures presented by Councillor P Male.**
- (b) Petition objecting to the proposed Highway in Spon End to help the preservation of this community, its safety, conservation and environmental impact – 504 signatures presented by Councillor R Simpson**
- (c) Request for traffic calming measures in Wendiburgh Street, John Rous Avenue, Shariff Avenue and Mayors Croft – 47 signatures presented by Councillor M Lapsa**
- (d) Request for double yellow lines in Locke Close – 10 signatures presented by Councillor S Keough**

42. **Declarations of Interest**

Councillor L Bigham and Councillor P Akhtar declared a Disclosable Pecuniary Interest in the matter referred to in Minute 45, headed 'Coventry Very Light Rail'. They withdrew from the meeting during the consideration of this item.

43. **Annual Report of Ethics Committee 2020/21**

Further to Minute 5 of the Ethics Committee, the City Council considered a report of the Director of Law and Governance which set out the work of the Committee over the last municipal year. In particular, the report detailed:-

- Work that the Committee has carried out on developing a new Code of Conduct for Elected and Co-opted Members which was approved by full Council
- A new Travel and Conference Policy produced by the Committee
- Consideration of complaints made under the Code of Conduct

As well as receiving regular reports on ethical standards cases across the country, the Committee has also considered reports on:-

- The result of a rapid non-statutory review into serious governance and risk management issues at Nottingham City Council;
- Steps taken by the Ministry of Housing Communities and Local Government in the wake of arrests in connection with accusations of bribery and witness intimidation at Liverpool City Council.
- The Committee on Standards in Public Life's short report on its review of progress by local authorities against its 15 Best Practice Recommendations for ethical standards.

The Committee has also maintained a watching brief of work being undertaken by the Local Government Association on Civility in Public Life and also on work being done locally on supporting Members in dealing with challenges associated with public life, particularly in relation to intimidation and abuse.

The report also detailed the Work Programme for 2021/22.

The Ethics Committee had approved the Annual Report for 2020/21.

RESOLVED that the City Council notes the Annual Report of the Ethics Committee for 2020/21

44. **Coventry City Council's Youth Justice Strategy and Plan 2021-23 (Youth Justice Plan)**

Further to Minute 32 of the Cabinet, the City Council considered a report of the Director of Children's Services, which sought Council endorsement of the Coventry Youth Offending Service (CYOS) Youth Justice Plan for 2021-23, which was appended to the report.

The report indicated that Youth Offending Teams were established under the Crime and Disorder Act 1998. The functions assigned to the Youth Offending Service include the duty upon the local authority, under the Children Act 1989, to take all reasonable steps to encourage children not to commit offences. The Crime and Disorder Act imposed a duty on each local authority, acting in cooperation with its Statutory Partners (Police, Health and Probation), to ensure that all Youth Justice services are available in their area to such an extent as is appropriate for the area. The key tasks of the service were set out in the report.

The Crime and Disorder Act also imposed a duty to complete and submit a Youth Justice Plan each year, which provides an overview of CYOS achievements against key indicators, plans and target and identifies the key strategic priorities for the next 12-24 months. The plan also demonstrates, in line with the Youth Justice Board grant requirements, the continued delivery of statutory responsibilities as described in the Crime and Disorder Act 1998. The CYOS has submitted its plan which demonstrates the delivery of the statutory functions and the methods for achieving this to the Youth Justice Board. The Plan outlined specific areas including:

- Governance, Leadership and Partnership Arrangements

- Resources and Services
- Performances and Priorities
- Responding to the Pandemic and Recovery from Covid 19
- Challenges, risks and opportunities
- Improvement and Business Plan.

RESOLVED that the City Council endorses the Youth Justice Strategy and Plan 2021/2023.

45. **Coventry Very Light Rail**

Further to Minute 35 of the Cabinet, the City Council considered a report of the Director of Transportation and Highways, which provided a progress update on Coventry Very Light Rail, a flagship project for the Council.

The Coventry Strategic Transport Investment Strategy ‘Connecting Coventry’, approved by Council in January 2017, aims to maximise the economic potential of the city through investment in transport infrastructure to support growth and jobs. It set out an ambitious £620m programme over the next ten years to improve the resilience of the road network, ensuring connectivity to job opportunities, expansion of railway capacity, including Coventry Very Light Rail (CVLR) and linking key development opportunities and employment sites.

A progress report in March 2018 provided an update on how the strategy had progressed and sought further approvals to take forward the schemes in the Strategy to delivery.

The report now submitted provided a further update on Coventry’s Transport Strategy and outlined the City Region Sustainable Transport Settlement submission recently approved by the West Midlands Combined Authority (WMCA) for submission to Government. This made provision for securing funding for the CVLR project for the 2022-27 period, subject to Government approval.

The CVLR project is supported by Transport for West Midlands and has gained national and global interest. Appendix 1 of the report outlined the VLR vision, progress to date, next steps and evidence of progress. It was proposed that delivery of a City Centre CVLR Demonstrator be brought forward to showcase the City’s position as a world class centre for innovation. The CVLR team will explore the viability of delivering the infrastructure required to operate a city demonstrator between the Railway Station and Pool Meadow. The report also outlined capital investment by the Council of up to £3.2m required to deliver the first route, the funding opportunities currently identified, together with the project’s funding requirements for the 2021/22 financial year. This investment is essential in 2021/22 to deliver the following activities:

- Enable progression of the business and commercial case for the first route.
- Enable the procurement of the Outline Design Concept and Operations and Maintenance input for the first route.
- Progression of the track workstream to enable Test Track facilities of the new track design to be procured and constructed.

RESOLVED that the City Council:

- 1. Approves the allocation of up to £3.2m corporate reserves to the CVLR programme activities to maintain programme which is working towards a delivery of a first route for Coventry at the earliest opportunity.**
- 2. Delegates authority to the Director of Finance, following consultation with the Cabinet Member for Jobs, Regeneration and Climate Change, to determine the final allocation from corporate resources once the outcome of funding bids are known.**
- 3. Delegates authority to the Director of Transportation and Highways, following consultation with the Leader of the Council and the Cabinet Member for Jobs, Regeneration and Climate Change, to finalise and negotiate the terms of, and enter into, the relevant legal agreements as well as any associated documents deemed necessary pursuant to the procurements in relation to the CVLR activities.**

46. SEND Proposal for use of the Woodlands Site

Further to Minute 37 of the Cabinet, the City Council considered a report of the Director of Education and Skills, which set out the next steps in the SEND proposal for the use of the Woodlands school site.

A corresponding private report detailing confidential financial matters was also submitted for consideration (Minute 51 below refers).

The report indicated that Section 14 of the Education Act 1996 places a statutory duty on councils to ensure that there are sufficient school places and fair, appropriate access to education for all. It is the Council's role to plan, commission and organise school places in a way that raises standards, manages supply and demand and creates a diverse infrastructure.

This meant that local authorities have to provide a continuum of provision to meet a continuum of need. Whilst Coventry has relatively few specialist provisions delivered in the form of resourced centres / units in mainstream schools, it does have a good range of special school provision. Consequently, very few Coventry children have to attend schools outside of the City, which is a position that needs to be maintained.

However, the recent evidenced growth in need, specifically in the area of complex communication (autism spectrum conditions) and social emotional and mental health (SEMH), has placed a level of demand on the special school system that exceeds supply. School age Education, Health and Care Plans have increased from 2,145 in January 2020 to 2,344 in January 2021, demonstrating a 26% growth across a 5-year period.

On 30th October 2018, the Cabinet approved in principle the refurbishing of the existing Woodlands School site to provide a new home for the existing Woodfield Primary and Secondary schools and the potential subsequent relocation of the

Woodfields schools to the Woodlands site. It was agreed that a further report be submitted containing a full detailed feasibility study. Approval of this feasibility study would enable education to proceed with a more detailed examination of the costings and look at the funding sources available.

Following an Ofsted inspection at Woodfield School in March 2020, which resulted in a grading of 'Inadequate', Woodfield School is required to academise. The Governing Body of the school has made a successful application to the Secretary of State for an Academy Order under the Academies Act 2010. Following the West Midlands Headteacher Board in October 2020, it was agreed that Woodfield School will join the Sidney Stringer Multi-Academy Trust (Sidney Stringer MAT) as a convertor academy and thereafter will cease to be maintained by the Local Authority. The Council, in conjunction with the Department for Education, Woodfield School and Sidney Stringer MAT are working towards a target conversion date of 1st April 2022, subject to leases being agreed and all other agreements in place. The conversion is also dependent upon significant progress being made on this project.

The move to the Woodlands site would allow both Woodfield primary and secondary phases to benefit from shared working practices, provision of more efficient and improved facilities and a purpose designed building. It would also allow Woodfield School to increase the number of pupils. In addition, the refurbishment of the Woodlands site would potentially allow a continuation and expansion of the community sporting provision that has been successfully provided at the site for many years.

The existing Woodlands buildings are of 1950's vintage and are Grade II listed. As such, significant investment was required to allow them to be used as a modern SEND school. The DfE transferred the building across to the Council in September 2017. The condition report highlighted a sum required for the upkeep and maintenance costs and many of the buildings have remained vacant since the Woodlands Academy closure.

The Cabinet at their meeting agreed to:

1. Note the outcome of the feasibility study report (as identified in the corresponding private report) and the consultation set out in Appendices 3 and 4.
2. Approve the commencement of a competitive procurement process to appoint the design team and the building contractor to enable the delivery of the capital refurbishment works required on the Woodlands Site to facilitate the relocation of the existing Woodfield Primary and Secondary Schools.
3. Subject to acting within approved budgets, delegate authority to the Director of Education and Skills and the Director of Finance, following consultation with the Director of Law and Governance, to undertake the necessary due diligence including but not limited to the award of contracts to successful tenderers and entry into all necessary legal agreements.
4. Note that where the costs of delivering the relocation of the existing Woodfield Primary and Secondary schools to the Woodlands Site exceeds

the approved budget limit (“the Shortfall Gap”) a further report will be presented to Cabinet and Council for the approval of the Shortfall Gap prior to award of the contract to the successful building contractor.

RESOLVED that the City Council:

1. **Approves the capital budget for the delivery of the capital refurbishment works on the Woodlands Site to facilitate the relocation of the existing Woodfield Primary and Secondary schools in the sum identified in the corresponding private report.**
2. **Approves that the Council capital programme is adjusted to facilitate the recommendation set out in 1. Above.**
3. **Delegates authority to the Director of Education and Skills and the Director of Finance to refine and manage the financial projections within the capital budget associated with the delivery of capital refurbishment works on the Woodlands site to facilitate the relocation of the existing Woodfield Primary and Secondary Schools.**

47. **Question Time**

Councillor O’ Boyle provided a written answer to the question set out in the Questions Booklet together with oral responses to supplementary questions put to him at the meeting.

The following Members answered oral questions put to them by other Members as set out below, together with supplementary questions on the same matters:

| No | Questions asked by | Question put to | Subject matter |
|-----------|---------------------------|------------------------|--|
| 1 | Councillor P Seaman | Councillor C Thomas | Disability Equality Advisory Panel |
| 2 | Councillor R Simpson | Councillor P Akhtar | Reinstatement of the bus route to Blue Coat School |
| 3 | Councillor R Simpson | Councillor K Caan | Progress on the provision of the indoor bowls facility in Coundon |
| 4 | Councillor M Heaven | Councillor P Hetherton | Nuneaton and Bedworth Borough Council’s contracts with the City Council for elements of the refuse collection services |

| | | | |
|---|---------------------|------------------------|---|
| 5 | Councillor C Thomas | Councillor P Seaman | Coventry Fostering Service |
| 6 | Councillor P Male | Councillor AS Khan | Recent visit by the Russian delegation and human rights |
| 7 | Councillor T Jandu | Councillor P Hetherton | Increase in fly-tipping |

48. **Statements**

There were no statements.

49. **Debate - Increase in National Insurance Contributions**

The following Motion was moved by Councillor J Mutton and seconded by Councillor K Caan:

“This Council calls upon the Government to rescind its decision to increase National Insurance Contributions for both employees and employer These increases will adversely affect the lower paid in particular and put a tax on jobs.

The decision to implement this increase, which will be called a Health and Social Care Levy, will not reform social care, but will once again favour the wealthier members of society”.

RESOLVED that the Motion, as set out above, be adopted.

50. **Debate - New Headquarters for Great British Railways**

The following Motion was moved by Councillor R Simpson and seconded by Councillor R Bailey:

“This Council supports Coventry hosting the new headquarters for Great British Railways”.

The following amendment was moved by Councillor G Duggins and seconded by Councillor J O’Boyle and, in accordance with the Constitution, accepted by Councillor R Simpson:

“This Council supports Coventry” delete the word “hosting” and insert the following: - “in submitting a bid to host”

The amended Motion to now read: -

“This Council supports Coventry in submitting a bid to host the new headquarters for Great British Railways”.

RESOLVED that the amended Motion, as set out above, be adopted.

51. **SEND Proposal for the use of the Woodlands Site**

Further to Minute 46 above, and Minute 41 of the Cabinet, the City Council considered a private report of the Director of Education and Skills, which set out commercially confidential matters relating to the next steps in the SEND proposal for the use of the Woodlands school site.

The Cabinet agreed to:

1. Note the outcome of the feasibility study report in Appendix 1 and the consultation in Appendices 4 and 5 of the report.
2. Approve the commencement of a competitive procurement process to appoint the design team and the building contractor to enable the delivery of the capital refurbishment works required on the Woodlands Site to facilitate the relocation of the existing Woodfield Primary and Secondary Schools.
3. Subject to acting within approved budgets, delegate authority to the Director of Education and Skills and the Director of Finance, following consultation with the Director of Law and Governance, to undertake the necessary due diligence including, but not limited to, the award of contracts to successful tenderers and entry into all necessary legal agreements.
4. Note that where the cost of delivery the relocation of the existing Woodfield Primary and Secondary schools to the Woodlands Site exceeds the approved budget limit ("the Shortfall Gap"), a further report will be presented to Cabinet and / or Council for the approval of the Shortfall Gap prior to the award of the contract to the successful building contractor.

RESOLVED that the City Council:

1. **Approves a capital budget for the delivery of the capital refurbishment works on the Woodlands Site to facilitate the relocation of the existing Woodfield Primary and Secondary schools in the sum set out in the report.**
2. **Approves that the Council capital programme is adjusted to facilitate the recommendation set out in 1. above**
3. **Delegates authority to the Director of Education and Skills and the Director of Finance to refine and manage the financial projections within the capital budget associated with the delivery of capital refurbishment works on the Woodlands site to facilitate the relocation of the existing Woodfield Primary and Secondary schools.**

(Meeting closed at 5.55 pm)

Council – 7th December 2021

**Recommendation from Cabinet
Member for Policing and
Equalities, 19 October, 2021**

Coventry City Council
Minutes of the Meeting of Cabinet Member for Policing and Equalities held at 2.00
pm on Tuesday, 19 October 2021

Present: Councillor AS Khan (Chair)
Members: Councillor J Lepoidevin (Shadow Cabinet Member)

Employees (by Directorate):
D Cahalin-Heath, Licensing and Regulation
R Masih, Licensing and Regulation
M Rose, Law and Governance
A Wright, Law and Governance

Apologies: Councillor P Akhtar

RECOMMENDATION

Public Business

9. Gambling Act 2005 - Revised Statement of Gambling Policy

The Cabinet Member considered a report of the Director of Streetscene and Regulatory Services which updated Members on the outcome of the 6 week consultation undertaken on the review of the Council's Statement of Gambling Policy for the Gambling Act 2005 and to recommend for approval, a revised policy for the period 2022 – 2025.

The Gambling Act required each licensing authority to prepare and publish a Statement of Gambling Policy. The policy statement sets out how the licensing authority intends to approach its licensing responsibilities and in particular how it intends to promote the three licensing objectives. The current Gambling Policy came into effect on 3rd January 2019, to cover a period up to 31st January 2022. This policy must be renewed every three years and be subject to a full consultation process. Cabinet Member (Policing and Equalities) on 22nd July 2021 and the Licensing and Regulatory Committee on 27th July 2021, considered a report on the draft revised Gambling Policy and authorised the Director of Streetscene and Regulatory Services to consult on its contents (minutes 4/21 and 11/21 respectively refer).

This report advised Members of the consultation that had taken place and outlined the comments received and amendments made to the Council's draft Gambling Policy. There were no major changes to the Policy except some minor wording

amendments. The general principles of the Gambling Policy remained the same and the document was still centred around the Gambling Act's three licensing objectives, namely:

- Preventing gambling from being a source of crime and disorder, being associated with crime and disorder or being used to support crime;
- Ensure gambling is conducted in a fair and open way; and
- Protecting children and other vulnerable persons from being harmed or exploited by gambling.

Following public consultation, the revised draft Statement of Gambling Policy was now ready to be recommended for adoption to take effect from 31st January 2022 (Appendix A). The public consultation exercise finished on 13th September 2021, and included the following elements: -

- Mail shots to operators
- Notification to the responsible authorities
- Mail shots to trade organisations and religious organisations
- Wider public consultation through the city council's website

All statutory consultees had received a full copy of the draft Gambling Policy and notification of the draft policy was given to all Council Members and Parish Councils. The draft policy was also made available on the council's website from 2nd August 2021 to 13th September 2021 and was sent to all licensed businesses, Responsible Authorities, resident associations and other public consultees as set out in the policy inviting them to comment.

Three responses had been received to the consultation and these were summarised in Appendix B to the report. After considering these comments it was proposed that no further changes were required for the policy, and the reasoning for this was also outlined in Appendix B to the report. Therefore, the only proposed changes to the policy were minor wording amendments.

The revised Statement of Gambling Policy must be published by 3rd January 2022, allowing the Council to continue to carry out any function in respect of applications made under the authority of the Gambling Act 2005 after 31st January 2022.

The Cabinet Member and the Shadow Cabinet Member discussed with officers the consultation and responses noting that there were no major changes proposed.

RESOLVED that, the Cabinet Member for Policing and Equalities: -

- 1. Considering the results of the consultation, and the proposed changes on the revised Statement of Gambling Policy for the period 2022 – 2025 and any comments from the Licensing and Regulatory Committee and**
- 2. Recommend to Council that it adopts the revised Statement of Gambling Policy attached as Appendix A of the report.**

(meeting closed at 2.06 pm)

Licensing and Regulatory Committee
Cabinet Member for Policing and Equalities
Council

12th October 2021
19th October 2021
7th December 2021

Name of Cabinet Member:

Cabinet Member for Policing and Equalities - Councillor AS Khan

Director Approving Submission of the report:

Director of Streetscene and Regulatory Services

Ward(s) affected:

All

Title:

Gambling Act 2005 - Revised Statement of Gambling Policy 2022 - 2025

Is this a key decision?

No

Although the matters within the report affect all wards in the city, it is not anticipated that the impact will be significant

Executive Summary:

The purpose of this report is to update Members on the outcome of the 6 week consultation undertaken on the review of the Council's Statement of Gambling Policy for the Gambling Act 2005 and to recommend for approval, a revised policy for the period 2022 – 2025.

Recommendations:

The Licensing and Regulatory Committee is recommended to: -

1. Consider the results of the consultation, and the proposed changes on the revised Statement of Gambling Policy for the period 2022 - 2025 and notify the Cabinet Member for Policing and Equalities of its comments.

The Cabinet Member for Policing and Equalities is recommended to: -

1. Consider the results of the consultation, and the proposed changes on the revised Statement of Gambling Policy for the period 2022 – 2025 and any comments from the

Licensing and Regulatory Committee

2. Recommend to Council that it adopts the revised Statement of Gambling Policy attached as Appendix A of the report.

Council is recommended to: -

1. Adopt the revised Statement of Gambling Policy attached as Appendix A of the report.

List of Appendices included:

Appendix A - Revised Statement of Gambling Policy 2022 - 2025

Appendix B - Summary of consultation responses and changes to the policy

Other useful background papers:

Current Gambling Policy

Gambling Act 2005

Gambling Commission - Guidance to Licensing Authorities

Gambling Commissions Licence Conditions and Codes of Practice (LCCP)

Local Area Profile & Risk Assessments

Statement of Principles for Unlicensed Family Entertainment Centres and Prize Gaming Permits

Has it been or will it be considered by Scrutiny?

No

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

Yes

Cabinet Member (Policing and Equalities) 22nd July 2021 and 19th October 2021

Licensing and Regulatory Committee 27th July 2021 and 12th October 2021

Will this report go to Council?

Yes

7th December 2021

Report title: Gambling Act 2005 - Revised Statement of Gambling Policy

1. Context (or background)

- 1.1 The Gambling Act requires each licensing authority to prepare and publish a Statement of Gambling Policy. The policy statement sets out how the licensing authority intends to approach its licensing responsibilities and in particular how it intends to promote the three licensing objectives.
- 1.2 The current Gambling Policy came into effect on 3rd January 2019, to cover a period up to 31st January 2022.
- 1.3 This policy has to be renewed every three years and be subject to a full consultation process.
- 1.4 Cabinet Member (Policing and Equalities) on 22nd July 2021 and the Licensing and Regulatory Committee on 27th July 2021, considered a report on the draft revised Gambling Policy and authorised the Director of Streetscene and Regulatory Services to consult on its contents.
- 1.5 The report advises Members of the consultation that has taken place and outlines the comments received and amendments made to the Council's draft Gambling Policy.
- 1.6 There are no major changes to the Policy except some minor wording amendments. The general principles of the Gambling Policy remain the same and the document is still centred around the Gambling Act's three licensing objectives, namely:
 - Preventing gambling from being a source of crime and disorder, being associated with crime and disorder or being used to support crime;
 - Ensure gambling is conducted in a fair and open way; and
 - Protecting children and other vulnerable persons from being harmed or exploited by gambling.
- 1.7 Following public consultation, the revised draft Statement of Gambling Policy is now ready to be recommended for adoption to take effect from 31st January 2022 (Appendix A).

2. Options considered and recommended proposal

- 2.1 The Licensing and Regulatory Committee is recommended to: -
 - 2.1.1 Consider the results of the consultation on the revised Statement of Gambling Policy for the period 2022 - 2025 and notify the Cabinet Member for Policing and Equalities of its comments (attached as Appendix B of the report);
- 2.2 The Cabinet Member for Policing and Equalities is recommended to: -
 - 2.2.1 Consider the results of the consultation on the revised Statement of Gambling Policy for the period 2022 – 2025 and any comments from the Licensing and Regulatory Committee;
- 2.3 Recommend to Council that it adopts the revised Statement of Gambling Policy attached as Appendix A of the report.
 - 2.3.1 Council is recommended to: -

Adopt the revised Statement of Gambling Policy attached as Appendix A of the report.

3. Results of consultation undertaken

3.1 The public consultation exercise finished on 13th September 2021, and included the following elements: -

- Mail shots to operators
- Notification to the responsible authorities
- Mail shots to trade organisations and religious organisations
- Wider public consultation through the city council's website

3.2 All statutory consultees have received a full copy of the draft Gambling Policy and notification of the draft policy was given to all Council Members and Parish Councils. The draft policy was also made available on the council's website from 2nd August 2021 to 13th September 2021 and was sent to all licensed businesses, Responsible Authorities, resident associations and other public consultees as set out in the policy inviting them to comment.

3.3 Three responses have been received to the consultation and these are summarised in Appendix B. After considering these comments it is proposed that no further changes are required for the policy, and the reasoning for this is outlined in Appendix B. Therefore, the only proposed changes to the policy are minor wording amendments.

4. Timetable for implementing this decision

4.1 The revised Statement of Gambling Policy must be published by 3rd January 2022, allowing the Council to continue to carry out any function in respect of applications made under the authority of the Gambling Act 2005 after 31st January 2022.

5. Comments from Director of Finance and Director of Law and Governance

5.1 Financial implications

The financial implications associated with the recommendation are limited to the employee costs associated with undertaking the consultation exercise and any costs involved in publishing the statement of gambling policy.

5.2 Legal implications

Section 349 of the Gambling Act 2005 requires the licensing authority to prepare and publish a Statement of Gambling Licensing Policy every 3 years. The next statement must be published by 3rd January 2022. The statement is one of a number of guidance documents that the licensing authority must aim to make its decisions in accordance with.

Section 25 of the Gambling Act 2005 requires the licensing authority to have regard to the Gambling Commission when making its decisions.

The Gambling Act 2005 (Licensing Authority Policy Statement) (England and Wales) Regulations 2006 sets out the legal requirements for preparing or publishing a statement or revision.

The licensing function is carried out by the Council's Licensing and Regulatory Committee and by officers exercising their delegated powers, with the exception of the approval of the policy statement, which must be approved by full Council.

Any other legal implications relating to the Statement of Gambling Licensing Policy are detailed within the 2005 Act.

6. Other implications

6.1 How will this contribute to achievement of the Council's key objectives / corporate priorities (corporate plan/scorecard) / organisational blueprint / Local Area Agreement (or Coventry Sustainable Community Strategy)?

Preventing gambling from being a source of crime or disorder is a licensing objective where the Gambling Commission takes a leading role. The Commission investigates the suitability of applicants to hold an operators or personal licence. An operator's licence is required to be held prior to being able to apply for a premises licence through the licensing authority. Licensing authorities may consider the locations of premises in the context of this objective. There are strong links between the administration of the licensing process and the role of the Community Safety Partnership and West Midlands Police. The Gambling Policy provides information about proposed enforcement protocols with the police and other enforcement authorities. As a Responsible Authority, the Police have been a key consultee.

One of the licensing objectives is 'Protecting children and other vulnerable persons from being harmed or exploited by gambling'. Applicants are required to show how they will address this objective in their risk assessment when making applications. The Coventry Safeguarding Children Board is a Responsible Authority consulted on when applications are made. They have been made aware of the policy review and have been consulted

6.2 How is risk being managed?

If the Gambling Policy is not renewed in the above timeframe, the City Council will not be able to perform its function under the Act. The consultation process and council meeting dates have been planned to ensure that the policy is in place at the required time.

The Statement of Gambling Policy will inform decisions taken by the licensing authority that will have an impact on the interests of individuals and businesses. The policy reflects the need to respect the relevant rights given by the Human Rights Act.

Decisions of the licensing authority are open to challenge through the Magistrates Court and beyond. The Statement of Gambling Policy is designed to ensure our compliance with legislation and statutory guidance, minimising the risk of legal challenge.

6.3 What is the impact on the organisation?

The adoption of the policy should have no impact on the organisation. There are no human resource, financial or ICT implications.

6.4 Equalities / EIA

Consideration has been given to the public sector duty under the Equality Act 2010 to reduce inequalities when making decisions of a strategic nature. However, this is a regulatory requirement and as these requirements apply to gambling operators, the impact on individuals is considered to be minimal.

6.5 Implications for partner organisations?

The Gambling Policy contributes towards the work of the Community Safety Partnership and specifically with the work of the Police. The Police and the other Responsible Authorities have been consulted in the development of the draft policy.

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This report is published on the council's website:
www.coventry.gov.uk/councilmeetings

Gambling Act 2005

Draft Gambling Policy

Statement of Principles

2022/2025

1. Introduction

1.1 Coventry City Council, as the Licensing Authority (referred to in this Statement as the Authority), makes this Statement of Principles in pursuance of its powers and duties under Section 349 of the Gambling Act 2005 (referred to in this Statement as “the Act”) and sets out the Authority’s approach in dealing with its responsibilities under the Act.

1.2 Coventry is a city situated in the West Midlands with a population of 371,500 inhabitants. It is mainly urban but includes significant areas that are semi-rural.

1.3 List of Consultees

The Authority has consulted the following on the content of this Statement of Principles:-

- Responsible Authorities;
- Holders of existing licences, permits and registrations;
- Councillors and Parish Councils and MP’s;
- Representatives of businesses;
- Representatives of persons carrying on gambling businesses in Coventry;
- Local bodies representing vulnerable persons; and
- Departments within the Council with an interest in the licensing of gambling.

1.4 In preparing this statement, the Authority has had regard to the provisions of the Act, the Guidance issued by the Gambling Commission, Regulations made by the Secretary of State and responses to its consultations.

2. Gambling Act 2005

2.1 The Act specifies licensing objectives which are central to the regulatory regime, these are:-

- **preventing gambling from being a source of crime and disorder, being associated with crime or disorder, or being used to support crime;**
- **ensuring that gambling is conducted in a fair and open way; and**
- **protecting children and other vulnerable persons from being harmed or exploited by gambling.**

2.2 In carrying out the licensing function under the Act the Authority will aim to permit the use of premises for gambling as long as it is considered to be :-

- **in accordance with any relevant Codes of Practice issued by the Gambling Commission;**
- **in accordance with any relevant Guidance issued by the Gambling Commission; and**
- **in accordance with this Statement of Principles; and reasonably consistent with the licensing objectives.**

2.3 The Act provides for 3 categories of licence:

- operating licences;
- personal licences; and
- premises licences.

2.4 The Authority will be responsible for issuing premises licences. The Gambling Commission will be responsible for issuing operating and personal licences.

2.5 This statement will come into force on 31st January 2022 and will have effect until 30th January 2025 being kept under review and revised or amended as required following consultation.

3. Authorised Activities

3.1 'Gambling' is defined in the Act as either gaming, betting, or taking part in a lottery.

- gaming means playing a game of chance for a prize;
- betting means making or accepting a bet on the outcome of a race, competition, or any other event, the likelihood of anything occurring or not occurring, or whether anything is true or not; and
- a lottery is where persons are required to pay in order to take part in an arrangement, during the course of which one or more prizes are allocated by a process which relies wholly on chance.

3.2 The main functions of the Authority are to:

- licence premises for gambling activities;
- grant permits for gambling and gaming machines in clubs;
- regulate gaming and gaming machines in alcohol licensed premises;
- grant permits to family entertainment centres for the use of certain lower stake gaming machines;
- grant permits for prize gaming;
- consider notices given for the temporary use of premises for gaming;
- receive occasional use notices for betting at tracks; and
- register small society's lotteries.

3.3 The following activities are not authorised by the Authority:

- Spread betting is regulated by the Financial Services Authority;
- Remote Gambling is dealt with by the Gambling Commission; and
- The National Lottery (regulated by the Gambling Commission).

4. General Statement of Principles

4.1 The Authority recognises the wide variety of premises which will require a licence or a permit. These include casinos, betting shops, bingo halls, pubs, clubs, amusement arcades and racing tracks.

4.2 In carrying out its licensing functions the Authority will have regard to guidance issued by the Gambling Commission.

4.3 The Authority will not seek to use the Act to resolve matters more readily dealt with under other legislation. This statement of principles will avoid duplication with other regulatory regimes wherever possible. In considering applications and taking enforcement action, under the Gambling Act the Authority will have regard to the

provisions of the Human Rights Act.

- 4.4 To ensure the licensing objectives are met the Authority will establish a close working relationship with the police, the Gambling Commission and other responsible authorities.
- 4.5 Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, this Authority has considered the Gambling Commission's Guidance to local authorities. However, the overriding principle is that each application and the circumstances prevailing at each premises will be considered on their own individual merits.
- 5. Preventing gambling from being a source of crime and disorder; being associated with crime and disorder or being used to support crime**
- 5.1 The Gambling Commission will play a leading role in preventing gambling from being a source of crime and will maintain rigorous licensing procedures that aim to prevent criminals from providing facilities for gambling or being associated with providing such facilities.
- 5.2 When applying to this Authority for a premises licence the applicant will have to hold an operating licence from the Commission before a licence can be issued so the Council will not be concerned with the suitability of the applicant. Where concerns about a person's suitability arise the Council will bring those concerns to the attention of the Commission. The Authority will have to be satisfied that the premises will not adversely affect the licensing objective and is compliant with the Commissions Guidance, codes of practice and this gambling policy.
- 5.3 The Authority will expect the applicant to have a good understanding of the local area in which they either operate, or intend to operate. The applicant will have to provide evidence that they meet the criteria set out in the policy and local area profile and demonstrate that in operating the premises they will be reasonably consistent with the licensing objectives. Operators need to be aware of how the operation of their premises may impact on this objective. The Council will expect the applicants to provide details as to their crime prevention measures and any risk assessments that they have carried out.
- 5.4 To prevent gambling from being a source of crime or disorder, being associated with crime or disorder, or being used to support crime, the Authority will apply the following criteria and take into account the following considerations, where relevant, in determining applications and reviews.

Criteria:

Whether the premises make or will make a contribution to the levels of crime and disorder and whether the applicant has demonstrated that he has, or intends to, implement sufficient controls to prevent the premises being a source of, and/or associated with crime or disorder, or being used to support crime, if the application is granted.

Considerations:

- Where an area is known for high levels of crime the Council will consider carefully whether gambling premises are suitable to be located there, and whether additional conditions may be necessary, such as the provision of CCTV, minimum levels of staffing and licensed door supervisors;

- Whether there is a history of crime or disorder associated with the premises or its use by those involved in crime to associate or dispose of the proceeds of crime;
- Whether the layout, lighting and fitting out of the premises have been designed so as to minimise conflict and opportunities for crime and disorder;
- Whether sufficient management measures are proposed or are in place to prevent the premises being a source of, or associated with crime or disorder, or used to support crime either as a place of association or to avoid being apprehended;
- The Authority will also consider the location of the premises in the context of this licensing objective and applicants must have regard to the local area profile. If an application is received in relation to premises that are in an area noted for particular problems with organised crime or a premises that have previously been a focus for antisocial behaviour, the Authority will expect applicants to demonstrate that they have sufficient measures in place to prevent or deter people involved from using their premises and will also consider conditions being put on the licence to be reasonably consistent with the licensing objectives; and
- Whilst issues of nuisance are not included specifically in the gambling objectives and cannot be addressed via the Act, the Council may consider, when making decisions on the applications for premises licences, that extreme instances of public nuisance and/or persistent public nuisance may constitute disorder and/or crime for the purposes of this objective.

6. Ensure Gambling is conducted in a fair and open way

- 6.1 Generally the Commission would not expect Licensing Authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will be a matter for either the management of the gambling business, and therefore subject to the operating licence, or will be in relation to the suitability and actions of an individual and therefore subject to the personal licence.
- 6.2 In relation to the licensing of tracks (a track is a site where racing or other sporting events take place) the Authority's role will be different from other premises in that track operators will not necessarily have an operating licence. In those circumstances the premises licence may need to contain conditions to ensure that the environment in which betting takes place is suitable.

Criteria:

Whether the premises will operate measures that will ensure that the gambling activity is conducted in a fair and open way.

Considerations:

- Whether the layout, lighting and fitting out of the premises have been designed so as to ensure gambling is conducted in a fair and open way;
- Whether sufficient management measures are proposed or are in place to ensure that gambling is conducted in a fair and open way;
- Whether the management and operation of the premises is open and transparent;

- Whether the operators of the premises have been or will be fully cooperative with enforcement agencies; and
- Whether the Commission's Codes of Practice have been complied with.

7. Protecting children and other vulnerable persons from being harmed or exploited by gambling

7.1 The Gambling Commission's Guidance states that one of the aims of this objective means preventing children from taking part in gambling (as well as restricting advertising so that gambling products are not aimed at or are, particularly attractive to children).

7.2 The Act and Gambling Commission Guidance does not define the term "vulnerable" but the Commission states that for regulatory purposes it assumes "vulnerable" persons" to include:

- people who gamble more than they want to;
- people who are gambling beyond their means; or
- people who may not be able to make informed or balanced decisions about gambling due to, for example, mental health, a learning disability or substance misuse relating to alcohol or drugs.

This is the definition the Authority will use in its consideration of applications.

7.3 This Authority will pay particular attention to any codes of practice, which the Gambling Commission issues in relation to specific premises such as casinos. It will consider this licensing objective on a case-by-case basis, and where necessary add conditions to be reasonably consistent with the licensing objectives.

7.4 To protect children and other vulnerable persons from being harmed or exploited by gambling, the Authority will apply the following criteria and take into account the following considerations, where relevant, in determining applications and reviews.

Criteria:

Whether there are appropriate measures in place to protect children and other vulnerable persons from being harmed or exploited by gambling.

Considerations:

- Whether the operator has a specific training programme for staff to ensure that they are able to identify children and vulnerable people and take appropriate action to promote this objective to exclude them from the premises or parts of the premises;
- If the premises is an adult only environment, whether the operator has taken effective measures to implement an appropriate proof of age scheme to ensure that no one under the age of 18 is admitted to the premises or restricted areas;
- Whether there is provision for self-barring schemes and provision of information leaflets/helpline numbers for organisations such as GamCare;

- Whether the layout, lighting and fitting out of the premises have been designed so as to not attract children and other vulnerable persons who might be harmed or exploited by gambling;
- Whether sufficient management measures are proposed or are in place to protect children and other vulnerable persons from being harmed or exploited by gambling;
- Whether any promotional material associated with the premises could encourage the use of the premises by children or young people; and
- The Authority will also consider the location of the premises in the context of this licensing objective and applicants must have regard to the local area profile (which outlines examples of sensitive areas). If an application for a gambling premises is received for a location within a sensitive area or in close proximity to what are considered to be sensitive areas the Authority will expect applicants to demonstrate that they have sufficient and suitable control measures in place to be reasonably consistent with the licensing objectives.

8. Premises Licences

8.1 Section 150 of the Act permits the issue of premises licences authorising the provision of facilities at the following:-

- casino premises;
- bingo premises;
- betting premises, including tracks and premises used by betting intermediaries;
- adult gaming centres; and
- family entertainment centres.

8.2 Premises can be 'any place' but the Act prevents more than one premises licence applying to any one place. A single building could be subject to more than one premises licence provided they are for different parts of the building and those parts can be genuinely regarded as being different 'premises'.

8.3 A particular requirement might be for entrances and exits from parts of a building covered by one or more licences to be separate and identifiable so that the separation of the premises is not compromised and that people are not allowed to 'drift' accidentally into a gambling area.

8.4 Where the Authority has concerns about the use of premises for gambling it will seek to address this through licence conditions wherever possible.

8.5 Other than an application for a betting premises licence in respect of a track, the Authority is not able to issue a premises licence unless the applicant holds the relevant operating licence from the Gambling Commission.

8.6 When considering applications for premises licences the Authority will not take into consideration either the expected 'demand' for facilities or the likelihood of planning permission being granted.

8.7 The Authority will maintain a register of premises licences issued and will ensure that the register is open for public inspection at all reasonable times. This can be viewed at:
http://licensing.coventry.gov.uk/MVM/Online/EGov/License_Registers/Registers_Criteria.aspx

9. Location

9.1 This Authority is aware that demand issues cannot be considered with regard to the location of premises either at a citywide or more local scale. However, it considers that the location of gambling premises can be a major factor on the promotion of the licensing objectives. The Authority will pay particular attention to the suitability of a location for gambling activity in terms of the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder.

9.2 A local area profile has been drawn up and operators are required to take into account any sensitive locations within close proximity to proposed gambling premises and provide the Authority with details of how they propose to mitigate and monitor any risks. Applications will not be granted in sensitive locations unless the relevant criteria have been met. Examples of sensitive areas and locations are detailed in the local area profile and can be found at:
www.coventry.gov.uk/downloads/file/19670/local_area_profile_and_risk_assessment

9.3 Applicants will have to clearly show that they have considered the profile and the potential impact of their proposed business on the licensing objectives and provide information on how they plan to reduce or remove any likely adverse impact on them. The supporting information may contain the following information:

- how the premises will restrict access to children, young people or other vulnerable persons;
- whether a proof of age scheme is being used;
- will the appropriate number of security staff be employed at appropriate times;
- will opening times be set so that the premises are not open during school start and finish times; and
- what procedures and staff training are in place to identify vulnerable persons such as problem gamblers, those unable to make an informed or balanced decision about gambling due to, for example, misuse of drink or drugs, mental health problems, a learning disability etc.

This list is not mandatory, nor exhaustive, and is merely indicative of example measures.

9.4 The Authority will consider proposals for new gambling premises that are in close proximity to hostels or other accommodation or centres catering for vulnerable people, including those with mental health issues or learning disabilities, and those with problem gambling, alcohol or drug abuse problems, as very likely to adversely affect the gambling objectives.

9.5 It should be noted that the profile does not preclude any application being made and each application will be decided on its own merits, but the onus will be upon the applicant to show how the potential concerns can be overcome.

10. Gambling Activity

10.1 The gambling activity of each premises licence type is specified on the premises licence when it is issued. The Authority will take decisions in accordance with the Commission's guidance and codes of practice on gambling activity and will have regard to the advice which it issues from time to time. Applicants are expected to operate premises in line with the Commission's Guidance and conditions on their operators licence. The Council will monitor the operation of premises and report any

potential breach of operating licence conditions to the Commission. Applications for new premises licences, or to vary an existing licence, will be expected to be clear that the premises are intended to be used for the gambling activity proposed.

- 10.2 It should be noted that the Act does not permit a premises to be licensed for more than one gambling activity.

11. Responsible Authorities

- 11.1 These are generally public bodies that must be notified of all applications and who are entitled to make representations to the Authority if they are relevant to the licensing objectives.

- 11.2 Section 157 of the Act identifies the bodies that are to be treated as responsible authorities. In relation to the Authority's area, these are:

- the Authority itself;
- the Gambling Commission;
- the Chief Officer of Police/Chief Constable for the area in which the premises is wholly or partially situated;
- the Fire and Rescue Authority for the same area;
- the Local Planning Authority for the same area;
- an authority with functions in relation to pollution of the environment or harm to human health;
- a body designated in writing by the Authority as competent to advise about the protection of children from harm (see paragraphs 11.3 and 11.4 set out below);
- HM Revenue & Customs; and
- any other person prescribed in regulations by the Secretary of State.

Section 211(4) provides that in relation to a vessel, but no other premises, responsible authorities also include navigation authorities within the meaning of section 221(1) of the Water Resources Act 1991 that have statutory functions in relation to the waters where the vessel is usually moored or berthed or any waters where it is proposed to be navigated at a time when it is to be used for licensable activities.

- 11.3 The Authority is required to set out the principles to be applied in exercising its powers to designate, in writing, a body which is competent to advise about the protection of children from harm. The principles applied in designating such a body are:

- the body must be responsible for covering the whole of the Authority's area; and
- the body should be answerable to democratically elected persons rather than any particular vested interest groups etc.

- 11.4 The designated body for Coventry City Council is the Safeguarding Children Board. Details of this and all other responsible authorities are available at:
www.coventry.gov.uk/downloads/file/1616/gambling_law_information_leaflet.

12. Interested Parties

- 12.1 Interested parties can make representations about licence applications or apply for a review of an existing licence based on the principles detailed in section 2 of this policy statement.

An interested party is someone who:

- a) lives sufficiently close to the premises to be likely to be affected by the authorised activities;
- b) has business interests that might be affected by the authorised activities; or
- c) represents persons in either of the two groups above.

12.2 Factors that the Authority will apply to determine whether a person is an interested party include (please note this list is not exhaustive):

- Interested parties could include trade associations and trade unions, and residents' and tenants' associations. This Authority will not however generally view these bodies as interested parties unless they have a member who can be classed as an interested person under the terms of the Gambling Act 2005 e.g. lives sufficiently close to the premises or has business interests likely to be affected by the activities being applied for.
- Interested parties can be persons who are democratically elected such as Councillors and MP's. No specific evidence of being asked to represent an interested person will be required as long as the Councillor/MP represents the ward likely to be affected. Other than these persons, this authority will require written evidence that a person 'represents' someone who either lives sufficiently close to the premises to be likely to be affected by the authorised activities and/or business interests that might be affected by the authorised activities. A letter from one of these persons, requesting the representation is sufficient.
- Each case will be decided upon its merits. This authority will not apply a rigid rule to its decision making. It will consider the examples of considerations provided in the Gambling Commission's Guidance for local authorities.

12.3 Individuals are encouraged to approach their local Councillor(s) to represent their interests; individuals should however be mindful that where a conflict of interest exists it may be the case that their local Councillor(s) is unable to assist them

12.4 It should be noted that, unlike the Licensing Act, the Gambling Act does not include as a specific licensing objective the prevention of public nuisance. There is however other relevant legislation which deals with public nuisance.

13. Representations

13.1 The Authority is obliged to consider representations from 'responsible authorities' and 'interested parties' and must determine whether or not representations are admissible. A representation is inadmissible if not made by a responsible authority or an interested party.

13.2 The only representations likely to be relevant are those that relate to the licensing objectives, or that raise issues under this statement or the Commission's guidance or codes of practice. The Authority must determine the relevance of the representation.

13.3 Any concerns that responsible authorities have in relation to their own functions cannot be taken into account if they are not relevant to the application for a premises licence and the licensing objectives.

13.4 The Authority may, in certain circumstances, consider a representation to be either frivolous or vexatious. This will generally be a matter of fact given the circumstances of each individual case but before coming to a decision the Authority may consider the following:

- who is making the representation and whether there is a history of making representations that are not relevant;
- whether it raises a 'relevant' issue or not; or
- whether it raises issues specifically relevant to the premise which is the subject of the application.

14. Conditions of Licence

14.1 All Gambling Act premises licences are subject to mandatory and default conditions and these conditions are usually sufficient to ensure operation that is reasonably consistent with the licensing objectives. Additional conditions will only be imposed where there is evidence in the circumstances of a particular case that these conditions need to be supplemented. Conditions imposed by the Authority may be general in nature by applying to all licences, or those of a particular type, or they may be specific to a particular licence.

14.2 The Authority will not generally impose conditions that limit the use of premises for gambling unless it is deemed to be necessary as a result of the requirement to act in accordance with the Gambling Commission's guidance, any codes of practice issued by the Commission, this Statement of Principles or in a way that is reasonably consistent with the licensing objectives.

14.3 Any conditions imposed by the Authority will be proportionate to the circumstances they are intended to address. In particular, the Authority will ensure that any conditions are:

- relevant to the need to make the premises suitable as a gambling facility;
- directly related to the premises and the type of licence applied for;
- fairly and reasonably related to the scale and type of premises;
- reasonable in all other respects; and
- decided on a case by case basis.

14.4 The Authority will not consider imposing conditions:

- which make it impossible to comply with an operating licence condition imposed by the Gambling Commission;
- relating to gaming machine categories, numbers or method of operation;
- which specify that membership of a club or other body is required; or
- in relation to stakes, fees, winnings or prizes.

15. Casinos

15.1 The Authority has already considered its position under Section 166 of the Gambling Act 2005 regarding the application for a casino and has not passed a 'no casino' resolution.

16. Betting Machines in Betting Premises

16.1 The Authority is aware of its power to restrict the number of betting machines (self-service betting terminals (SSBT's)), their nature and the circumstances in which they are made available by attaching a licence condition to a betting premises licence. (It is important to make the distinction between gaming machines where the licence holder of a betting licence may make available for use up to four gaming machines of categories B, C or D).

16.2 In the event that the Authority considers whether to impose such a condition on any particular licence it may, among other things, take into account the size of the premises, the number of counter positions available for person to person transactions, and the ability of staff to monitor the use of the machines.

17. Bingo

17.1 Licensing authorities will need to satisfy themselves that bingo can be played in any bingo premises for which they issue a premises licence. This will be a relevant consideration where the operator of an existing premises applies to vary their licence to exclude an area of the existing premises from its ambit and then applies for a new premises licence, or multiple licence, for that or those excluded areas.

17.2 Section 172(7) of the Act provides that the holder of bingo premises licences may make available for use a number of category B gaming machines for use on the premises.

17.3 This Authority also notes the Commission's guidance in the unusual circumstances in which the splitting of pre-existing premises into two adjacent premises might be permitted. It is not permissible for all of the gaming machines to which each of the licenses brings an entitlement to be grouped together within one of the licensed premises.

17.4 The playing of bingo specifically in alcohol-licensed premises, clubs and miners welfare institutes is permissible under the exempt gaming provisions without the premises needing to obtain a bingo operating licence. Where the level of bingo played in these premises however reaches a certain threshold, it will no longer be authorised by these rules, and a bingo operating licence will have to be obtained from the Commission.

17.5 The holder of a bingo operating licence will be able to provide any type of bingo game including cash and prize bingo.

17.6 Commercial bingo halls will require a bingo premises licence from the Authority.

17.7 Children and young people are allowed into bingo premises; however they are not permitted to participate in the bingo and if category B or C machines are made available for use these must be separated from areas where children and young people are allowed, the Authority will ensure that:

- all such machines are located in an area of the premises separate from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance;
- only adults are admitted to the area where the machines are located;
- access to the area where the machines are located is supervised;
- the area where the machines are located is arranged so that it can be observed by staff of the operator or the licence holder; and
- at the entrance to, and inside any such area there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

18. Tracks

18.1 Only one premises licence can be issued for any particular premises at any time unless the premise is a 'track'. A track is a site where races or other sporting events take place.

- 18.2 Track operators are not required to hold an ‘operators licence’ granted by the Gambling Commission. Therefore, premises licences for tracks, issued by the Council are likely to contain requirements for premises licence holders about their responsibilities in relation to the proper conduct of betting. Indeed, track operators will have an important role to play, for example in ensuring that betting areas are properly administered and supervised.
- 18.3 Although there will, primarily be a betting premises licence for the track there may be a number of subsidiary licences authorising other gambling activities to take place. Unlike betting offices, a betting premises licence in respect of a track does not give an automatic entitlement to use gaming machines.
- 18.4 When considering whether to exercise its power to restrict the number of betting machines at a track the Council will consider the circumstances of each individual application and, among other things will consider the potential space for the number of machines requested, the ability of track staff to supervise the machines, especially if they are scattered around the site, and the ability of the track operator to prevent children and young persons and vulnerable people betting on the machines.

19. Temporary Use Notices

- 19.1 Temporary Use Notices (TUN) allow the use of premises for gambling where there is no premises licence but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling. Premises that might be suitable for a TUN, according to the Gambling Commission, would include hotels, conference centres and sporting venues.
- 19.2 The Authority can only accept a TUN from a person or company holding a relevant operating licence.
- 19.3 Regulations prescribed by the Secretary of State provide that TUNs can only be used to permit the provision of facilities for equal chance gaming where the gaming is intended to produce a single winner, for example games such as backgammon, cribbage, bingo and poker.
- 19.4 There are a number of statutory limits for TUNs (see Gambling Commission Guidance, which can be viewed at: www.gamblingcommission.gov.uk/for-licensing-authorities/GLA/Part-14-Temporary-use-notices.asp). This includes the definition of “premises” and, “a set of premises”. In the Act “premises” is defined as including “any place”. In considering whether a place falls within the definition of “a set of premises”, licensing authorities will need to look at, amongst other things, the ownership/occupation and control of the premises.
- 19.5 The Authority expects to object to notices where it appears that their effect would be to permit regular gambling in a place that could be described as one set of premises, as recommended in the Gambling Commission Guidance.

20. Occasional Use Notices

- 20.1 The Authority has very little discretion as regards these notices aside from ensuring that the statutory limit of 8 days in a calendar year is not exceeded. The Authority will need to consider the definition of a ‘track’ and whether the applicant is permitted to avail him/herself of the notice.

21. Gaming Machines

- 21.1 A machine is not a gaming machine if the winning of a prize is determined purely by the player's skill. However, any element of 'chance' imparted by the action of the machine would cause it to be a gaming machine.
- 21.2 The Authority is aware of its power to restrict the number of gaming machines in certain circumstances. In the event that the Authority considers whether to impose such a restriction on any particular permit it may, among other things, take into account the size of the premises and the ability of staff to monitor the use of the machines by children, young persons or by vulnerable persons.
- 21.3 The Authority will be unable to issue premises licences to authorise gaming machines in certain types of premises. These generally will be premises to which children and vulnerable people will have unrestricted access and would include take-away premises, taxi offices, supermarkets etc.

22. Unlicensed Family Entertainment Centre (FEC) Gaming Machine Permits

- 22.1 Where a premise does not hold a **Premises Licence** but wishes to provide gaming machines, it may apply to the Authority for this permit. It should be noted that the applicant must show that the premises will be wholly or mainly used for making gaming machines available for use.
- 22.2 The Gambling Act 2005 states that a Authority may "prepare a statement of principles that they propose to consider in determining the suitability of an applicant for a permit" and in preparing this statement, and/or considering applications, it need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Commission under Section 25. The Gambling Commission's Guidance also states "that in their three year licensing policy statement, licensing authorities may include a statement of principles that they propose to apply when exercising their functions in considering applications for permits and licensing authorities will want to give weight to child protection issues".
- 22.3 Guidance also indicates that an application for a permit may be granted only if the Authority is satisfied that the premises will be used as an unlicensed FEC, and if the Chief Officer of Police has been consulted on the application, licensing authorities may wish to consider asking applications to demonstrate:
- A full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs;
 - That the applicant has no relevant convictions (those that are set out in the Act); and
 - That staff are trained to have a full understanding of the maximum stakes and prizes.
- 22.4 It should be noted that an Authority cannot attach conditions to this type of permit.
- 22.5 This Authority has adopted a Statement of Principles that is available at: https://www.coventry.gov.uk/downloads/file/27580/statement_of_principles_for_unlicensed_entertainment_centres Potential applicants / other interested persons are advised to read the Statement of Principles before applying to the Authority for a permit.
- 22.6 With regard to renewals of these permits, an Authority may refuse an application for renewal of a permit only on the grounds that an authorised local authority officer has been refused access to the premises without reasonable excuse, or that renewal would not be reasonably consistent with pursuit of the licensing objectives.

23. (Alcohol) Licensed Premises Gaming Machine Permits

23.1 There is provision in the Act for premises licensed to sell alcohol for consumption on the premises, to automatically have 2 gaming machines, of categories C and/or D. The premises merely need to notify the Authority. The Authority can remove the automatic authorisation in respect of any particular premises if:

- provision of the machines is not reasonably consistent with the pursuit of the licensing objectives;
- gaming has taken place on the premises that breaches a condition of section 282 of the Gambling Act (i.e. that written notice has been provided to the Authority, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine has been complied with);
- the premises are mainly used for gaming; or
- an offence under the Gambling Act has been committed on the premises.

23.2 If a premises wishes to have more than 2 machines, then it needs to apply for a permit and the Authority must consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission under Section 25 of the Gambling Act 2005, and “*such matters as they think relevant.*”

This Authority considers that “such matters” will be decided on a case by case basis but generally there will be regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and will expect the applicant to satisfy the Authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machines. Measures which will satisfy the Authority that there will be no access may include the adult machines being in sight of the bar, or in the sight of staff who will monitor that the machines are not being used by those under 18. Notices and signage may also help. As regards the protection of vulnerable persons applicants may wish to consider the provision of information leaflets / helpline numbers for organisations such as GamCare.

23.3 It is recognised that some alcohol-licensed premises may apply for a premises licence for the use of gaming machines in their non-alcohol licensed areas. Any such application would need to be applied for and dealt with as an Adult Gaming Centre premises licence.

23.4 It should be noted that the Authority can decide to grant the permit application with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.

23.5 It should also be noted that the holder of a permit must comply with the Gaming Machines in Alcohol Licensed Premises Code of Practice issued by the Gambling Commission about the location and operation of the machine(s).

24. Prize Gaming Permits

24.1 The Gambling Act 2005 states that an Authority may “prepare a statement of principles that they propose to apply in exercising their functions under this Schedule” which “may, in particular, specify matters that the Authority proposes to consider in determining the suitability of the applicant for a permit”.

24.2 This Authority has adopted a Statement of Principles that is available at: https://www.coventry.gov.uk/info/23/alcohol_and_entertainment_licensing/428/gambli

ng_licences/3 Potential applicants / other interested persons are advised to read the Statement of Principles before applying to the Authority for a licence or permit.

24.3 In making its decision on an application for this permit the Authority does not need to but may have regard to the licensing objectives but must have regard to any Gambling Commission guidance.

24.4 It should be noted that there are conditions in the Gambling Act 2005 by which the permit holder must comply, but the Authority cannot attach conditions. The conditions in the Act are:

- the limits on participation fees, as set out in regulations, must be complied with;
- all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day; the game must be played and completed on the day the chances are allocated; and the result of the game must be made public in the premises on the day that it is played;
- the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if non-monetary prize); and
- participation in the gaming must not entitle the player to take part in any other gambling.

25. Club Gaming and Club Machine Permits

25.1 Members' Clubs and Miners' Welfare Institutes (but not Commercial Clubs) may apply for a Club Gaming Permit or a Club Gaming Machines Permit. The Club Gaming Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D), equal chance gaming and games of chance as set-out in regulations. A Club Gaming Machine Permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).

25.2 Members' clubs must have at least 25 members and be established and conducted "wholly or mainly" for purposes other than gaming, unless the gaming is permitted by separate regulations. It is anticipated that this will cover bridge and whist clubs, which will replicate the position under the Gaming Act 1968. A members' club must be permanent in nature, not established to make commercial profit, and controlled by its members equally. Examples include working men's clubs, branches of Royal British Legion and clubs with political affiliations.

25.3 Authorities may only refuse an application on the grounds that:

- the applicant does not fulfil the requirements for a members' or Commercial Club or Miners' Welfare Institute and therefore is not entitled to receive the type of permit for which it has applied;
- the applicant's premises are used wholly or mainly by children and/or young persons;
- an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
- a permit held by the applicant has been cancelled in the previous ten years; or
- an objection has been lodged by the Commission or the Police.

25.4 It should be noted that there is a 'fast-track' procedure available for premises which hold a Club Premises Certificate under the Licensing Act 2003. The Gambling Commission's Guidance for local authority's states: "Under the fast-track procedure there is no opportunity for objections to be made by the Commission or the Police,

and the grounds upon which an authority can refuse a permit are reduced” and “The grounds on which an application under the process may be refused are:

- that the club is established primarily for gaming, other than gaming prescribed under schedule 12;
- that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
- that a Club Gaming Permit or Club Machine Permit issued to the applicant in the last ten years has been cancelled.

25.5 There are statutory conditions on Club Gaming Permits that no child uses a category B or C machine on the premises and that the holder complies with any relevant provision of a code of practice about the location and operation of gaming machines.

26. Lotteries

26.1 In carrying out its functions in relation to Lotteries, the Authority will have regard to the Act, any guidance issued by the Commission from time to time and any Regulations issued by the Secretary of State.

26.2 The Act makes it illegal to promote lotteries unless they are licensed or within an exempt category. One such exemption relates to registered small society lotteries and the Authority is responsible for registering small society lotteries, which are promoted by non-commercial organisations that are established for:

- charitable purposes;
- for the purpose of enabling participation in, or of supporting, sport, athletics or a cultural activity; or
- for any other non-commercial purpose other than that of private gain.

27. Exchange of Information

27.1 The principle that the Authority will apply in respect of the exchange of information between it and the Gambling Commission and those bodies listed in Schedule 6 of the Act is that it will act in accordance with the provisions of the Gambling Act 2005 which includes the provision that the General Data Protection Regulations will not be contravened. The Authority will also have regard to any guidance issued by the Gambling Commission to Local Authorities on this matter when it is published, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.

28. Enforcement

28.1 The Authority will liaise with the Gambling Commission and other enforcing authorities on enforcement issues and will look to carry out joint inspections. The targeting of resources towards high-risk premises and activities that require greater attention will provide a more efficient deployment of the Authority’s officers and other officers that are commonly engaged in enforcing gambling law and inspection of licensed premises. A lighter touch will apply in respect of low risk premises, which are well run.

28.2 The Authority’s approach to enforcement will be based on identified risk and will take into account:

- relevant codes of practice;
- guidance issued by the Gambling Commission;

- the licensing objectives; and
 - the principles set out in this statement of gambling policy.
- 28.3 In general, action will only be taken in accordance with the principles of the Regulatory Compliance Code, Licensing Authority Enforcement Policy and the relevant provisions of the Regulatory Enforcement and Sanctions Act 2008. To this end the key principles of consistency, transparency and proportionality will be maintained.
- 28.4 The Authority will also be guided by the Gambling Commission's Guidance for local authorities and will endeavour to be:
- Proportionate: regulators should only intervene when necessary: remedies should be appropriate to the risk posed, and costs identified and minimised;
 - Accountable: regulators must be able to justify decisions, and be subject to public scrutiny;
 - Consistent: rules and standards must be joined up and implemented fairly;
 - Transparent: regulators should be open, and keep regulations simple and user friendly; and
 - Targeted: regulation should be focused on the problem, and minimise side effects
- 28.5 In accordance with the Gambling Commission Guidance to Licensing Authorities the Council will endeavour to avoid duplication with other regulatory regimes as far as possible.
- 28.6 The main enforcement and compliance role for this Authority in terms of the Gambling Act 2005 will be to ensure compliance with the Premises Licences and other permissions, which it authorises. The Gambling Commission will be the enforcement body for the operator and personal licences. It is also worth noting that concerns about manufacture, supply or repair of gaming machines will not be dealt with by the Authority but will be notified to the Gambling Commission.

29. The Licensing Process

- 29.1 The powers of the Council as a Licensing Authority under the Act may be carried out by the Licensing and Regulatory Committee, by a Sub-Committee or, instead, by one or more Council officers acting under delegated authority. The Council has adopted the following scheme of delegation and can be viewed at:
http://www.coventry.gov.uk/downloads/file/12158/part_2
- 29.2 Application forms will be in the format prescribed by regulations. The form will need to contain information that describes the gambling activities to be provided, the operational procedures, hours, nature of the location, needs of the local community, etc. Most importantly, the applicant will have to detail the steps that will be taken to promote the three licensing objectives. Applicants should carry out a risk assessment before they apply for a premises licence or to vary a premises licence. The Authority will expect the local risk assessment (or a copy thereof) to be available at the premises for inspection by any authorised officer.
- 29.3 Applicants are encouraged to fully consult the Police and other responsible authorities well in advance of submitting their applications. Application forms and guidance leaflets will be available at:
www.coventry.gov.uk/info/23/alcohol_and_entertainment_licensing/428/gambling_licences/1. Most applications will require additional documentation and a fee to be

included with the form. Incomplete applications will not be considered and will be returned to the applicant.

- 29.4 The Act requires the Authority to maintain a register of premises licences issued. The register must be available at any reasonable time to the public, who can request copies of the entries. The register will be located at:
www.coventry.gov.uk/info/23/alcohol_and_entertainment_licensing/416/alcohol_and_entertainment_licences

Effective date of reviewed policy: 31st January 2022 Valid until 30th January 2025

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Responses to Coventry City Council Statement of Gambling Policy Consultation

2nd August 2021 – 13th September 2021

1 Background

- 1.1 The public consultation on the draft Statement of Gambling Policy took place for 6 weeks from 2nd August 2021 – 13th September 2021.
- 1.2 The consultation was extensive and included a range of statutory consultees, stakeholders, and local communities.
- 1.3 3 responses were received during the consultation period.
- 1.4 All consultees were asked for comments on the draft policy, which have been organised into themes and are presented below.

| Theme of comments | Respondent | Feedback/comments/amendments | Action |
|-------------------|----------------------------|--|--|
| Location | Betting and Gaming Council | Paragraph 9.3 contains a list of examples of measures that may be taken to demonstrate that an applicant has considered the local area profile and potential impact of the gambling business on the licensing objectives. One of these bullet points is “ <i>will opening times be set so that the premises are not open during school start and finish times</i> ”. This bullet point should be removed as it suggests that this may be appropriate. It is very unlikely that this would ever be appropriate. Gambling premises have always been situated in areas of dense | Noted but no action required for the policy. Paragraph 9.3 states explicitly that this bullet point is not mandatory and is simply an example of a measure applicants may wish |

| | | | |
|---|-----------|--|---|
| | Anonymous | <p>population or high footfall. It has always been the case, therefore, that children will walk past gambling premises and it would only be appropriate to restrict opening times where there was clear evidence that to allow the premises to be open would pose a risk to the licensing objectives. Our concern is that by leaving this condition in the draft statement of principles, it may be considered to be a normal course of action to restrict opening times whereas it is quite the opposite.</p> <p>I think consideration should be given to the number of gambling outlets in a given area when considering licensing. EG in the city centre there is a cluster of betting shops in Trinity Street.</p> | <p>to implement in their risk assessment, when considering the local area profile.</p> <p>Noted but no action required for the policy. Already addressed in paragraph 8.6.</p> |
| Promotion of the three Licensing Objectives | Anonymous | All good but in understanding protection of vulnerable people contact needs to be made with organisations who work with them i.e. alcohol, gambling, homeless charities | <p>Noted but no action required for the policy. Already included in paragraph 7.4.</p> |

Council – 7 December 2021
Recommendation from Cabinet
16th November 2021

Coventry City Council
Minutes of the Meeting of Cabinet held at 2.00 pm on Tuesday, 16th November
2021

Present:

Members: Councillor G Duggins (Chair)
Councillor AS Khan (Deputy Chair)
Councillor R Brown
Councillor K Caan
Councillor P Hetherton
Councillor M Mutton
Councillor J O'Boyle
Councillor K Sandhu
Councillor P Seaman
Councillor D Welsh

Non-Voting Deputy
Cabinet Members:

Councillor P Akhtar
Councillor G Hayre
Councillor G Lloyd

Non-Voting Opposition
Members:

Councillor G Ridley
Councillor P Male

Other Non-Voting
Members:

Councillor N Akhtar
Councillor J Clifford
Councillor R Lakha

Employees (by Service):

Chief Executive

M Reeves (Chief Executive)

Finance

B Hastie (Director of Finance)

Law and Governance

J Newman (Director of Law and Governance), M Salmon

Public Health and
Wellbeing

L Gaulton (Director of Public Health and Wellbeing),
R Chapman, J Ross

Apologies:

Councillor L Bigham

Councillor B Gittins

RECOMMENDATION

Public Business

45. Domestic Abuse Strategy and Action Plan

The Cabinet considered a report of the Deputy Chief Executive that sought approval of the Domestic Abuse Strategy refresh and action plan, which included provision of support for victims and their children in line with the duties under the Domestic Abuse Act 2021, and the extension of the current overarching Coventry Domestic Abuse Strategy to 2025. Appendices to the report provided the Needs Assessment – executive summary, key findings and recommendations; the Action Plan; and the Coventry Domestic Abuse Strategy 2018-2023: Addendum and Extension to 2025.

Domestic abuse was a manifestation of one-person (or persons) exerting power and control over another with whom they shared a personal connection. Domestic abuse could take many forms including psychological, physical, sexual, financial, economic and emotional abuse. It also included honour-based violence, forced marriage, other culturally recognised forms of abuse and a range of controlling and coercive behaviours. Preventing harm from Domestic Abuse was a priority within Coventry and was a key measure within the One Coventry Plan. Coventry's Domestic Abuse Strategy 2018 – 2023 outlined the city's approach to addressing domestic abuse, including honour-based violence and forced marriage.

The Domestic Abuse Act 2021 received Royal Assent on 29 April 2021. The Act provided, for the first time, a statutory definition of domestic abuse and delivered a number of significant changes to improve the protection of victims within the community and the criminal justice system. Cabinet received a report in June 2021 (minute 4/21 referred) outlining the new duties under the Domestic Abuse Act 2021.

Work on the new duties had commenced. A new statutory board, the "Domestic Abuse Local Partnership Board" had been established. A needs assessment had been carried out, including extensive consultation with survivors, domestic abuse service providers and stakeholders. Recommendations had been reviewed within the context of the current Coventry Domestic Abuse Strategy and an action plan had been developed. New services for victims and their children had been commissioned.

The Cabinet:

- 1) Noted the findings and recommendations of the needs assessment.
- 2) Acknowledged the findings of the needs assessment, Strategy refresh and action plan under the duties set out by the Domestic Abuse Act 2021.

- 3) Approved the Strategy refresh and action plan which includes provision of support for victims and their children in line with the duties under the Domestic Abuse Act 2021.
- 4) Approved the extension of the current overarching Coventry Domestic Abuse Strategy to 2025.
- 5) Noted progress in commissioning support services for victims of domestic abuse and their children residing within safe accommodation to fulfil the functions of the Act using the grant of £849,930 in 2021/2022 from the Ministry of Housing, Communities and Local Government.
- 6) Requested that Council notes the report.

RESOLVED that the Cabinet recommends that Council notes the report.

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Cabinet

16 November 2021

Name of Cabinet Member:

Cabinet Member for Policing and Equalities – Councillor A S Khan

Director Approving Submission of the report:

Deputy Chief Executive

Ward(s) affected:

All

Title:

Domestic Abuse Strategy and Action Plan

Is this a key decision?

Yes - the proposals are likely to have a significant impact on residents or businesses in two or more electoral wards in the City

Executive Summary:

Domestic abuse is a manifestation of one-person (or persons) exerting power and control over another with whom they share a personal connection. Domestic abuse can take many forms including psychological, physical, sexual, financial, economic and emotional abuse. It also includes honour-based violence, forced marriage, other culturally recognised forms of abuse and a range of controlling and coercive behaviours. Preventing harm from Domestic Abuse is a priority within Coventry and is a key measure within the One Coventry Plan. Coventry's Domestic Abuse Strategy 2018 – 2023 outlines the city's approach to addressing domestic abuse, including honour-based violence and forced marriage.

The Domestic Abuse Act 2021 received Royal Assent on 29 April 2021. The Act provides, for the first time, a statutory definition of domestic abuse and delivers a number of significant changes to improve the protection of victims within the community and the criminal justice system. Cabinet received a report in June 2021 outlining the new duties under the Domestic Abuse Act 2021.

Work on the new duties has commenced. A new statutory board, the "Domestic Abuse Local Partnership Board" has been established. A needs assessment has been carried out, including extensive consultation with survivors, domestic abuse service providers and stakeholders. Recommendations have been reviewed within the context of the current Coventry Domestic Abuse strategy and an action plan has been developed. New services for victims and their children have been commissioned.

Recommendations:

Cabinet is recommended to:

- 1) Note the findings and recommendations of the needs assessment.
- 2) Acknowledge the findings of the needs assessment, strategy refresh and action plan under the duties set out by the Domestic Abuse Act 2021
- 3) Approve the strategy refresh and action plan which includes provision of support for victims and their children in line with the duties under the Domestic Abuse Act 2021
- 4) Approve the extension of the current overarching Coventry Domestic Abuse Strategy to 2025
- 5) Note progress in commissioning support services for victims of domestic abuse and their children residing within safe accommodation to fulfil the functions of the Act using the grant of £849,930 in 2021/2022 from the Ministry of Housing, Communities and Local Government

List of Appendices included:

Appendix 1 – Needs assessment – executive summary, key findings and recommendations
Appendix 2 – Action Plan
Appendix 3 - Coventry Domestic Abuse Strategy 2018-2023: Addendum and Extension to 2025

Background papers:

None

Other useful documents

Coventry Domestic Abuse Strategy 2018 – 2023
https://www.coventry.gov.uk/downloads/file/27376/domestic_abuse_strategy_2018-2023

Has it been or will it be considered by Scrutiny?

No

Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

No

Report title: Domestic Abuse Strategy and Action Plan

1. Context (or background)

- 1.1 Domestic abuse is a manifestation of one-person (or persons) exerting power and control over another with whom they share a personal connection.
- 1.2 Preventing harm from domestic abuse is a priority within Coventry and is a key measure within the One Coventry Plan. The Coventry Domestic Abuse Strategy 2018- 2023 outlines Coventry’s approach to addressing domestic abuse which includes honour-based violence, forced marriage and Female Genital Mutilation (FGM).
- 1.3 In 2019/20, there were 29.7 domestic abuse related incidents and crimes in the West Midlands Police area per 1,000 population (source: Office for National Statistics). This has risen by 26% since 2015/16 and is above the national average of 28 incidents and crimes per 1,000 population. The under-reporting of domestic abuse is well documented and the actual level of victimisation in the city will be higher.
- 1.4 The COVID pandemic has had a significant impact on domestic abuse victimisation. Control measures put in place to limit infection have also reduced the time and space for victims to seek help, has been used as a tool for further abusive behaviours and placed a number of additional pressures on families and individuals. Other measures – such as legislation to protect people from being evicted from their homes under the Coronavirus Act 2020 and the impact of Coronavirus on Court proceedings, including changes to how some proceedings are conducted and a delay in cases being heard in Court, in both criminal and civil proceedings has meant that different parts of the local system have experienced differing trends of victimisation and demand. Domestic abuse is also an issue in relation to adult safeguarding and is one of the categories of abuse identified under the care act 2014.

Overall, levels of reported domestic abuse increased significantly during the first lockdown in May and June 2020 and have remained broadly stable at this higher level. Police, commissioned services and Children’s Services all reflect higher levels of demand and an increase in the level of case complexity and risk.

- 1.5 During 2018/19 the average number of monthly reports involving domestic abuse to the Multi Agency Safeguarding Hub (MASH) was 326. Between April 2020 and March 2021 this rose to a monthly average of 415 reports per month, a 27% increase on the two previous years as shown in the table below:

| Average per month | Apr 18 – Mar 19 | Apr 19 – Mar 20 | Apr 20 – Mar 21 |
|----------------------------|-----------------|-----------------|-----------------|
| DA referrals | 326 | 327 | 415 |
| Total referrals | 1263 | 1551 | 1748 |
| % of referrals that are DA | 26% | 21% | 24% |

- 1.6 Police report that while acquisitive and other crimes are falling, domestic abuse continues to show increased reporting – data up to the beginning of December 2020 showed that reporting increased by 45% compared to the previous year. Measuring accurate levels of domestic abuse is complex. The recent CREST report commissioned by West Midlands Police to explain the increased reporting states that the risk is likely to be due to an increased awareness of domestic abuse, as well as better police recording practices following the Home Office Crime Data Integrity Inspections together with changes in legislation. The trajectory of increase in the rate of domestic abuse-related crimes

recorded by police in the West Midlands Police is in line with its MSF (Most Similar Force) areas. During the pandemic the West Midlands saw a significant increase in domestic abuse which was not seen nationally but echoed in at least five other PFAs (Police Force Area's). Initial findings from London City University and the University of Durham suggest that the pandemic 'exposed, rather than created the domestic abuse crisis' i.e. it may be that these areas were particularly good at encouraging reporting during this time.

- 1.7 Calls to the local Safe to Talk helpline have fluctuated significantly throughout the year, reflecting the changes in freedom and ability for victims to seek help and concerns from professionals and other third parties like neighbours during the various periods of heightened restrictions over the course of the pandemic. On average, calls to the helpline are about 20 – 25%% higher than in the period prior to the pandemic.
- 1.8 Similarly, since the end of the initial UK lockdown in June 2020, demand on specialist domestic abuse services has fluctuated, reflecting victims' ability to access support, but has remained at levels significantly greater than those recorded pre-COVID. Average monthly referrals to Coventry Haven's community outreach support (providing safety planning and other community-based support for people not involved in civil or criminal court proceedings) numbered 113 between April 2020 and June 2021, twice the average monthly referrals than the previous 6 months (56).
- 1.9 During the pandemic, the City Council invested additional resources in schemes to protect victims, including:
 - creating 7 additional temporary units of specialist accommodation for 12 months from July 2020
 - safeguarding 35 units of accommodation within the voluntary and community sector
 - temporarily continuing 13 further units of accommodation previously funded using short term government grant otherwise due to close in March 2021
 - employing 3 additional domestic abuse specialists to be co-located with the police and provide an immediate response to victims for a 2-year pilot
 - employing a 0.5FTE worker to create and support a new network of domestic abuse leads within frontline services.
 - Additional funding for counselling for victims of sexual violence to tackle the waiting list backlog
- 1.10 The Domestic Abuse Act received Royal Assent on 29 April 2021. The aims of the Act are to:
 - Raise awareness and understanding about the devastating impact of domestic abuse on victims and their families.
 - Further improve the effectiveness of the justice system in providing protection for victims of domestic abuse and bringing perpetrators to justice.
 - Strengthen the support for victims of abuse by statutory agencies
 - The Act also specifically makes provision for, amongst other things, the establishment of a Domestic Abuse Commissioner. It seeks to specifically make provision about certain offences and abusive behaviour, committed even outside the United Kingdom. .
- 1.11 Under the Domestic Abuse Act 2021 the duties of the Local Authority include
 - assess, or make arrangements for the assessment of, the need for accommodation-based support in its area,
 - prepare and publish a strategy for the provision of such support in its area, and
 - monitor and evaluate the effectiveness of the strategy.
 - a duty to appoint the multi-agency The Domestic Abuse Local Partnership Board.
 - a duty to provide accommodation-based support to victims and their children in refuges and safe accommodation,

- and report back to central government, and a duty to give effect to the strategy.
- 1.12 Cabinet received a paper detailing the requirements of the Act in June 2021 with recommendations to:
- approve the creation of the Domestic Abuse Local Partnership Board as a statutory board of the local authority, in line with the duty upon the Local Authority to do so within the Domestic Abuse Act 2021;
 - approve acceptance of the grant of £849,930 in 2021/2022 for to the provision of support to victims of domestic abuse and their children residing within safe accommodation;
 - note the Council's new duties under the Domestic Abuse Act 2021.

2. Domestic Abuse Local Partnership Board

- 2.1 Local authorities are required to establish a Domestic Abuse Local Partnership Board as a statutory board of the Council. The purpose of this new statutory board is to provide advice to the local authority in relation to domestic abuse - as a minimum to provide advice on its duties to:
- assess the need for domestic abuse support in its area
 - prepare and publish a strategy to provide support
 - monitor and evaluate the effectiveness of the strategy
 - consider the local authority's annual report to the new national Domestic Abuse Commissioner.
- 2.2 The Coventry Domestic Abuse Local Partnership Board has been established and is chaired Cllr P Akhtar, Deputy Cabinet Member for Policing and Equalities and meets bimonthly. The Act sets out statutory membership of the Board which includes people representing local authorities, victims and their children, domestic abuse charities or voluntary organisations, health care providers and the police or other criminal justice agencies. A head-teacher representative on the Board is currently being arranged.
- 2.3 A Task and Finish group (Our Voices) has been set up to look at how the voices of children and victims of domestic abuse are represented on the Domestic Abuse Local Partnership Board. Members of the group represent Public Health, Children's Services Early Help, CCC Children's Champion, Panahghar, Relate, Valley House and Coventry Women's Aid.

3. Needs Assessment

- 3.1 The Act places a duty upon local authorities to conduct a needs assessment for accommodation-based support each year and to publish a strategy to direct commissioning and decommissioning decisions for safe accommodation. The needs assessment was commissioned from S2 Analytics who worked closely with Local Authority officers, providers and other stakeholders.
- 3.2 The needs assessment incorporated a comprehensive engagement exercise which included surveys completed by 71 survivors and 51 practitioners, multiple focus groups and more than 30 interviews with stakeholders. The intelligence from this was supplemented with data from multiple sources and a literature review. While the initial focus of the needs assessment was on accommodation-based support, the information gathered enabled analysis of current needs across the wider agenda of domestic abuse. The full needs assessment can be found at:
https://www.coventry.gov.uk/downloads/download/5118/domestic_abuse_strategy_2018-2023

3.3 The Executive Summary (appendix 1) contains the key findings and 23 recommendations across a number of areas:

- Criminal and civil justice system
- Perpetrators
- Health services
- Safe accommodation for victims and families
- Support for victims and their children
- Housing
- Individuals with no recourse to public funds or language challenges

3.4 These recommendations have been reviewed by a steering group of the Local Partnership Board and by the Board itself. A series of actions have been developed in response to the needs identified (included in Appendix 2) with lead agencies nominated to take the work forwards. Delivery of the action plan will be monitored by the Local Partnership Board, including full evaluation of commissioned services.

3.5 The needs assessment and action plan presented here are in response to the requirement of the new DA Act 2021 and sits alongside a broader action plan that encompasses other areas of business including prevention and early intervention, work within schools, training and additional wider work that is ongoing and sits under the DA Local Partnership Board

4. Domestic Abuse Strategy Extension to 2025

4.1 The Coventry Domestic Abuse Strategy 2018-2023 uses the 4P framework of Prepare, Prevent, Protect and Pursue to support a systematic multi-agency approach to tackling Domestic Abuse.

4.2 This framework has been reviewed in light of the Domestic Abuse Act 2021 and a strategy addendum has been produced (appendix 3). The measures detailed in the Act fit within our current 4P framework. In addition, the recommendations and actions from the needs assessment all contribute to delivering one or more of the 4Ps as shown in the action plan in appendix 3.

4.3 It is proposed that the current Coventry Domestic Abuse Strategy is extended through to 2025, with the new action plan. This will allow officer and partner resource to be focused on delivering the actions from the needs assessment and initial evaluation of the impact of these. This will then feed into a full strategy refresh for 2025.

5. Newly commissioned services

5.1 The Act places a duty upon local authorities to provide safe accommodation for victims and their children, who are also defined as victims under the Domestic Abuse Act 2021, dedicated specialist accommodation which meets specific domestic abuse quality standards and a range of specialist support for victims in safe accommodation. 'Sanctuary schemes', whereby victims are helped to remain in their own home by providing extra domestic security and support, are included within the definition of safe accommodation.

5.2 The Act requires that all victims in safe accommodation should have access to and places a duty upon the Local Authority to provide this support, which includes:

- advocacy support – development of personal safety plans, liaison with other services (for example, GPs and social workers, welfare benefit providers);

- domestic abuse prevention advice – support to assist victims to recognise the signs of abusive relationships, to help them remain safe (including online) and to prevent re-victimisation;
 - specialist support for victims with protected characteristics and/or complex needs, for example, interpreters, faith services, mental health advice and support, drug and alcohol advice and support, and immigration advice;
 - children’s support – including play therapy and child advocacy;
 - housing-related support – providing housing-related advice and support, for example, securing a permanent home and advice on how to live safely and independently; and
 - counselling and therapy for both adults and children.
- 5.3 The Government provided Coventry City Council with a grant of £849,930 in 2021/22 to “fulfil the functions of the new statutory duty on Tier 1 Local Authorities relating to the provision of support to victims of domestic abuse and their children residing within safe accommodation”. The funding for future years is dependent on the new burden assessment.
- 5.4 The report to Cabinet on 15 June 2021 set out initial proposals for commissioning services with this funding which have been further developed. The following additional provision has been commissioned using the grant:
- Continuation of funding of 13 units of accommodation previously funded by a limited-term MHCLG grant to 30 September 2022. This will maintain the number of commissioned units at 67
 - Introduction of a discretionary grant scheme to support victim/survivors in safe accommodation with a broader range of help including, for example, translation services and support to access move-on accommodation.
 - Widened eligibility of the current WISH service providing emotional and therapeutic support to children experiencing domestic abuse to all children in safe accommodation
 - Introduction of specialist legal support for all victims in safe accommodation with insecure immigration status in safe accommodation
 - Introduction of family support workers to provide a range of interventions with parents and children in specialist supported accommodation, including support in relation to parenting and encouraging good school attendance
 - Introduction of a specialist counselling and mental health support service for adult victims in safe accommodation
- 5.5 The above services have been commissioned for delivery up to September 2022 from existing City Council commissioned domestic abuse services including Haven, Valley House, Panahghar and Relate; the only exception to this is the procurement of specialist counselling for adult victims from Coventry and Warwickshire Mind. When there is clarity on future funding from the Government’s Comprehensive Spending Review, a longer-term investment plan will be developed to ensure the duties of the Act are met. Full evaluation of services to measure delivery of quality outcomes will be part of the commissioning process.

6. Options considered and recommended proposal

- 6.1 The option to retain the current strategy end date of 2023 was considered. This would mean that work on the new strategy would have to start early in 2022. The needs assessment for the Act has been comprehensive, and both the requirements of the Act and the actions from the needs assessment all fit within the current 4Ps framework. Developing a new strategy is a significant project and it was felt that extending the current one would allow more time to implement the actions.

6.2 The option to spend the entire grant on commissioned services only through to the end of this financial year was considered. This option was rejected as future funding is still uncertain and it would not have been possible to commission the level of services needed on such a short contract. The grant has been used to commission services initially for 12 months. A small contingency fund has been established to mitigate any cost pressures this year, particularly in relation to the discretionary grant scheme. Funding plans will be reviewed once funding for future years has been clarified following the Government's comprehensive spending review.

7. Results of consultation undertaken

7.1 The needs assessment includes significant consultation work with survivors, service providers and stakeholder. Consultation was undertaken through questionnaires, focus groups and interviews. Detailed findings from the consultation are included in the full needs assessment. The results from the consultation were used along with the data and the evidence base to generate the key findings and recommendations.

7.2 The Domestic Abuse Act requires that the Local Partnership Board is consulted on the strategy for the provision of accommodation-based support in its area. Members of the Local Partnership Board were involved in the needs assessment. Initial findings were presented at the July Board meeting. A sub-group was convened to review the findings and recommendations, and to agree the action plan. The proposed Domestic Abuse strategy extension to 2025, the key findings from the needs assessment and the action plan were discussed and agreed at the September meeting of the Local Partnership Board.

8. Timetable for implementing this decision

8.1 The Strategy extension to 2025 and action plan will be implemented with immediate effect.

9. Comments from the Director of Finance and the Director of Law and Governance

9.1 Financial implications

The Government has provided Coventry City Council with a grant of £849,930 in 2021/22 for the purpose of and the expectation that the Council start to prepare and fulfil the relevant functions under the duty.

No funding has been provided beyond 2021/22 and the Ministry of Housing, Communities and Local Government state that any further funding would be confirmed as part of the Government's Comprehensive Spending Review.

The Grant terms do not include a requirement for spend to be completed by 31st March 2022, and as per paragraphs 5.4 and 5.5 above, the plan is to commit the grant over the period up to 30th September 2022 to reflect time for the needs assessment to be used to drive the relevant commissioning activity as funding is confirmed in the longer term.

9.2 Legal implications

The Domestic Abuse Act places a number of duties on the Local Authority as detailed within this report.

The establishment of the Domestic Abuse Local Partnership Board, which is a statutory board of the Council, has previously been approved and this has now been set up. The Board has a number of statutory functions as detailed within the Domestic Abuse Act 2021 and must be consulted with in respect of the strategy Cabinet is being asked to approve.

Before approving the strategy, Cabinet must be satisfied that the following have been consulted in accordance with the Domestic Abuse Act 2021;

- (a) the domestic abuse local partnership board appointed by the relevant local authority under section 58,
- (b) any local authority for an area within the relevant local authority's area, and
- (c) such other persons as the relevant local authority considers appropriate.

Cabinet will note that the body of this report details that (a) above has been completed as the Domestic Local Partnership Board were consulted in respect of the strategy on the 15th June 2021 , and the requirement to consult in accordance with (b) above is not applicable as there is no other local authority within the area of Coventry City Council.

(c) is detailed in 2.2 of this report.

10. Other implications

10.1 How will this contribute to the Council Plan (www.coventry.gov.uk/councilplan/)?

The services support the One Coventry Plan vision to help to make communities safer, improve the health and wellbeing of local residents and protect our most vulnerable people by keeping children and adults safe from harm and improving services for people experiencing domestic abuse.

10.2 How is risk being managed?

Key risks are:

- **Absence of future funding:** No 'additional burden' funding has been confirmed beyond 2021/22. The needs assessment in consultation with the Domestic Abuse Local Partnership Board, will determine commissioning arrangements from 2022/23 onwards.
- **Increase in demand:** It is anticipated that the Act will increase and widen reporting of domestic abuse and increase demand on a range of services including specialist accommodation-based and community-based domestic abuse services, criminal justice agencies, social care, safeguarding and homelessness provision. The broader statutory definition of domestic abuse may increase the nature of victims who approach agencies for support; again, the impact of this will be monitored through existing forums and the new Domestic Abuse Local Partnership Board.

10.3 What is the impact on the organisation?

Domestic abuse is a significant issue for many functions of the City Council, including Adult's and Children's Services, Safeguarding, Housing, Health and Wellbeing and Community Safety. Domestic abuse is priority for the Council and is featured within the One Coventry Plan.

Delivery of the action plan will require working across these different functions and teams at both a strategic and an operational level.

10.4 Equality Impact Assessment (EIA)

An Equality Impact Assessment has been completed for this work. The needs assessment considered the needs of groups with protected characteristics. This will be considered further in the evaluation of services and the annual refresh of the needs assessment and strategy.

10.5 Implications for (or impact on) climate change and the environment

There are no implications.

10.6 Implications for partner organisations?

Delivery of the strategy will require partnership working. Lead organisations have been identified in the action plan. The work will be overseen by the Local Partnership Board where partners are represented.

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COVENTRY

COVENTRY DOMESTIC ABUSE NEEDS ASSESSMENT

EXECUTIVE SUMMARY

v6



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EXECUTIVE SUMMARY

NOTE ON NEEDS ASSESSMENT

This needs assessment was completed in the Summer of 2021. The data included in the needs assessment covers the time period impacted by the COVID-19 pandemic. It is important to recognise that this period was an exceptional time and had an impact on the data for all services. The data for the period impacted by the pandemic is not reflective of previous years and this should be taken into account when viewing the information included in this report.

INTRODUCTION

The Domestic Abuse Act 2021 places a statutory duty on Tier One local authorities to deliver support to victims of domestic abuse and their children residing within refuges and other safe accommodation, and to assess the need for accommodation-based domestic abuse support in their area for all victims or their children, including those who require highly specialist support and those who come from outside the area.

As well as assessing the specific needs mentioned in the Domestic Abuse Act relating to refuges and safe accommodation, this assessment aims to take a wider view of domestic abuse need. The assessment draws on data and information from a wide range of sources to build a picture of domestic abuse need across the whole of Coventry.

This assessment provides a shared understanding of local need to inform the development of local services and enable victims, perpetrators, their families and children to have their needs met more effectively.

The information in this document is correct at the time of writing.

KEY FINDINGS

POLICE

There has been an increase in domestic abuse incidents in Coventry.

There was a total of 9,280 domestic abuse incidents reported to the Police during 2020. This is a 33% increase on the previous highest number over the analysed period which was 7,000 during 2019.

There has been increases in various offence types where there is a domestic abuse flag – with stalking seeing the largest increase.

“Pursue Course of Conduct In Breach Of S1(1) Which Amounts To Stalking” saw an annual average of 19 incidents a month during 2016-19. There were 421 in 2020, equating to a 2145% increase.

By ward, Binley & Willenhall show the highest increases in incidents with a domestic abuse flag and also a high rate per 100,000 population..

Wainbody ward and Earlsdon ward both have low rates and low increases in reported incidents relative to the other wards in Coventry. Binley & Willenhall had one of the highest increases and shows the highest rate per 100,000 population.

35% of the victims during 2016 to 2020 were repeat victims.

8% of the victims during this period appeared 5 or more times.

There has been an increase in male victims.

Males accounted for 26% of victims recorded in 2020, which is a 6 percentage point increase on the 20% recorded in 2016.

There has been a shift in the age structure of the victims.

The 55+ age group has increased from 9% of the total number of victims in 2016 to 11% in 2020. Conversely, the 18-24 age group has seen a decrease from 22% to 18%.

MARAC

There has been an increase in referrals to MARAC in 12 months to June 2021.

The 613 referrals in the 12 months to June 2021 is the highest in any 12-month period. There has been a 69% increase over the past 5 years. This is similar to the West Midlands.

45% of the referrals to MARAC in the 12 months to June 2021 were repeat cases.

This is slightly higher than the previous 2 years.

In the past 2 years there has been an increase in IDVA and partnership referrals.

Partnership referrals include mental health, health services, and 'other'.

PERPETRATOR

In Coventry, there is one local authority commissioned perpetrator programme; Choose2Change provided by Relate.

There were high attrition rates in the Choose2Change Domestic Abuse Programme. The programme is in-depth but difficult for people to complete.

IRIS

IRIS (Identification and Referral to Improve Safety) to improve Primary Care awareness of domestic abuse and support to Victims was launched in June 2018. In the first full year of service delivery, only 50% of the GP Practices were able to participate in IRIS as only one Advocate Educator resource was commissioned.

2020-21 saw the recruitment of a second Advocate Educator and an increase in training sessions. Subsequently, there has been a higher volume of referrals with only 4 Practices not currently signed up.

There appears to be a moderate to fairly-strong correlation between the number of training sessions delivered by postcode and the number of referrals received.

The CV4 and CV5 postcodes had a low number of training sessions, which may have impacted on the number of referrals. CV5 has since increased training session with the numbers of referrals increasing possibly as a result. CV4 is potentially an area of unmet need.

SAFE ACCOMMODATION

The Domestic Abuse Act places a duty on local authorities to assess the need for support and prepare strategies to provide support for victims who reside in relevant accommodation ('safe accommodation').

Domestic Abuse Act guidance describes a variety of different types of safe accommodation:

Refuge accommodation, specialist safe accommodation, dispersed accommodation, safe self-contained accommodation, safe self-contained 'semi-independent' accommodation, sanctuary schemes, move-on/ second stage accommodation, other forms of domestic abuse emergency accommodation. Bed and breakfast accommodation is not considered as relevant, safe accommodation.

In Coventry there is the following specialist accommodation provision: Valley House (LA funding) – 54 units + 20 units (temporary MHCLG and COVID funding), Coventry Haven (Independent) – 17 units, Panahghar (Independent) – 18 units.

The recommended number of refuge spaces for Coventry (using the Council of Europe formula) is 35 with the actual number commissioned exceeding this by 19 spaces.

Domestic Abuse Act guidance describes domestic abuse support as accommodation support, childrens' support, housing-related support, and advice service.

Data indicates that there are a range of needs present amongst residents in refuges including mental health, legal support needs, and housing support needs.

In Haven, 8% of referrals in 2020-21 were rejected due to capacity.

Of the 126 referred to Haven during 2020-21, 39 (31%) were accommodated. 10 (8%) were not accommodated for due to no capacity. The COVID-19 pandemic impacted this figure as Haven did not advertise spaces and instead kept them available for Coventry homeless.

30% of referrals to Panahghar were rejected due to lack of capacity.

Of the 79 referred to Panahghar during 2020-21, 48 (61%) were accommodated. 24 (30%) were not accommodated for due to no capacity.

Only 2 (1%) of the 241 referrals to Valley House were rejected due to a lack of space.

Current demand is short by 36 spaces per year.

This does not take into account the impact of Covid-19, and peaks and troughs during the year.

COMMUNITY SERVICES



Relate, Panahghar and Coventry Haven are commissioned to provide services to those impacted by domestic abuse living in the community.

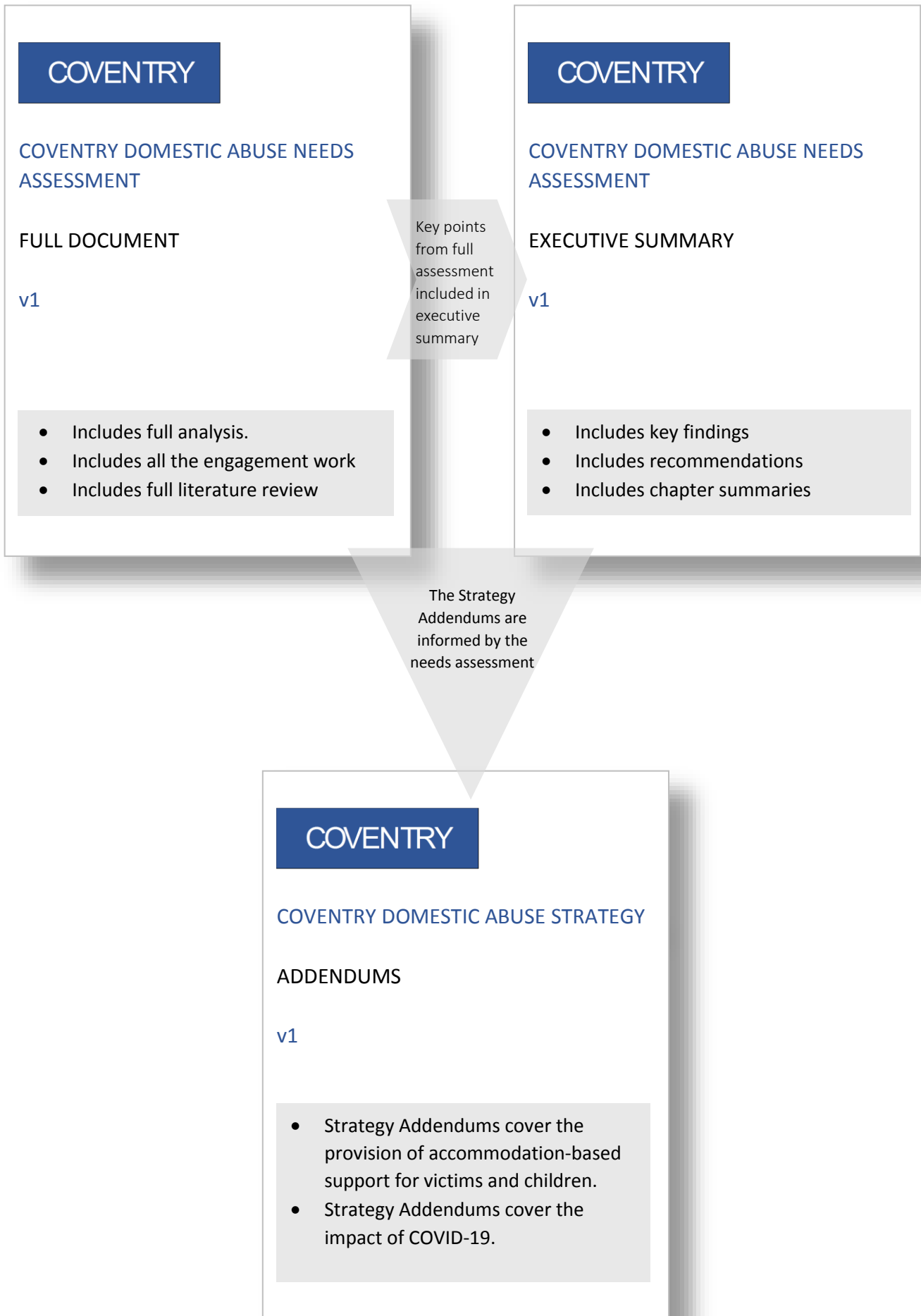
Services include community outreach, IDVA support, group work, perpetrator services, children's specific support, a domestic abuse helpline, and the early intervention project.

INDEX OF RECOMMENDATIONS

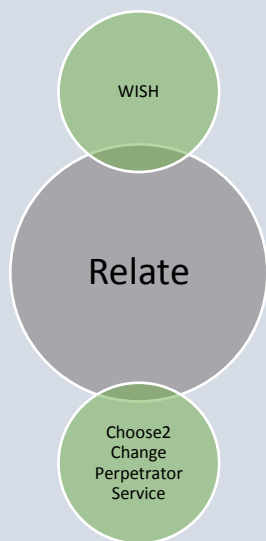
| Key Finding | Page | Title | Summary |
|-------------|------|---|---|
| 1 | 19 | Specialist Court IDVA | Support need in relation to support with the Criminal and Civil Justice System (C & CJS). |
| 2 | 20 | CJS Knowledge Gap | A knowledge gap amongst practitioners relating to the Criminal Justice Service response and available specialist support |
| 3 | 21 | Children And Family Courts | Gaps in the monitoring of Children and Family Court Advisory and Support Service (CAFCASS) decisions |
| 4 | 30 | Perpetrator Programmes | Lack in offering for high-risk perpetrators. |
| 5 | 31 | Perpetrator Referrals | There were high attrition rates in the Choose to Change Domestic Abuse Programme. The programme is in-depth but difficult for participants to complete. |
| 6 | 32 | GP & IRIS Perpetrator Pathway | Data from the IRIS programme indicated that perpetrators did disclose abuse to their GP. |
| 7 | 36 | Iris Training | The participation of GPs in training has a strong correlation with referrals. |
| 8 | 38 | Barriers To Registering for Health Services | Healthcare settings to assess how 'Domestic Abuse friendly' their registration systems are and make adjustments based on specialist advice. |
| 9 | 43 | Refuge Spaces | Supply and demand of refuge spaces in Coventry. |
| 10 | 44 | Temporary Accommodation for Victims of DA | Need for floating support to meet needs of those in TA. |
| 11 | 45 | Target Hardening | Consider expanding scheme. |
| 12 | 48 | Anxiety and Trauma | Exploration of a psychologically informed model within refuges. |
| 13 | 49 | Children and Young People | Review children's support in refuges. |
| 14 | 50 | Housing Support | Training for housing staff and linked professionals on the impact, risks and interventions for families affected by domestic violence |
| 15 | 52 | Role of Housing Keyworker | Importance of keyworkers to the housing process. |
| 16 | 53 | Housing Managers | Consider adopting a Whole Housing Approach to raise awareness across the partnership of quality assurance standards and safe minimum practice. |
| 17 | 54 | Housing Officer | Addressing fears of those refusing housing offers. |
| 18 | 55 | Limited Housing Stock | Limited availability of housing for larger families requires further exploration. |
| 19 | 56 | Private Housing | Service users being directed towards private housing require a guarantor, which refuge residents tend not to be able to provide. |
| 20 | 57 | Furnishing Properties | Setting up of a fund to help with moving/furnishing costs. |
| 21 | 61 | Specialist Childrens' Support | Explore widening the specialist children's service response to meet the needs of all children, not just those with a Social Care involvement. |
| 22 | 63 | No Recourse to Public Fund | Further explore the particular needs and challenges for this population in partnership with specialist services to identify practical solutions. |
| 23 | 64 | Translators | Requirement for additional support in this area. |

OUR APPROACH

| SURVEYS | FOCUS GROUPS |
|--|---|
| <p>71 SURVIVOR SURVEYS COMPLETED</p> <p>51 PRACTITIONER SURVEYS COMPLETED</p>  <p>SUPPORT SERVICES PROTECTED CHARACTERISTICS COMPLEX NEEDS CRIMINAL JUSTICE</p> <p>HOUSING CHILDREN AND YOUNG PEOPLE HEALTH</p> | <p>Multiple Groups Completed</p>  <p>SURVIVORS YOUNG PEOPLE STAFF</p> <p>VALLEY HOUSE PANAHGHAR</p> <p>POSITIVE YOUTH FOUNDATION COVENTRY HAVEN</p> |
| DATA ANALYSIS | 1-2-1 INTERVIEWS |
| <p>Multiple Data Sources Analysed</p>  | <p>30+</p>  <p>1-2-1 INTERVIEWS COMPLETED WITH KEY STAKEHOLDERS</p> |



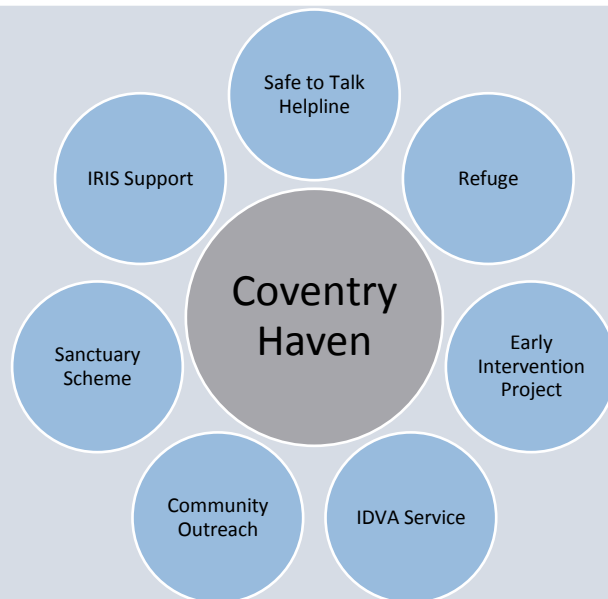
SPECIALIST DOMESTIC SERVICES



WISH
Support service for children and young people affected by domestic abuse.

Choose 2 Change
Domestic abuse perpetrator programme.

Supported Accommodation
54 units of supported accommodation



Refuge
18 units (BME Specialist)

IDVA
BME Specialist

Community Outreach
Work with standard and medium risk. Offering support, training, and awareness.

Early Intervention Project (Haven & Panahghar)
Embedded with police
Medium and low risk cases

Safe to Talk
Helpline, website, social media

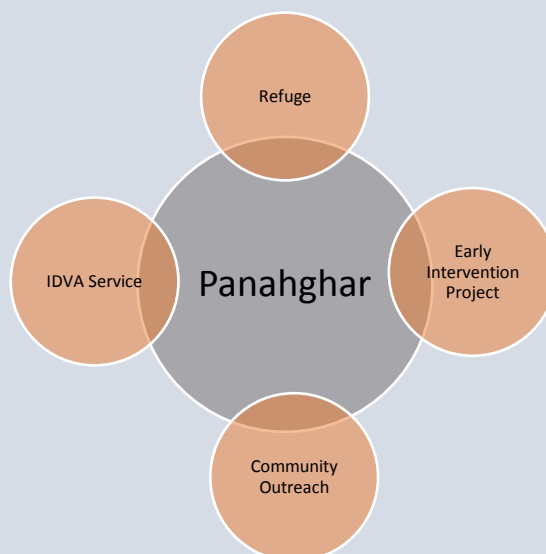
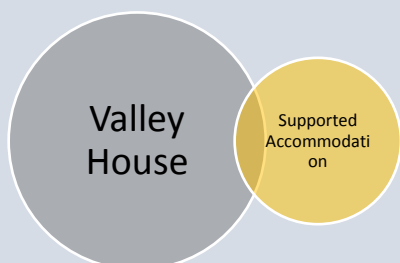
Refuge
18 units

Community Outreach
Standard and medium risk Support and training

Outreach and Aftercare
Group work and 1-2-1

Sanctuary Scheme
Target Hardening

IRIS Support
Advocate Educators
Training to GPs



OVERVIEW OF ENGAGEMENT



SUPPORT SERVICES

Working Well

- Provision of advocacy support
- Prevention advice

“When I was assigned a key worker, she appeared to listen (over the telephone) without judgement and she provided me with support.”

Survivor, 35-44

Area for Development

- Counselling and therapy

“The key workers are great at supporting my daughter’s mental health, 11 years ago she was diagnosed with BPD ... with their help she has stayed strong.”

Survivor, 55-64



PROTECTED CHARACTERISTICS

Area for Development

- Translators

Potential Knowledge Gap

- Faith Service
- Interpreters for hard of hearing
- Dedicated support for LGBTQ+



COMPLEX NEEDS

Working Well

- Drug and alcohol advice and support

“On an initial appointment with Coventry Haven, they identified that I could possibly be suffering from PTSD. I was then diagnosed by a doctor. Had this not been suggested to me, I wouldn't have had this diagnosis and no one over the years had identified this in me, yet when looking back at what was happening to me, it was completely obvious that that was behind the majority of my illness. I then was able to access the counselling services that have been absolutely imperative in my recovery.

Survivor, 35-44

Area for Development

- Mental health advice and support



COURT

Potential Knowledge Gap

- Support to attend court hearings
- Court Orders & Immigration law
- Advice on Legal Matters

“I wasn't advised as to the terms of the non-molestation. I was unable to contact anyone via phone or email and had to wait on paperwork arriving. The order was given for 6 months, not the 12 requested, as explained, there were danger dates where it's anticipated he will attempt contact.”

Survivor 35-44



HOUSING

Working Well

- Temporary/ refuge accommodation

“Coventry homelessness team did not seem to understand abuse and victim blame”

Survivor, 35-44



CYP

Working Well

- Info on impacts of DA on children

Potential Knowledge Gap

- Child advocacy

Area for Development

- Counselling
- Trauma support for children

“Support to children was unable to be offered at school. Family are no longer able to make the referral and can only come from social care if open to services.”

Survivor, 35-44



HEALTH

Working Well

- Advice / support on managing health issues
- Advice on local GP's and Dentists

“I had a support plan which included an area around my health, and I hadn't appreciated how much of my poor health was because of how I was living and being abused. I was registered straight away at the doctors and supported in being able to tell him what I was feeling about my concerns. I had been worrying about my sexual health and my worker helped me to book an appointment to get all of the tests I needed.”

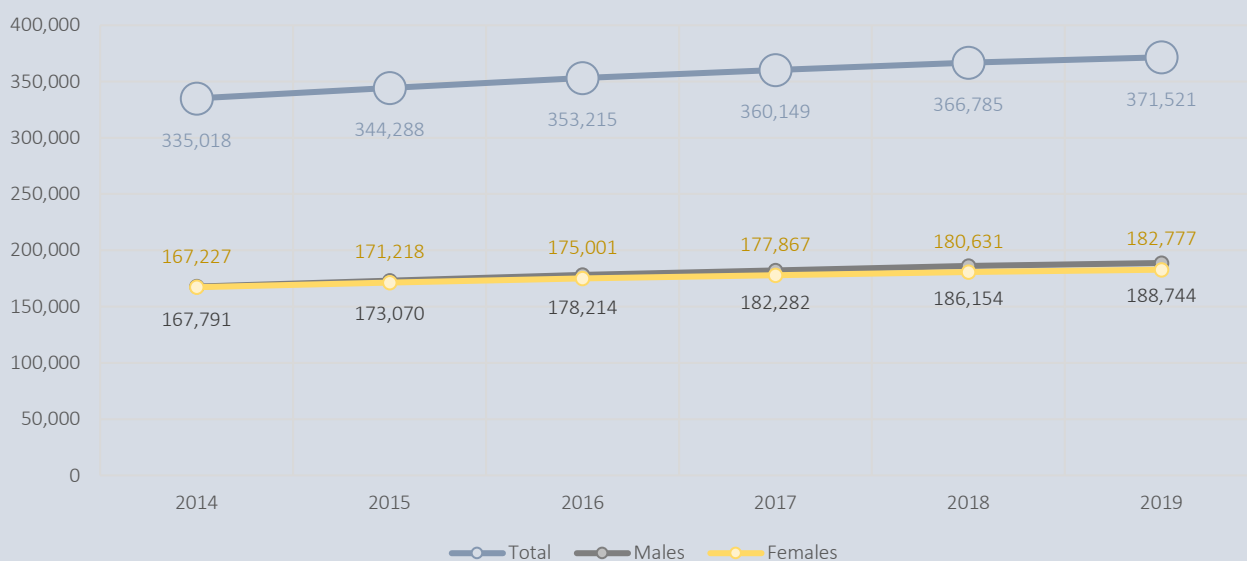
Survivor 25-34

DEMOGRAPHICS

KEY FINDINGS

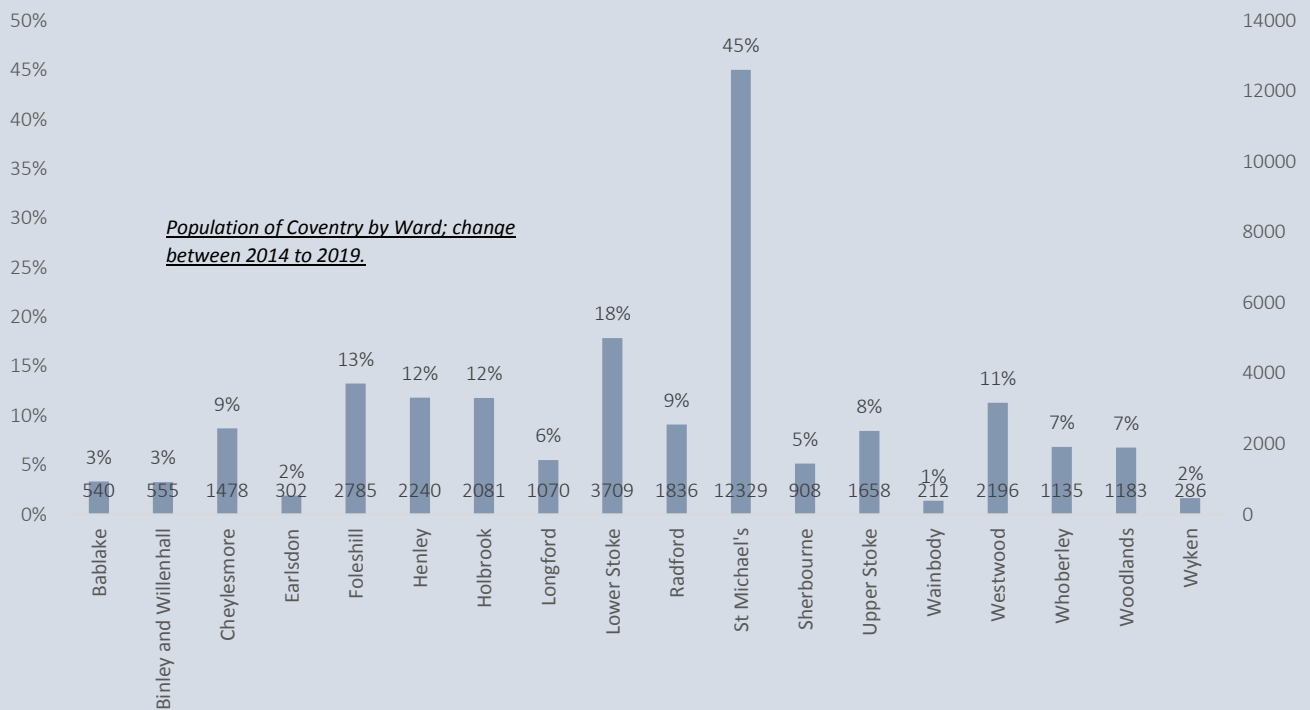
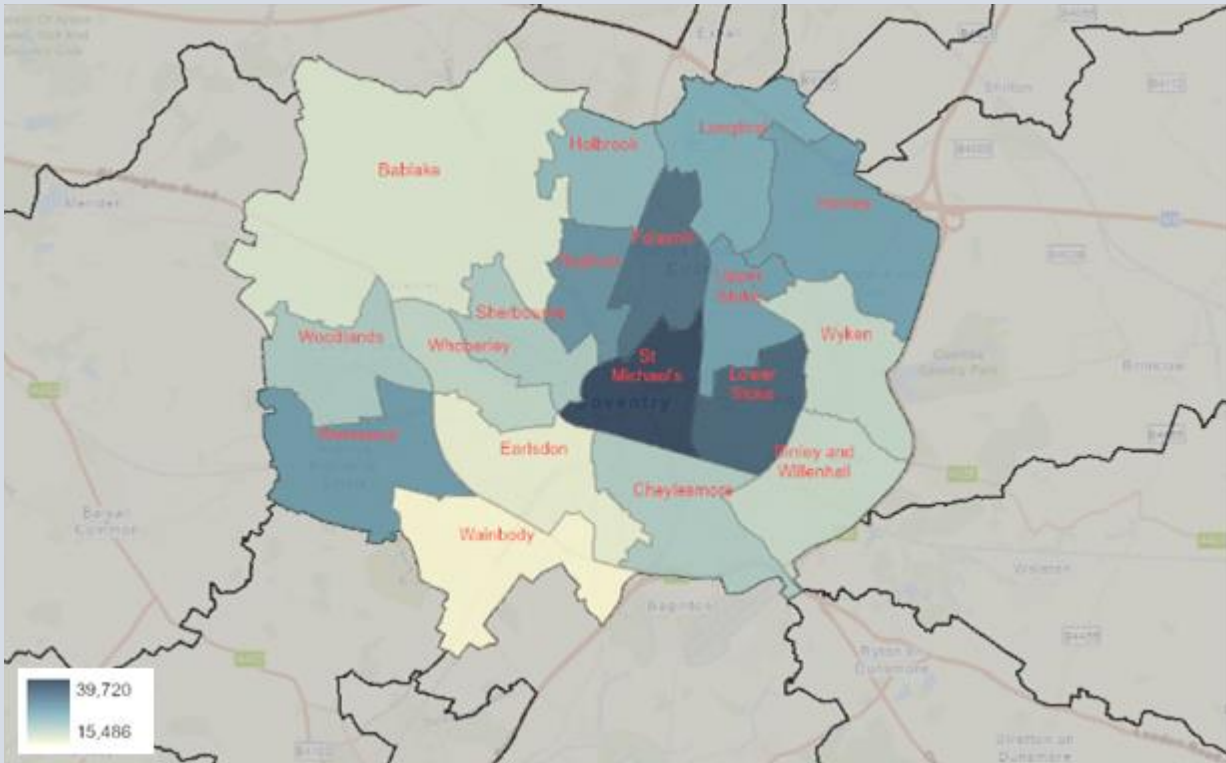
THE POPULATION HAS SEEN YEAR-ON-YEAR INCREASES

- The latest available ONS Mid-Year estimates provide a figure of 371,521 population for Coventry.
- Since 2014, the population has grown on average 7,300 per year; however recent years has seen slower growth. The increase is due to natural change and international migration.
- Based on population size, Coventry is the ninth largest city in England.
- The split between males and females is relatively even.



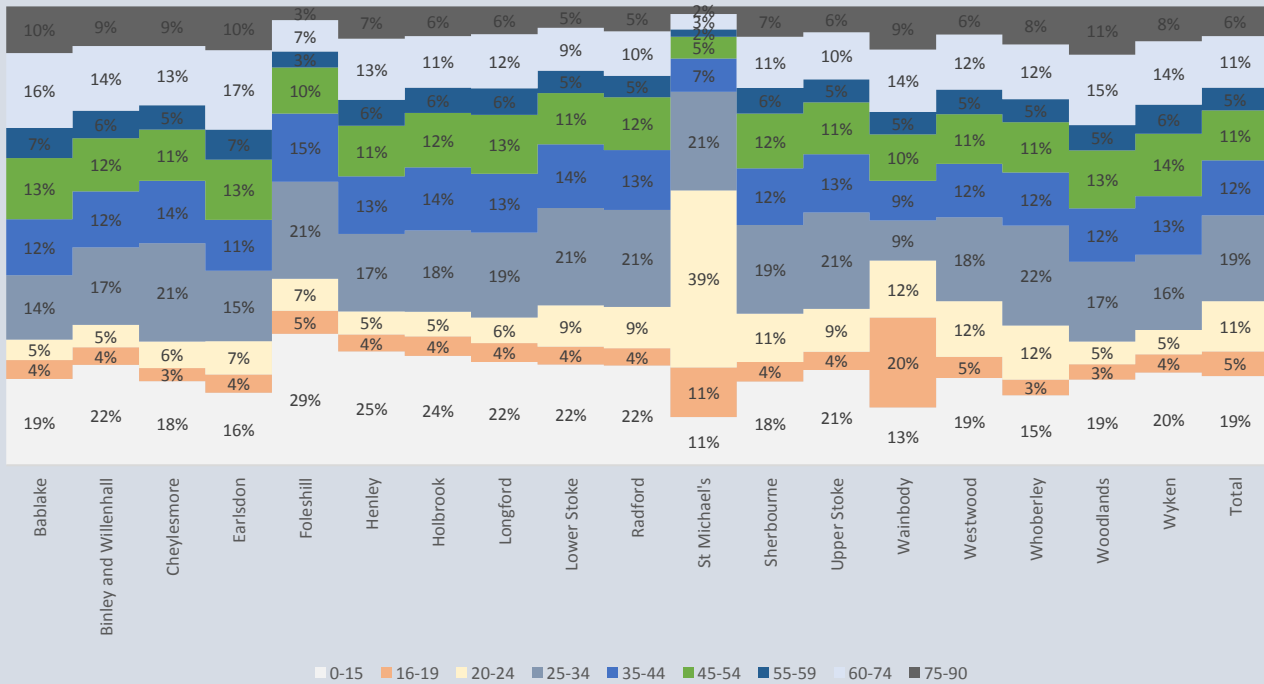
WARD ANALYSIS

- Coventry is made up of 18 wards.
- The population by ward ranges from 15,486 in Wainbody to 39,720 in St Michael's.
- The chart shows the change in population by ward since 2014 and highlights the significant growth in population in the St Michael's ward. St Michael's is home to the university and the population change reflects the increase in the student population.



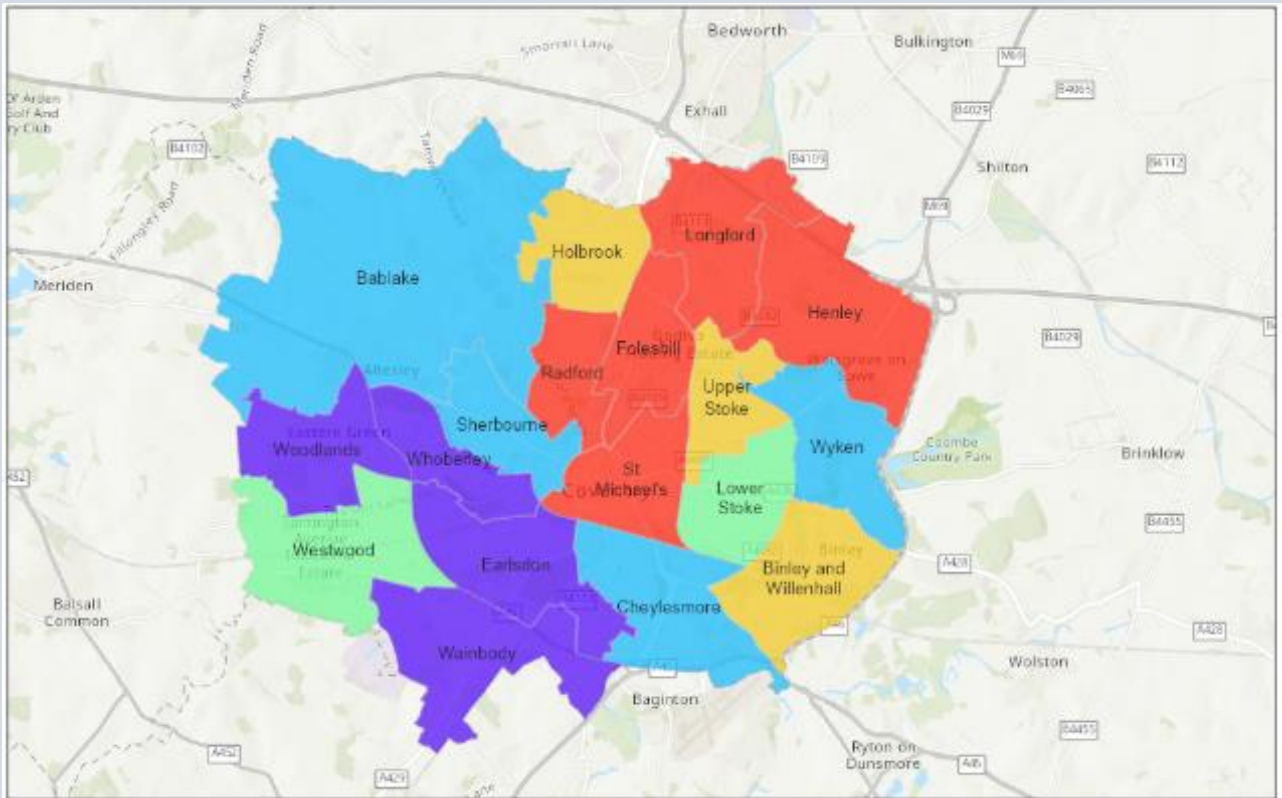
THERE ARE VARIANCES IN THE AGE STRUCTURE BETWEEN WARDS

- Below shows the population of Coventry by ward and by age bands. The age bands reflect those recorded in the Crime Survey of England and Wales (CSEW).



THERE IS SIGNIFICANT POLARISATION OF DEPRIVATION BETWEEN THE WARDS

- It is estimated that 19% of the neighbourhoods in Coventry are amongst the 10% most deprived in the Country.
- The following map shows the IMD decile by ward, where 1 is the most deprived (most deprived 10%) and 10 is the least. Note that the calculations are the average of the Lower Super Output Areas in the Ward as IMD is not produced at Ward level.
- Combining the IMD along with other factors such as age may help to understand prevalence. For example, Bablake Ward has a lower expected prevalence based on age, and in addition, low deprivation.



RECOMMENDATIONS

NO RECOMMENDATIONS

- No recommendations relating to demographics.

PREVALENCE

KEY FINDING

EXPECTED PREVALENCE - OVERVIEW

- Applying the domestic abuse prevalence by age from the CSEW gives a figure of 15,793 for Coventry. The actual number of crime incidents recorded was 9,280. The expected number is based only on age and does not take into account other factors such as ethnicity and deprivation.
- Below shows the expected prevalence and the actual number of DV incidents as a rate per 100,000 population.

EXPECTED NUMBER OF
DOMESTIC ABUSE
INCIDENTS
15,793

RECORDED NUMBER OF
DOMESTIC ABUSE
INCIDENTS
9,280

UNIQUE NUMBER OF
VICTIMS
5,579

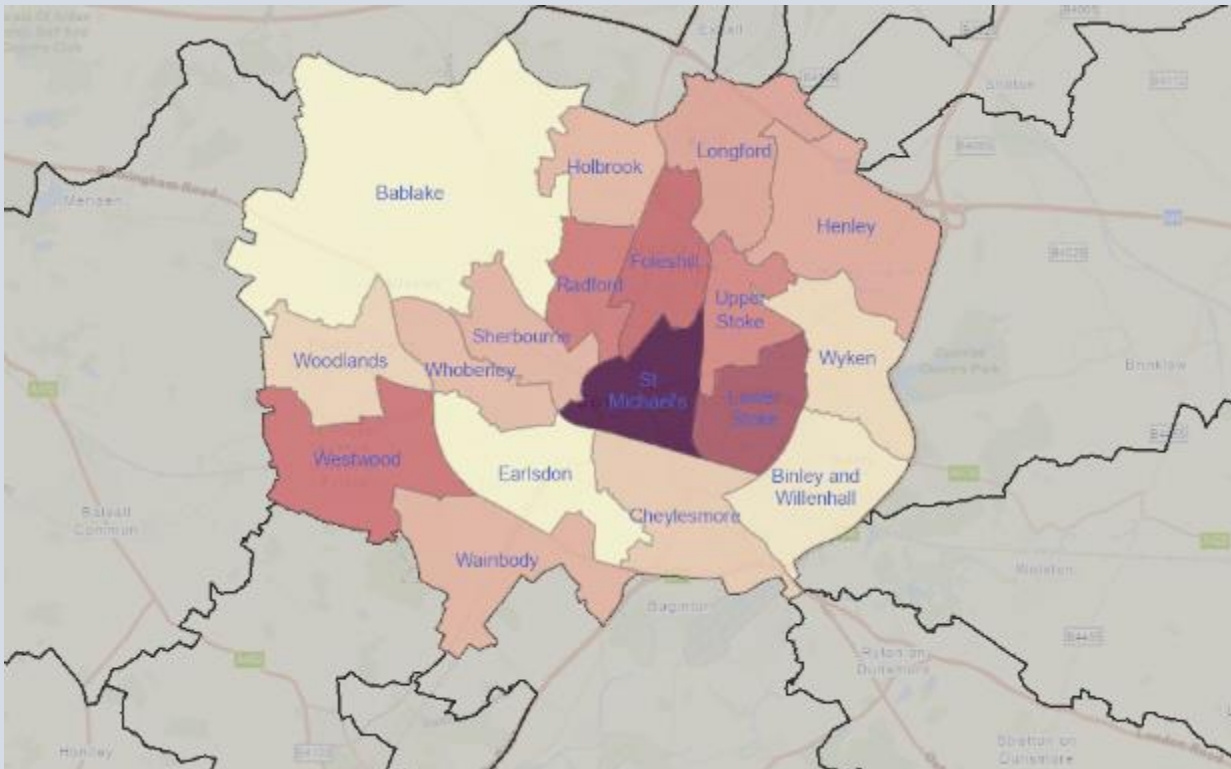
EXPECTED PREVALENCE – BY AGE

- The following table shows the expected and actual prevalence of domestic abuse by age group.
- The expected prevalence is taken from the Crime Survey of England & Wales (CSEW) with the actual prevalence taken from police data and covers all domestic abuse flagged incidents.

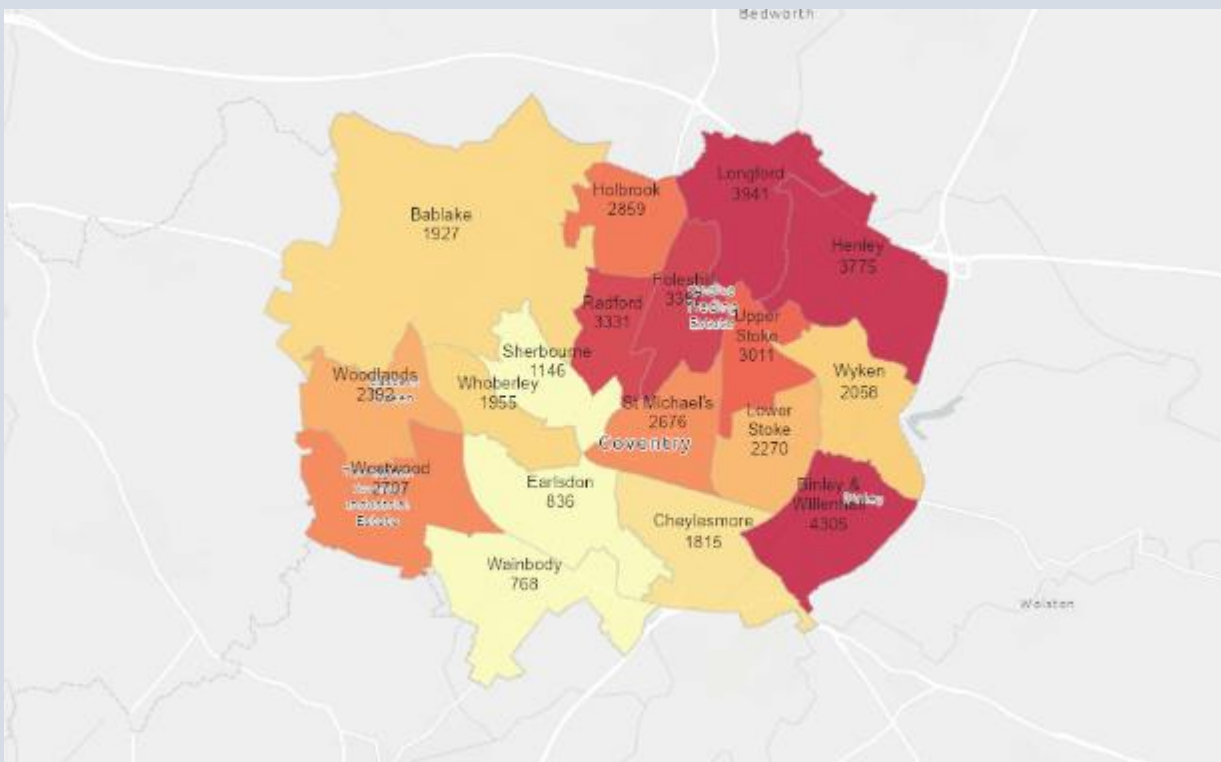
| Prevalence of domestic abuse in the last year among adults aged 16 to 74 – Any Domestic Abuse | Men | | Women | | All | |
|---|----------|--------|----------|--------|----------|--------|
| | Expected | Actual | Expected | Actual | Expected | Actual |
| Under 16 | - | 0.0 | - | 0.1 | - | 0.0 |
| 16-19 | 5.3 | 1.0 | 14.0 | 3.1 | 9.5 | 2.0 |
| 20-24 | 4.9 | 0.7 | 10.0 | 3.2 | 7.4 | 1.9 |
| 25-34 | 4.2 | 1.1 | 7.7 | 4.0 | 5.9 | 2.5 |
| 35-44 | 4.2 | 1.4 | 6.9 | 4.5 | 5.6 | 2.9 |
| 45-54 | 3.7 | 1.2 | 7.7 | 2.6 | 5.7 | 1.9 |
| 55-59 | 2.5 | 0.8 | 6.5 | 1.7 | 4.6 | 1.2 |
| 60-74 | 1.9 | 0.5 | 4.4 | 1.0 | 3.2 | 0.7 |
| 75+ | - | 0.3 | - | 0.4 | - | 0.4 |
| ALL ADULTS | 3.6 | 0.7 | 7.3 | 2.3 | 5.5 | 1.5 |

EXPECTED PREVALENCE – BY WARD

- Below shows the expected prevalence of DV incidents as a rate per 100,000 population.



- Total DV incidents in 2020; rate per 100,000 population.



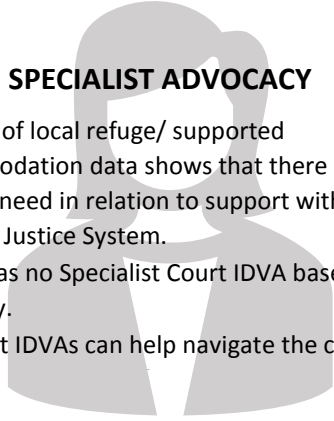
CIVIL & CRIMINAL JUSTICE SYSTEM



KEY FINDINGS

SPECIALIST ADVOCACY

- Analysis of local refuge/ supported accommodation data shows that there is a support need in relation to support within the Criminal Justice System.
- There was no Specialist Court IDVA based in Coventry.
- Specialist IDVAs can help navigate the court

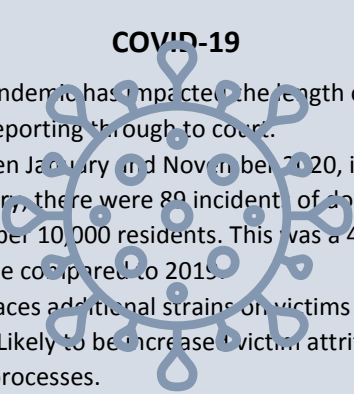


SAFE LIVES REPORT

- The Safe Lives Report '*Understanding court support for victims of domestic abuse*' makes a number of recommendations in relation to court processes:
 - Need for urgent action on court backlogs and increased long-term investment.
 - Recognising the role of IDVAs as an integral part of court systems.
 - Realising 'trauma-informed' courts and cultural change training for all professionals.

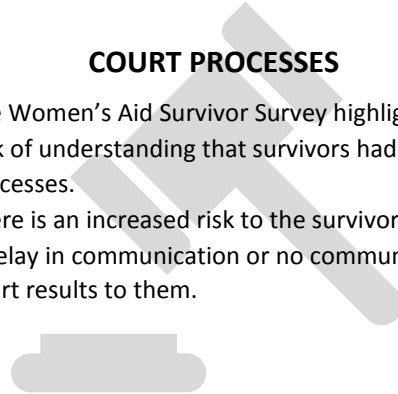
COVID-19

- The pandemic has impacted the length of cases from reporting through to court.
- Between January and November 2020, in Coventry, there were 89 incidents of domestic abuse per 10,000 residents. This was a 45% increase compared to 2019.
- This places additional strains on victims – "life on hold". Likely to be increase victim attrition from court processes.



COURT PROCESSES

- The Women's Aid Survivor Survey highlighted the lack of understanding that survivors had of court processes.
- There is an increased risk to the survivor if there is a delay in communication or no communication of court results to them.



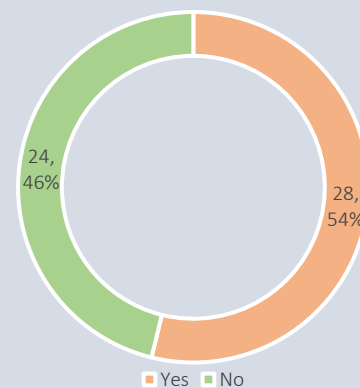
CAFCASS

- Feedback from practitioners show that there are sometimes gaps in the monitoring of CAFCASS decisions.

RECOMMENDATIONS

KEY FINDING 1 – COURT IDVA

- Analysis of local refuge data shows that there is a support need in relation to support with the Criminal and Civil Justice System (C & CJS).
- The Women’s Aid Survivor Survey highlighted the lack of understanding that survivors had of court processes and the complexity and risks for survivors and their children while engaging with the C & CJS.



The chart shows the proportion of residents in Valley House in 2020 who required support with legal issues.

“I wasn’t advised as to the terms of the non-molestation [order]. I was unable to contact anyone via phone or email and had to wait on paperwork arriving.”

“The order was given for 6 months, not the 12 requested, as explained, there were danger dates where it’s anticipated he will attempt contact. And after his ex-wife had the same order previously (for 12 months due to physical abuse)”

Survivor, 35-44

IMPACT

- There is an escalation in risk, fear, and uncertainty through engagement with the C & CJS which requires specialist advice, support and risk reduction interventions, including coordinated multiagency working.
- Interventions and advice will vary depending on context, needs and risk factors. There is a possibility that perpetrators will use C & CJS and credible professionals to perpetuate abuse^[1].

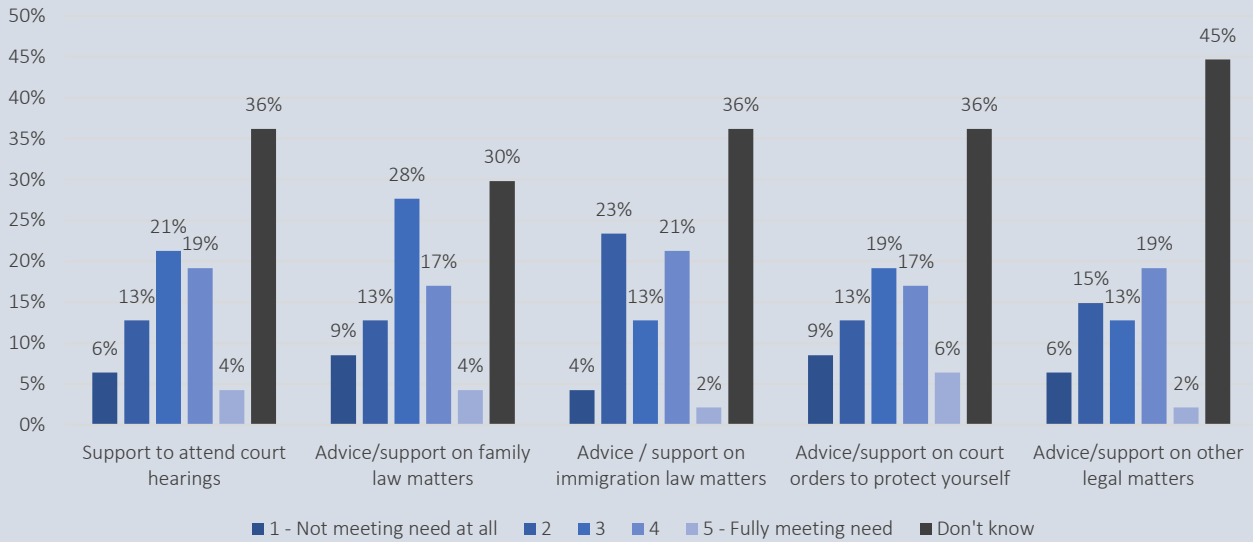
RECOMMENDATION

- Explore the possibility of specialist Court IDVAs and identify the logistical or systemic barriers that heighten risk and safety consequences for engagement with C & CJS.
- Map out the access points for specialist support & legal advice for help-seeking survivors and their children.

KEY FINDING 2 – KNOWLEDGE GAP

- The Coventry practitioners survey highlighted that there was a knowledge gap amongst practitioners relating to the Criminal Justice Service response and available specialist support.

Support in Relation to Criminal Justice - Staff



“I don't have a good enough understanding of what is happening in these areas to fully comment.”

Childrens’ Service Practitioner

“We need more awareness of this service for all professionals”

Substance Misuse Practitioner

IMPACT

- Staff are less likely to proactively enable disclosures, make timely or appropriate referrals, recognise the need for coordinated working or early intervention due to their knowledge gap.
- Individuals and families in crisis are more likely to be identified but risks and safety planning in relation to C & CJS may be limited.

RECOMMENDATION

- Ongoing Multi Agency Training to teams and lead professionals on the nature and impact of domestic abuse, and appropriate safe interventions.
- Explore ways of embedding domestic abuse awareness into strategic leadership, organisational development and core business across Multi Agency practice.

KEY FINDING 3 – CHILDREN AND FAMILY COURTS

- Feedback from practitioners show that there are on occasions, gaps in the monitoring of Children and Family Court Advisory and Support Service (CAFCASS) decisions. This relates to CAFCASS decisions stating that there should be no child contact with a perpetrator.

“Where is the monitoring and guidance given by the courts and social care? In this case, dad is getting access to his children even though CAFCASS recommended there should be no contact. Dad obtained contact via solicitor and the civil courts.”

Specialist Accommodation Practitioner



IMPACT

- Gaps in monitoring will enhance and escalate risks to children and the non-abusing parent. These risks are amplified when there are multiple abusers and the survivor, and their children are being coercively controlled.



RECOMMENDATION

- Risk management training to professionals supporting families engaging with C & CJS with clear referral routes to specialist services and the need for coordinated case management to support safe interventions.

POLICE

KEY FINDINGS

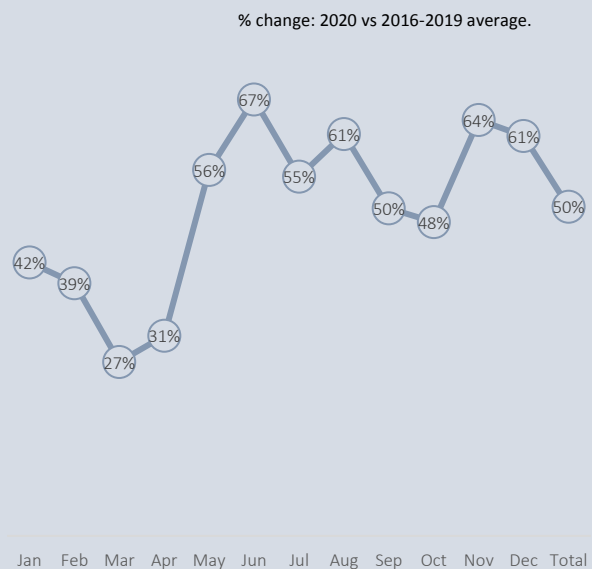
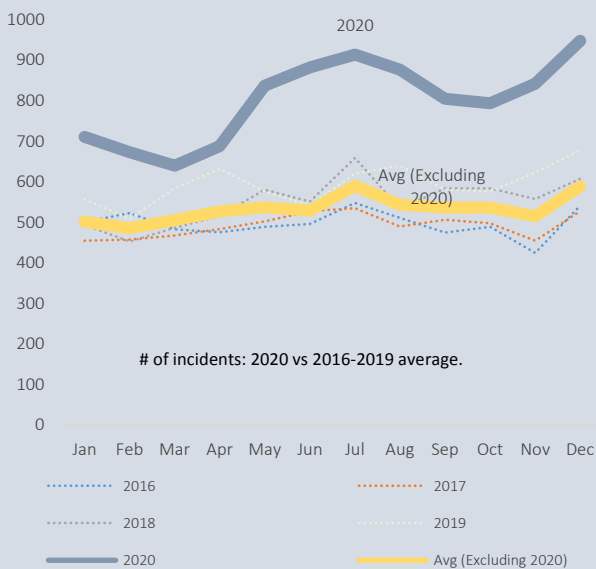


-- TECHNICAL NOTES --

- The analysis is based on raw data provided by the Partnership Intelligence Liaison Team.
- The chapter is based on the initial analysis, and further refinement is recommended. For example, offence types are filtered out to include selected incident types.
- The analysis below uses all incident types which includes non-crimes such as “MARAC DA REFERRAL- NON-CRIME” and “DOMESTIC VIOLENCE DISCLOSURE REQUEST (CLARE'S LAW) - NON CRIME”.
- Further analysis has been undertaken removing CUC Expansion “Non-Crime”. This is in the full document.

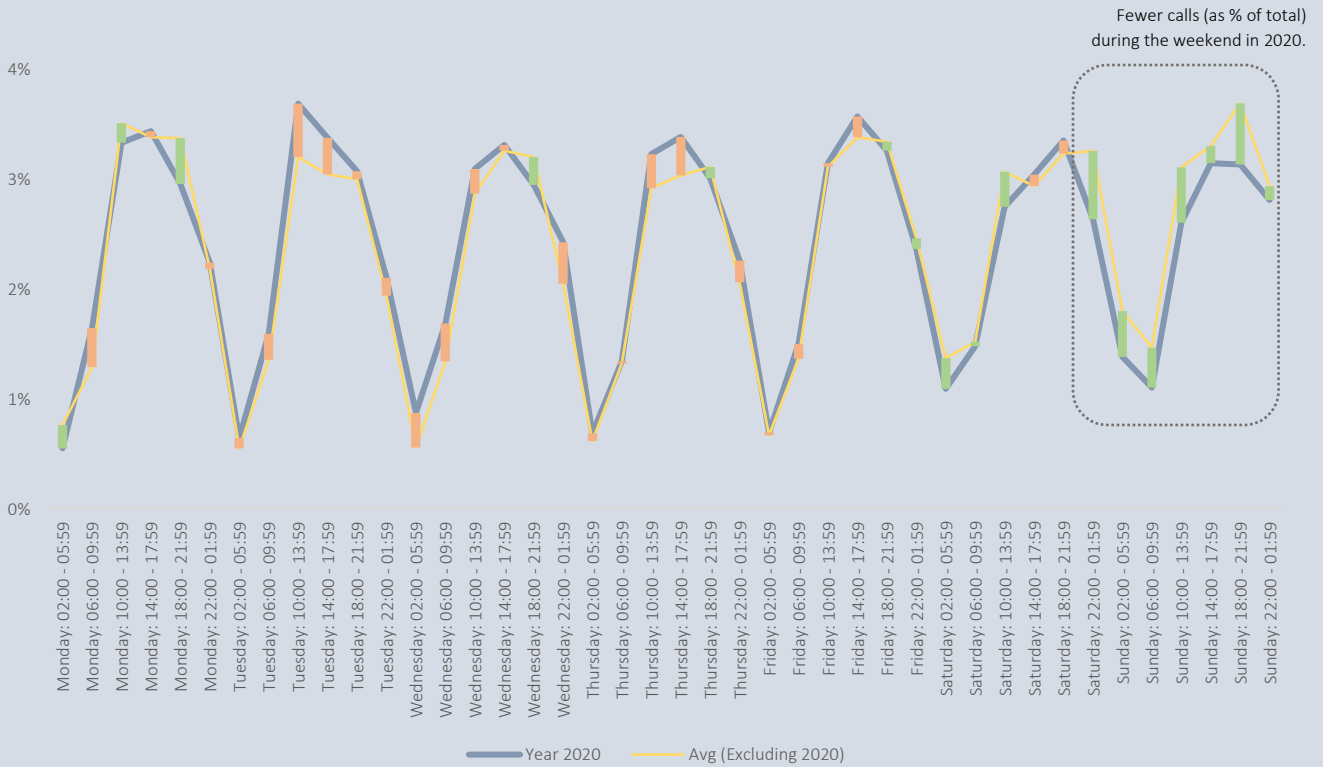
NUMBER OF REPORTS

- There was a total of 9,280 domestic abuse incidents reported to the Police during 2020. This is a 33% increase on the previous highest number over the analysed period which was 7,000 during 2019.
- The average number between 2016 to 2019 was 6,326. The numbers in 2020 represents a 47% increase.
- The analysis by month shows that it was from May onwards which saw the highest increase on the average.



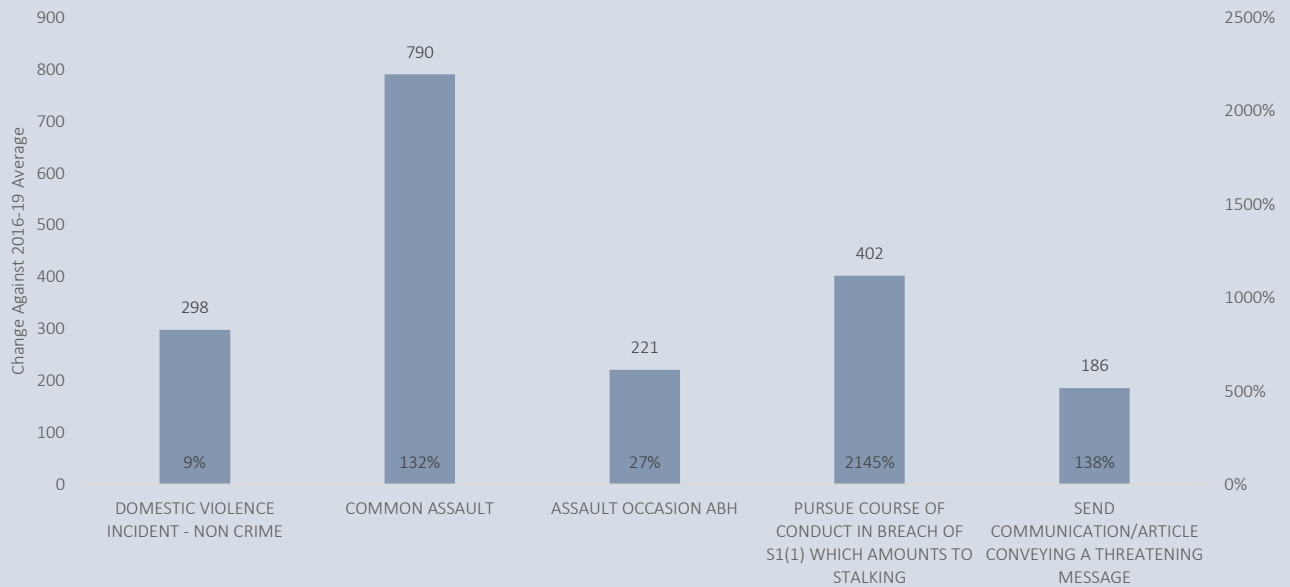
TEMPORAL ANALYSIS

- The following chart shows the distribution of calls to the Police (not necessarily incident time) by day and time. The chart shows 2020 compared against the 2016-19 average.
- The red and green line shows the variance of the 2020 distribution away from the 2016-19 average.
- The 2016-19 average shows more calls during the evenings of the weekend; however, the 2020 data shows more of an even distribution. This is linked to the impact of lockdown.



CERTAIN OFFENCE TYPES REPORT HIGHER INCREASES THAN OTHERS [INCLUDING NON CRIME]

- “Domestic Violence Incident - Non-Crime” accounted for 37% of the calls in 2020, and has seen increases on 2019 (18%) and the 2016-19 average (9%).
- In terms of actual increases in incident type, common assault saw an increase of 790 to 1,390 in 2020 in comparison to the 2016-19 average. This represents an increase of 132%.
- “Pursue Course of Conduct In Breach Of S1(1) Which Amounts To Stalking” saw an annual average of 19 incidents a month during 2016-19. There were 421 in 2020 equating to a 2145% increase. The % change in recorded stalking is due to changes in the recording guidelines in 2020.



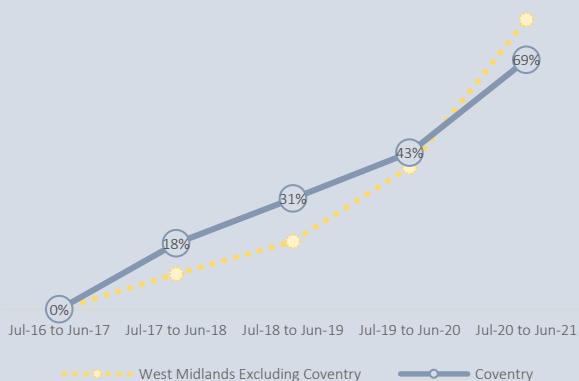
| Offence | 2016 | 2017 | 2018 | 2019 | 2020 | Avg (2016-19) | Change Against 2019: # | Change Against 2019: % | Change Against Avg (2016-19): # | Change Against Avg (2016-19): % | 2020 % of Total |
|---|------|------|------|------|------|---------------|------------------------|------------------------|---------------------------------|---------------------------------|-----------------|
| DOMESTIC VIOLENCE INCIDENT - NON-CRIME | 3486 | 3374 | 3265 | 3032 | 3587 | 3289 | 555 | 18% | 298 | 9% | 37% |
| COMMON ASSAULT | 444 | 451 | 625 | 881 | 1390 | 600 | 509 | 58% | 790 | 132% | 14% |
| ASSAULT OCCASION ABH | 748 | 724 | 854 | 943 | 1038 | 817 | 95 | 10% | 221 | 27% | 11% |
| PURSUE COURSE OF CONDUCT IN BREACH OF S1(1) WHICH AMOUNTS TO STALKING | 4 | 17 | 23 | 31 | 421 | 19 | 390 | 1258% | 402 | 2145% | 4% |
| SEND COMMUNICATION/ARTICLE CONVEYING A THREATENING MESSAGE | 93 | 100 | 151 | 194 | 320 | 135 | 126 | 65% | 186 | 138% | 3% |

MARAC

KEY FINDINGS

REFERRAL NUMBERS

- The 613 referrals in the 12 months to June 2021 is the highest in any 12-month period.
- There has been a 69% increase over the past 5 years. This is similar to the West Midlands.



SAFELIVES ESTIMATE

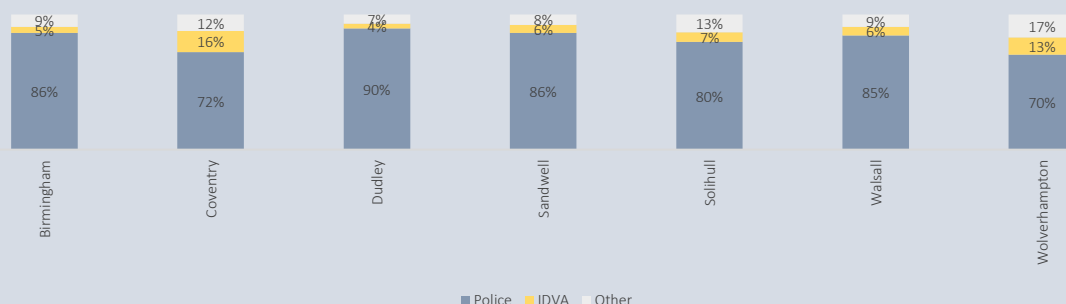
- The Safelives estimates 576 cases in Coventry. The actual number was slightly higher at 613.
- The 613 rate is lower than 4 out of the 6 other local authorities in West Midlands.

REPEAT CASES

- 45% of the referrals in the 12 months to June 2021 is slightly higher than the previous 2 years.
- The 45% rate is similar to the majority of the other local authorities in West Midlands.

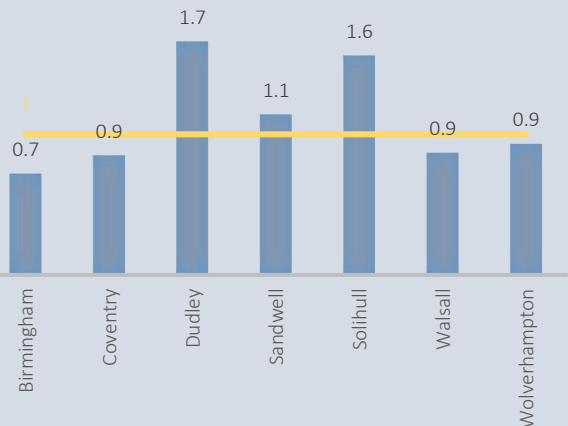
REFERRAL SOURCES

- Referrals from the police has historically accounted for a high percentage of the total.
- The last few years has seen a decrease in the percentage of police referrals and increase in IDVA and partnership referrals.
- Partnership referrals include mental health, health services, and other.
- In comparison to the other local authorities in West Midlands, as a rate of the total, Coventry shows high rates of referrals from IDVA and from other sources who are not the Police.



BLACK, ASIAN AND MINORITY ETHNIC

- The percentage of MARAC referrals including a Black, Asian and Minority Ethnic victim / perpetrator has been between 22-28% of the total over the last 3 years.
- Using the 2011 census as a comparator, the chart shows a proportionate figure of MARAC referrals against this. For example, 26% of the population in the 2011 census were Black, Asian and Minority Ethnic, with 22% of MARAC referrals recorded with Black, Asian and Minority Ethnic victim perpetrator resulting a calculation of 0.9. With other factors being equal, this rate suggests that roughly a representative number of Black, Asian and Minority Ethnic referrals are being received.



- It is possible that the Black, Asian and Minority Ethnic population of Coventry has increased since the 2011 census. This information will have to be revisited once the latest census data is released.

CHILDREN

- For the 12 months to June 2021, there were 661 children were associated with the cases discussed.
- This equates to an average of 1.1 children per case discussed. This is similar to the previous year and to the other local authorities in Coventry.

LGBT

- The number of cases for LGBT relationships has never exceeded more than 5 in any 12-month period. This is less than 1% of the total cases. This rate is similar to West Midlands.

DISABILITY

- The percentage of MARAC referrals with a disability identified has increased from 0% for the 12 months to June 2017 to 4% for the 12 months to June 2021. This equates to 23 referrals for the 12 months to June 2021.
- Across the West Midlands, the rate ranges from 2% in Birmingham and in Sandwell to 6% in Solihull.

MALE VICTIMS

- There has been a decrease in the number and rate of male victims, from 3% (14) for the 12 months to June 2019 to 1% (6) for the 12 months to June 2021.
- The 1% rate is one of the lowest across the West Midlands area.

VICTIMS AGED 16-17

- Excluding the 12 months to June 2017, the number of victims aged 16-17 is on average below 10 a year. This equates to less than 1% of the total referrals. This is comparable to the West Midlands average.

THE NUMBER OF MARAC IDVAS (3), IS LOWER THAN THE SAFELIVES ESTIMATE

- Safe Lives recommends that IDVAs cover no more than 100 cases per year which means around 5.77 full time equivalent (FTE) IDVAs are needed to cope with the number of cases heard at MARAC in Coventry.
- In Coventry there are 7 FTEs with a proposed 3 extra currently in process. Of these IDVAs, only 3 are MARAC IDVAs, the other IDVAs have different responsibilities.

RECOMMENDATIONS

NO RECOMMENDATIONS

- No recommendations relating to MARAC.

PERPETRATORS

KEY FINDINGS

| PROGRAMME | DOMESTIC VIOLENCE PERPETRATOR PROGRAMME | BUILDING BETTER RELATIONSHIPS | DRIVE PROGRAMME | CHOOSE 2 CHANGE PROGRAMME |
|------------------------|---|-------------------------------|--------------------|---------------------------|
| PERPETRATOR RISK LEVEL | MODERATE AND STANDARD RISK | MEDIUM TO HIGH RISK | HIGH RISK | LOW TO MEDIUM RISK |
| TYPE | NON-COURT MANDATED | COURT MANDATED | NON-COURT MANDATED | NON-COURT MANDATED |
| AVAILABLE IN COVENTRY | ✗ | ✓ | ✗ | ✓ |

AVAILABLE COURSES

- The following perpetrator programmes are available in Coventry:
 - Choose2Change Programme (Relate)
 - Local authority commissioned.
 - Primary reason for the programme is victim and child safety.
 - Building Better Relationships Programme (Probation)
 - Court mandated programme
 - CAFCASS (My Time Richmond Fellowship)
 - A service commissioned by CAFCASS, for court ordered and directed Domestic Abuse Perpetrator Programmes. Referrals are accepted exclusively from CAFCASS Family Court Advisors.

DOMESTIC VIOLENCE PERPETRATOR PROGRAMME

- Previously, the domestic violence perpetrator programme was offered to residents of Coventry.
- The programme was not delivered within Coventry, which was a barrier to perpetrators attending.
- The course was aimed at medium to high-risk perpetrators (non-court mandated); there is now a gap in this area.
- The programme was commissioned by the PCC but has now ceased.

CARA AND ALCOHOL & DA INTERVENTION SCHEME

- The CARA (Cautions and Relationship Abuse) programme is run in Coventry. The programme consists of 2 workshops and is referred into via the police.
- Cranstoun run an alcohol related violence scheme that is not specifically aimed at perpetrators of domestic abuse.

REFERRALS

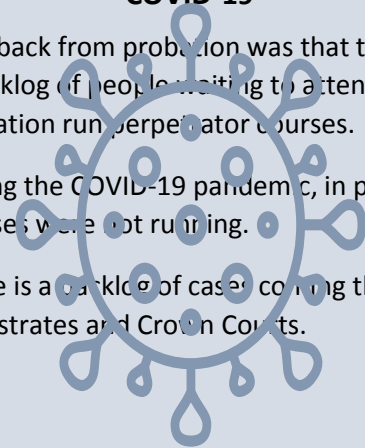
- There were high attrition rates in the Choose2Change Domestic Abuse Programme. The programme is in-depth but difficult for people to complete.
- In 2020, there were 69 referrals, of which 28 had a full assessment.
- The reasons for this include inappropriate referrals being made and perpetrators dropping out of the process before an assessment is completed.
- Feedback from practitioners was that it was hard to get people they were working with to engage in the non-court ordered perpetrator course.
- Most of the referrals to the Choose2Change programme came from Children Social Care.
- The Choose to Change programme is for perpetrators of intimate partner violence and does not relate to familial abuse.

EXPERIENCE OF SURVIVORS

- Practitioners working in the areas of early identification and prevention highlighted that the system seems to be more severe on the survivor compared to the perpetrator.
- There is a lot of pressure put on the survivor in terms of attending services and domestic abuse courses. Particularly in relation to child protection plans.

COVID-19

- Feedback from probation was that there was a backlog of people waiting to attend the probation run perpetrator courses.
- During the COVID-19 pandemic, in person courses were not running.
- There is a backlog of cases coming through Magistrates and Crown Courts.



RECOMMENDATIONS

KEY FINDING 4 – AVAILABILITY OF PERPETRATOR PROGRAMMES

- In Coventry, there is a local authority commissioned perpetrator programme; the Choose 2Change Programme has a preventative focus and is predominantly for perpetrators at a low to medium risk.
- The PCC commissioned Domestic Violence Perpetrator Programme is not run in Coventry.
- There are no non-court mandated perpetrator programmes for high-risk perpetrators in Coventry.



IMPACT

- There are a cohort of perpetrators who are not eligible for the Choose 2 Change programme who are not able to receive any interventions aimed at addressing their perpetrating behaviour.



RECOMMENDATION

- Gaps in the offering for high-risk perpetrators should be addressed.

KEY FINDING 5 – REFERRALS

- There were high attrition rates in the Choose2Change Domestic Abuse Programme. The programme is in-depth and challenging.
- In 2020, there were 69 referrals, of which 28 had a full assessment.
- Feedback from practitioners was that it was hard to get people they were working with to engage in non-court ordered perpetrator courses.

“Tackling the perpetrator and focussing on changing their behaviour should be given as much weight as supporting the victims or we will still be in the same position in 20 years’ time.”

Coventry City Council, Programme Manager



IMPACT

- A high proportion of perpetrators did not complete the programme and therefore have not appropriately addressed their behaviour.
- Those who could potentially benefit from interventions were not accessing services.
- Appropriate interventions are dependent on context, severity, and willingness to engage. Professionals working with perpetrators or referring perpetrators to services may need awareness training.



RECOMMENDATION

- Training regarding ‘what works’ when addressing perpetrator behaviour, including motivational interviews for practitioners who work directly with families^[2].
- Consider expanding the definition of intervention ‘success’ and for the use of women/partner reports in evaluation.

KEY FINDING 6 – GP AND IRIS PERPETRATOR PATHWAY

- Data from the IRIS programme indicated that on occasion, perpetrators did disclose abuse to their GP.



IMPACT

- More perpetrators could be offered help through the GP route.



RECOMMENDATION

- Perpetrator work already included in the IRIS training package are reinforced and promoted with GPs.

IRIS

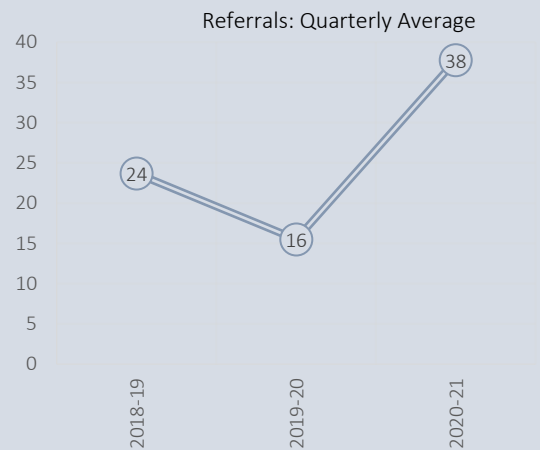
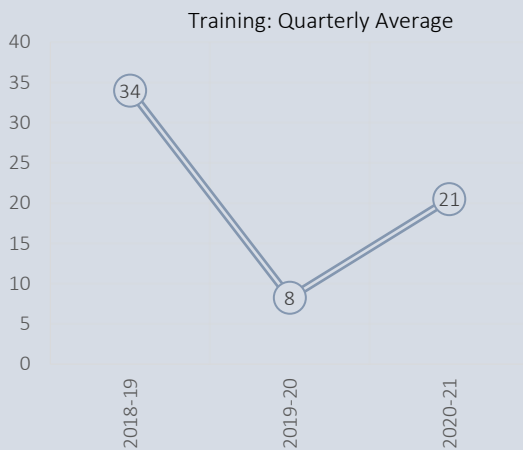
KEY FINDINGS

OVERVIEW

- ‘The IRIS programme started in Coventry in June 2018. Coventry and Warwickshire CCG directly commission Coventry Haven to deliver the programme.
- There are still 4 practices who have not signed up to the IRIS training.
- GPs refer both survivors and perpetrators to the IRIS programme.
- There are plans to further develop the IRIS programme to include dentistry, pharmacies, and sexual health services.

TRAINING AND REFERRALS

- There were relatively low number of training sessions and referrals in 2019-20.
- 2020-21 saw an increase in training sessions, and subsequently high number of referrals.



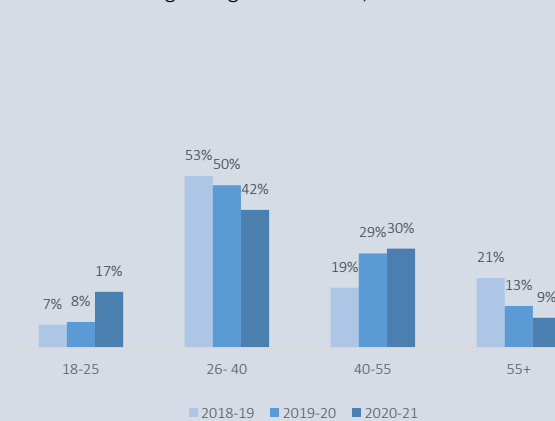
CORRELATION BETWEEN "SOCIAL CLASS" AND NUMBER OF REFERRALS

- The geographical analysis by "social class" and number of referrals shows a level of correlation.
- This however could be linked to the more deprived areas being targeted with more training sessions.

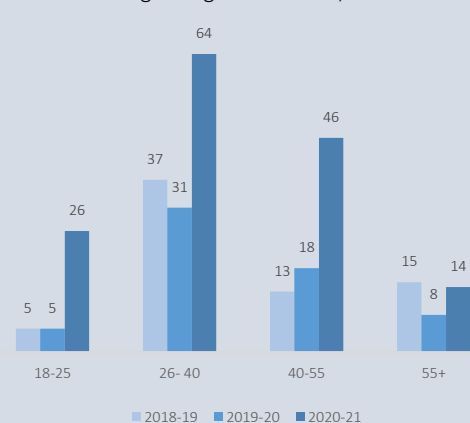
AGE

- There has been a change in age structure of those referred.
- The 55+ age group has seen a decrease as a percentage of the total.
- A high percentage are from the 26-40 age group; however, this rate has been decreasing.
- The 18-25 and 40-55 age groups both report increases.

Change in ages of referral; % of total.



Change in ages of referral; actual count.



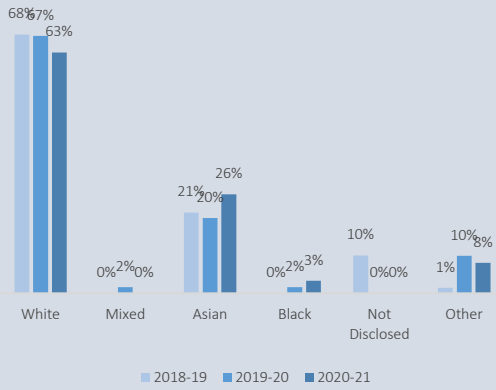
GENDER

- Females accounted for 93% of the referrals, with all except 1 recorded as victims.
- Males accounted for 7% of the referrals, with 5% recorded as victims, and 2% as perpetrators.
- 3 of the 6 males who disclosed as perpetrators did so in the analysed time period during Covid-19.

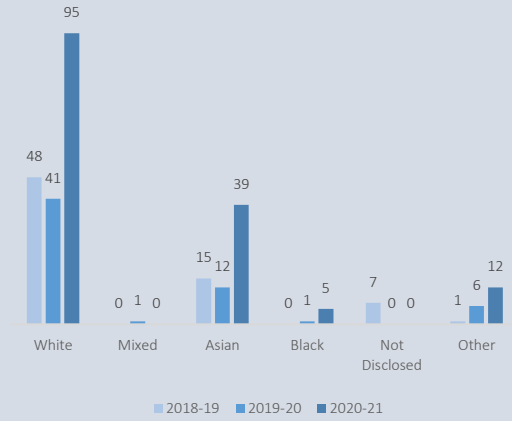
ETHNICITY

- The increase in the number of referrals has meant all ethnic groups show an increase, however certain groups report a higher increase.

Change in ethnicity of referrals; % of total.



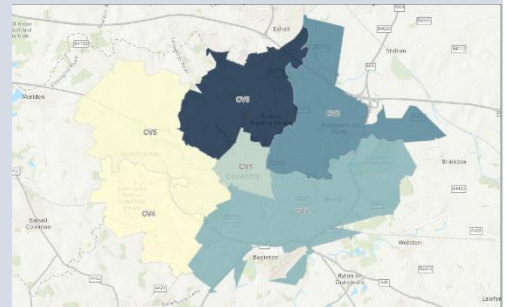
Change in ethnicity of referrals; actual count.



RECOMMENDATION

KEY FINDING 7 – IRIS TRAINING CORRELATION WITH REFERRALS

- In 2018-19 and 2019-20, the postcode areas of CV4 and CV5 both had little or no training, and low number of referrals. In 2020-21, CV4 still had no training and referrals remained low. CV5 saw an increase in training and an increase in referrals.
- The participation of GPs in training has a strong correlation with referrals.
- There are still 4 practices who have not signed up to the IRIS training. All postcodes (first part of postcode) in Coventry are covered by an IRIS trained GP and educator trainer.
- The data shows a high rate for the older population. Disclosure of domestic abuse at GP surgeries is a



IMPACT

- There may be unmet need in the areas with low referrals and Primary Care staff may require ongoing training and liaison with IRIS practitioners to maintain engagement.
- There may be unmet need in areas where practices have not signed up to IRIS.
- Health care settings provide key opportunities to enable disclosures and offer support to families affected by domestic abuse. The existence of health-based policies guiding professionals in the provision of appropriate support following disclosure of domestic violence is only effective if health professionals understand the dynamics of violent relationships.

RECOMMENDATION

- Training on the dynamics of domestic abuse to all health care professionals, including information about specialist services, outreach and community support as well as ongoing work with Primary Care through IRIS.
- Explore ways of better enabling access to information and disclosures within Primary Care settings, including for under-represented populations.
- Specific targeting of training to practices in the CV4 postcode area.
- Refresher training should be offered to ensure the IRIS programme is fully delivered and the issue is reinforced to primary care practitioners and mitigate the knowledge gap that occurs with staff

MATERNITY SERVICES

KEY FINDINGS

MATERNITY

- 'Routine enquiry' is embedded in the patient's maternity pathway.
- Women who disclose domestic abuse are directed to a perinatal mental health clinic.
- There are safeguarding midwives within the maternity service.

HEALTH

RECOMMENDATIONS

KEY FINDING 8 – BARRIERS TO REGISTERING FOR HEALTH SERVICES

- Practitioners in refuges fed back that registering domestic abuse survivors who have moved into the area with health services can present challenges.



IMPACT

- Survivors can be dissuaded from accessing some health interventions by repeat, non-confidential, administrative processes. (e.g. registering with a GP). There are significant implications for risk when vulnerable individuals and families are not enabled to engage with health care systems.



RECOMMENDATION

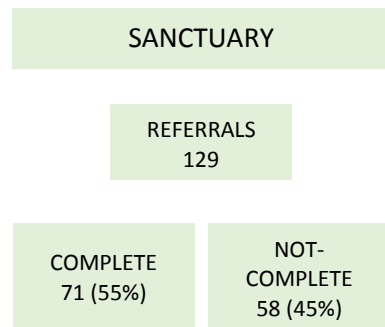
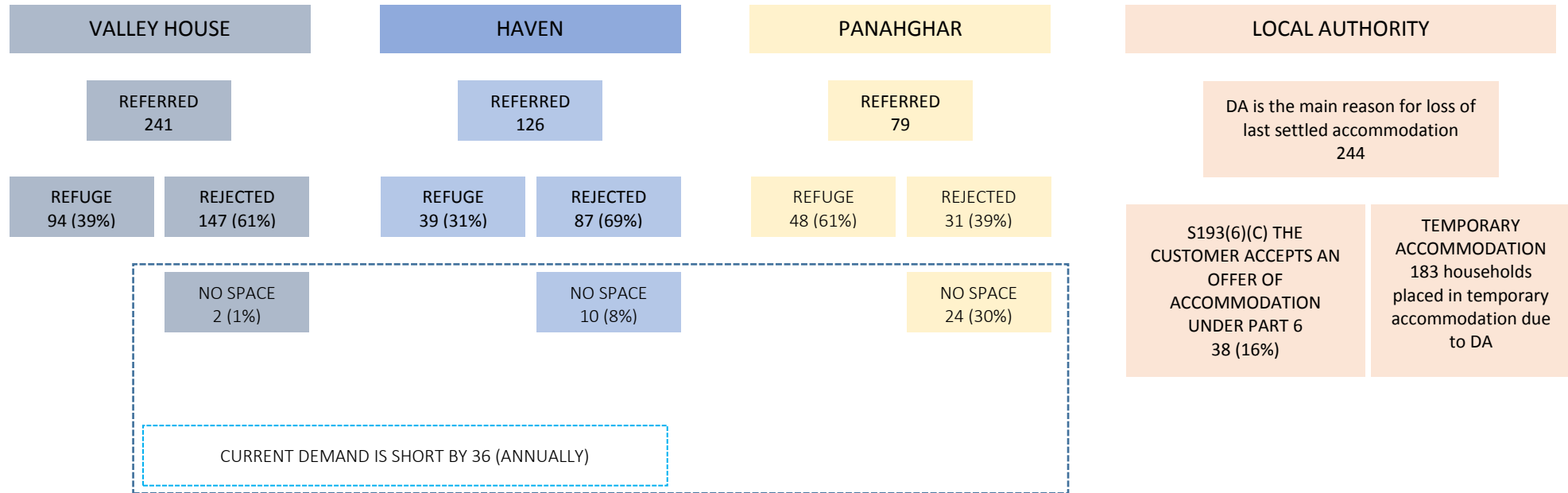
- Healthcare settings to assess how 'domestic abuse friendly' their registration systems are and make adjustments based on specialist advice such as IRIS practitioners.
- Explore ways of embedding domestic abuse awareness into strategic leadership, practice development, and core business within public facing health centres and practices.

SPECIALIST ACCOMMODATION

KEY FINDINGS

OVERVIEW OF GUIDANCE – SAFE ACCOMMODATION

- The Domestic Abuse Act places a duty on local authorities to assess the need for support and prepare strategies to provide support for victims who reside in relevant accommodation ('safe accommodation').
- The guidance describes a variety of different types of safe accommodation:
 - Refuge accommodation
 - Specialist safe accommodation
 - Dispersed accommodation
 - Safe self-contained accommodation
 - Safe self-contained 'semi-independent' accommodation
 - Sanctuary schemes
 - Move-on/ second stage accommodation.
 - Other forms of domestic abuse emergency accommodation
- Accommodation such as bed and breakfast accommodation are not considered relevant safe accommodation.



- In Haven 8% of referrals in 2020-21 were rejected due to capacity. COVID-19. The COVID-19 pandemic impacted this figure as Haven did not advertise spaces and instead kept them available for Coventry homeless. This rate was not reflective of the pre-pandemic rate.
- In Panahghar, the rate is higher at 30%.
- For Valley House, only 2 referrals were rejected due to no capacity. **The vast majority of not being placed was Service User declining, accounting for 75 (31%) of all the referrals.**
- This figure would have been impacted by Covid-19.
- The changes to demand as a result of the changes to the Domestic Abuse act is not fully understood.
- In 2020 21, 183 households were placed into temporary accommodation who presented as homeless due to domestic abuse.
- The guidance in relation to the Domestic Abuse Act indicates that bed and breakfast accommodation is not considered relevant safe accommodation.

- There are currently 54 commissioned refuge/ supported accommodation spaces and 35 non-commissioned spaces. An additional 20 units have also been brought on-line temporarily.
- The recommended number of refuge spaces for Coventry (using the Council of Europe formula) is 35 with the actual number commissioned exceeding this by 19 spaces.



OUT OF AREA

- Local authorities have a duty to house residents from outside of the local authority area.
- Of the 52 residents accessing the Valley House specialist accommodation in 2020-21, 33 (63%) were from outside of Coventry.
- 16 out of 29 Coventry Haven residents (55%) in April to June 2021 resided in Coventry. 5 out of 29 were from the West Midlands (3 from Birmingham).
- Information on where Coventry residents were placed when they moved out of borough was not collected.

REFUGES

- Because of their communal areas, refuges are not suitable for all.
- The communal nature of refuges offers a good opportunity for peer support and informal support to both adults and children.

KEY WORKERS

- Feedback from the engagement work in specialist accommodation highlighted the importance of the key worker role within the specialist accommodation.
- Key workers were key to getting residents engaged with local services, particularly health services.

SOCIAL HOUSING OFFER

- Local authorities make one offer of housing. Feedback was that this could impact those from Black, Asian and Minority Ethnic backgrounds who will reject offers in areas where there is a lack of cultural diversity.
- The role of keyworkers is crucial particularly for assisting minoritised and racialised women to 'relocate'.
- Large families are difficult to move on because there is limited 3–4-bedroom stock.
- Feedback from those in specialist accommodation was that the residents from outside of Coventry had to reside in the specialist accommodation for 6 months before they can bid for properties on the Coventry Housing Register.

PRIVATE RENTED ACCOMMODATION

- Service users being directed towards private housing require a guarantor, which refugee residents tend not to be able to provide.

COVID-19

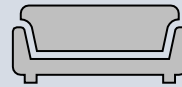
- Feedback from practitioners and residents in specialist accommodation was that COVID-19 caused a bottleneck in housing.
- This delayed residents moving on from the specialist accommodation.

HOUSING MANAGERS

- Housing practitioners, including those in Housing Associations hold a lot of information that is useful in relation to identifying domestic abuse. They are not always consulted regarding this information.
- Housing officers are not always consulted early in a survivor's journey (once domestic abuse has been identified by specialist services).

FURNISHING PROPERTIES

- Housing allowance does not cover the furnishing of properties. Currently, specialist domestic abuse providers use local contacts and privately sourced monies to support those who require furnishing/ white goods.



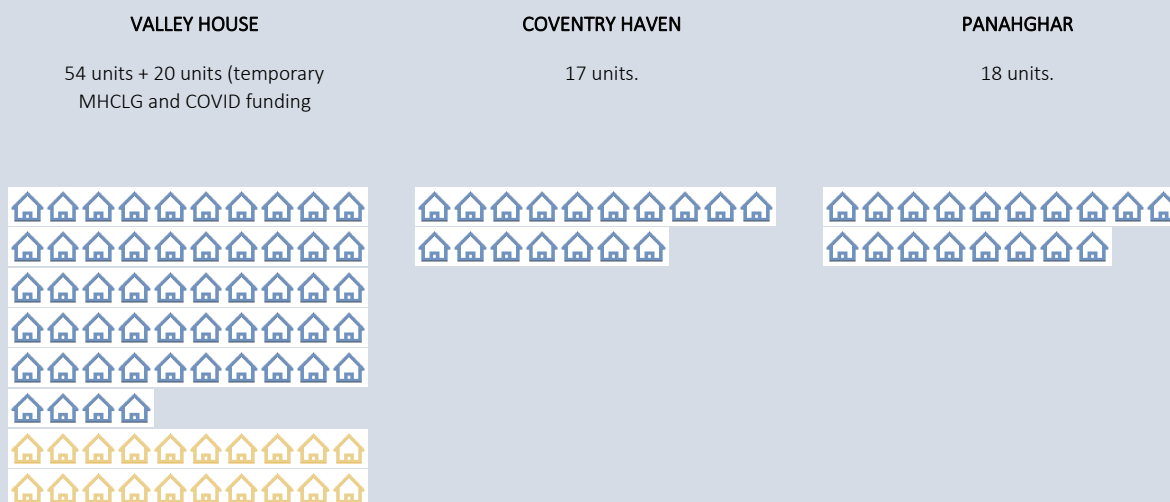
HOMEOWNERS

- Survivors who own their homes have different barriers to accessing specialist services.
- Research indicates that social status, eligibility criteria, and practitioner's assumptions were three barriers to 'affluent' women accessing services.

RECOMMENDATION

KEY FINDING 9 – SPECIALIST ACCOMMODATION UNITS

- There are currently 54 commissioned refuge/ supported accommodation spaces and 35 non-commissioned spaces. An additional 20 units have also been brought on-line temporarily.
- The recommended number of refuge spaces for Coventry (using the Council of Europe formula) is 35 with the actual number commissioned exceeding this by 19 spaces.
- There are an additional 35 refuge places in Coventry provided by Coventry Haven and Panahghar. These spaces are independently funded.
- Analysis of demand and supply indicates a shortfall in refuge spaces. In Haven 8% of referrals in 2020-21 were rejected due to capacity. In Panahghar, the rate is higher at 30%. For Valley House, only 2 referrals were rejected due to no capacity. The vast majority of not being placed was Service User declining, accounting for 75 (31%) of all the referrals.



IMPACT

- Technically, existing refuge/supported accommodation provision will meet the future demand as estimated by the CoE formula.
- Local services indicate they are unlikely to ever meet the demand for places. Delays in housing survivors fleeing and attempting to leave has a great impact on the escalation of risk. There are additional risks and challenges for minoritised, racialised and vulnerable populations.

RECOMMENDATION

- While there is enough refuge accommodation in place in Coventry to meet the requirements of the Council of Europe formula, commissioners should ensure that the wider service offering in terms of 'safe accommodation' (as described in the Domestic Abuse Act) for survivors of domestic abuse and their families is developed enough to meet need. (See Recommendation 7 and 8).

KEY FINDING 10 – TEMPORARY ACCOMMODATION FOR VICTIMS OF DOMESTIC ABUSE

- Data on the number of households in temporary accommodation was not available until April 2021.
- Between April 2021 and 11th August 2021, there were a total of 82 households placed in temporary accommodation due to domestic abuse.
- There were 156 children housed as part of these households.

82

Households were placed in TA due to domestic abuse between April 2021 and August 2021.

156

Children were part of these households.

- 48 of these households were still in temporary accommodation on the 11th August 2021.
- 32 households were placed in a hotel, of households who had been placed and who had left a hotel in the period from April 2021, the average length of stay was 9.3 days (min stay = 0 days, max stay = 55 days).
- In regard to the use of temporary accommodation, DA Act guidance in relation to the DA Act states that:
 - Accommodation such as Bed and Breakfast accommodation are not considered relevant safe accommodation, and are specifically excluded in the Regulations, so local authorities should not commission support within these types under this duty.
 - Commissioning authorities will need to ensure that duties covered under other Acts, such as temporary accommodation provided under Part 7 of the Housing Act 1996, continue to be met alongside this duty. It is possible for support under this (Part 4) duty to be provided in accommodation associated with another duty such as a Housing Act 1996 Part 7 duty, provided, such accommodation adheres to the description of relevant accommodation.
- The guidance describes the types of safe accommodation that should be used in housing those with a domestic abuse need. Temporary accommodation comes under the description of ‘Other forms of domestic abuse emergency accommodation’. That is:
 - A safe place with appropriate support. To give victims an opportunity to spend a temporary period of time to [consider and] make decisions in an environment which is self-contained and safe. This would include access to wrap around support and specialist support for victims with complex needs (including mental health needs and substance misuse). An example of ‘other’ forms of safe accommodation would be the ‘Whole Housing Approach’.

IMPACT

- Local authorities will have to change their use of temporary accommodation to ensure that they are in line with the Act.

RECOMMENDATION

- Commissioners ensure that there is enough community or ‘floating’ domestic abuse support to meet the needs of those with a domestic abuse need placed in temporary accommodation.
- The community or ‘floating support’ response should meet the requirements for specialist support for victims with complex needs as described in the guidance in relation to the DA Act.

KEY FINDING 11 – TARGET HARDENING

- There is a Target Hardening (Sanctuary) scheme run in Coventry. In January to March 2021, 27 properties were made safer under the scheme.



IMPACT

- Domestic abuse survivors were helped to stay in their own home.



RECOMMENDATION

- Consider expanding the scheme and ensure measurements of success include reduce risk and increased safety & support to those remaining in their own home.

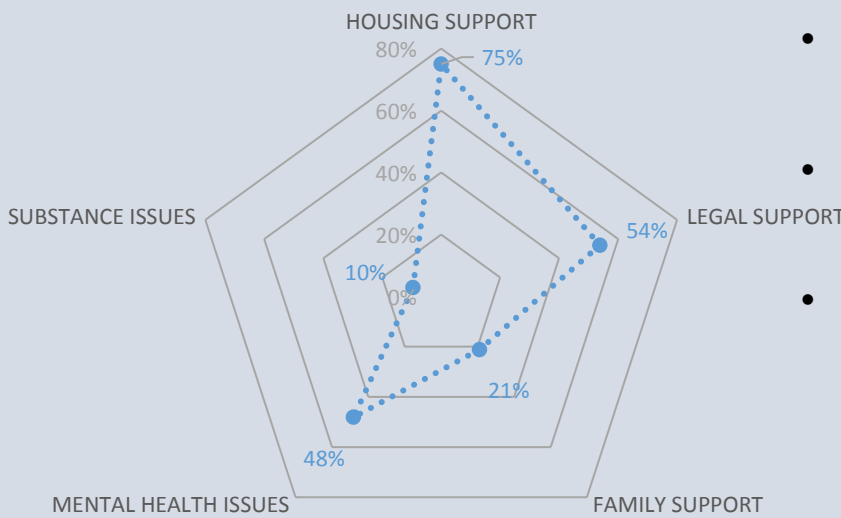
SUPPORT NEEDS IN SPECIALIST ACCOMMODATION

KEY FINDINGS

OVERVIEW OF DA ACT GUIDANCE – SAFE ACCOMMODATION SUPPORT

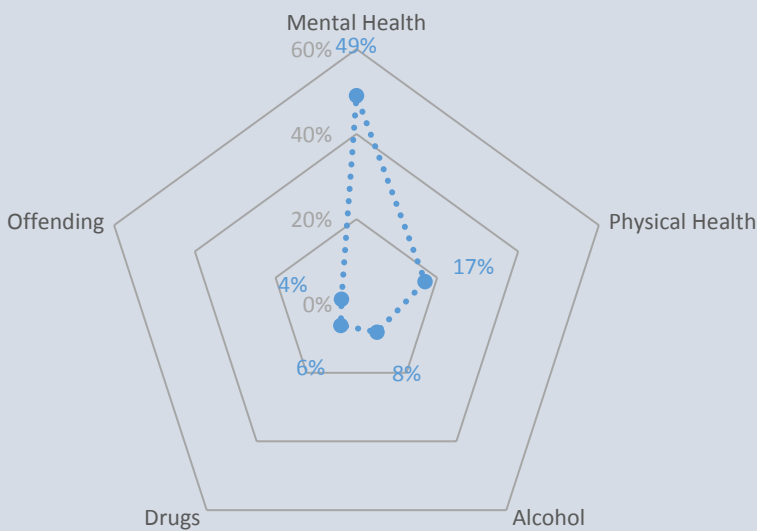
- [We recognize that] some support is directly provided within refuges and safe accommodation services, and that outreach support will be provided to victims in other types of relevant accommodation, including their homes in the case of a sanctuary scheme.
- The support should be delivered by knowledgeable and/or experienced specialist providers, charities, and other voluntary organisations whose purpose is to provide support to victims of domestic abuse.
- The guidance describes domestic abuse support as:
 - Accommodation support
 - Overall management of services within relevant accommodation
 - Support with the day-to-day running of the service
 - Advocacy support
 - Domestic abuse prevention advice
 - Specialist support for victims
 - Designed specifically for victims with relevant protected characteristics
 - Designed specifically for victims with additional and / or complex needs
 - Childrens' support
 - Housing-related support
 - Advice service.

VALLEY HOUSE RESIDENTS SUPPORT NEEDS



- The chart on the left shows the support needs of the residents in Valley House in 2020-21 (refuge only).
- The data is based on the practitioner’s assessment and self-disclosure from the survivor.
- It shows that 75% had housing support needs, 54% required legal support, 48% had mental health needs, 21% had family support needs, and 10% had substance misuse needs.

COVENTRY HAVEN RESIDENTS SUPPORT NEEDS



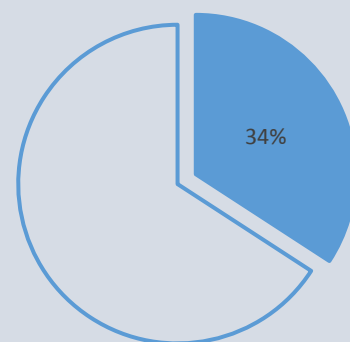
- The chart on the left shows the support needs of the residents in the Coventry Haven refuge in 2020-21.
- The information collected is different to that in Valley House so is not directly comparable.
- The data is based on the practitioner’s assessment and self-disclosure from the survivor.
- It shows that 49% of residents had mental health needs, 17% had physical health needs, 8% had alcohol needs, 4% had needs relating to offending, and 6% had needs relating to drugs.

RECOMMENDATIONS

KEY FINDING 12 – ANXIETY AND TRAUMA

- There is high prevalence of trauma and anxiety in survivors of domestic abuse, particularly at points of crisis such as in refuges. This need adds to the complexities of navigating through complex systems and processes such as the criminal justice system. Analysis of local refuge data aligns with national research regarding the support needs required within refuges.
- Feedback from practitioners and from residents was that it was hard to get trauma informed support while people were still in the refuge.

Data from Coventry Haven for 2019/20 shows that 34% of those passing through the refuge were identified as having a potential mental health need.



“I have been on medication for 3 1/2 years and been crying out for support for my mental health as I became suicidal. I have another initial assessment in July despite many efforts to access services.”

Survivor, 35-44

IMPACT

- The high prevalence of trauma and difficulties in getting appropriate support increases a range of risks including risk of harm to self, risk of returning to abusive partners, increased use of substances, and risks to children.

RECOMMENDATION

- Strengthen key worker confidence and skills in delivering trauma-informed practical and emotional support.
- Explore models of practice that enable refuges to become psychologically informed environments. (See Solace P.I.E. evaluation and PATH model). [\[2\]](#)

KEY FINDING 13 – CHILDREN AND YOUNG PEOPLE

- There are currently limited resources relating to Children and Young Person workers in specialist domestic abuse accommodation.
- High numbers of children and young people are placed in refuge accommodation.



IMPACT

- The needs of children and young people cannot be addressed adequately within refuges unless service providers have resources to employ children's workers.



RECOMMENDATION

- Review current best practice and research on meeting the needs of children in refuges and other safe accommodation and consider the allocation of additional resources to for specialist service providers
- Training for multi-agency professionals linked to families in refuge on best practice and the impacts of domestic abuse.

KEY FINDING 14 – HOUSING SUPPORT

- Analysis of local specialist accommodation data shows that families can be in refuge accommodation for up to 3 years, having a significant impact on their ability to ‘move-on’, heal, and recover from the abuse.
- Keyworkers expressed difficulties in getting consistent information and responses from housing staff and logistical challenges activating benefits and income for families, particularly where economic abuse and coercive control are present.

“The system in place for victims and survivors of domestic abuse to find new housing is disgraceful. I was originally expected to move out of refuge into a private shared house where I would have no control over who I lived with, if they had violent issues or knew my abuser! It took a letter to my MP to secure my current home.”

Survivor, 25-34



IMPACT

- Major impact on survivors’ psychological health, which can force some to return to abusers and create ‘bottle necks’ in the refuge system.



RECOMMENDATION

- Training for housing staff and linked professionals on the impact, risks and interventions for families affected by domestic violence
- Improve the consistency of information provided to families and support a problem-solving approach to housing families.
- Consider a systems review of the processes linked to safely housing families and supporting their needs

HOUSING

KEY FINDINGS



HEALTH

- Practitioners in specialist accommodation feedback that registering patients with health services can present challenges.

GENERAL NEEDS

- Feedback from practitioners was that survivors face a lot of pressure while in a refuge and there are many competing factors that impact on a survivor's emotional wellbeing, e.g. money, housing, immigration status, language, and children.

HOUSING SUPPORT

- Analysis of local refuge/ supported accommodation data shows that there is a support need in relation to housing. The housing process can be complicated for survivors of domestic abuse.

MENTAL HEALTH

- Analysis of local refuge/ supported accommodation data shows needs in relation to mental health within specialist accommodation.
- Feedback from practitioners and from residents was that it was hard to get trauma informed support while people were still in the refuge.
- Feedback from practitioners was that there was a gap in trauma-informed work within the refuge.
- There was an opportunity for a refuge to become a psychologically safe environment.

CHILDREN AND YOUNG PEOPLE

- There are currently limited resources relating to Children and Young Person workers in specialist domestic abuse accommodation.
- High numbers of children and young people are placed in refuge/ supported accommodation.
- Domestic abuse has a detrimental impact on the lives of children and young people. Children require specialist support to ensure their needs are met.

RECOMMENDATION

KEY FINDING 15 – ROLE OF KEYWORKER

- The role of keyworkers in specialist services offering practical support, advice and guidance assisting families navigate through complex or unfamiliar systems such as housing, mental health, children’s services, benefits, and civil or criminal justice systems is crucial. Key workers are managing multiple competing demands in highly pressurized situations with limited resources and, during COVID-19, overwhelming need.



IMPACT

- Intense, consistent pressure on key workers leads to burnout and increases the risk to families of serious harm due to services being stretched beyond their capacity.



RECOMMENDATION

- Using our research on the self-identified needs of those in safe and emergency accommodation, increase awareness across the strategic partnership of the resource needs and stress points for frontline services.
- Training for housing professionals on the impact of domestic abuse and appropriate, safe interventions for families fleeing domestic violence.

KEY FINDING 16 – HOUSING MANAGERS

- Housing practitioners, including those in Housing Associations hold a lot of information that is useful in relation to identifying domestic abuse. They are not always consulted regarding this information.
- Housing officers are not always consulted early in a survivor’s journey (once domestic abuse has been identified by specialist services).



IMPACT

- Potential indicators/ signs of domestic abuse such as multiple lock changes, multiple repairs to properties are not investigated.
- Opportunities to identify practical issues that may delay housing bids may be missed.



RECOMMENDATION

- Consider adopting a Whole Housing Approach to raise awareness across the partnership of quality assurance standards and safe minimum practice^[3].
- Training for housing officers and linked professionals on quality assurance standards, particularly in relation to vulnerability and intersectionality

KEY FINDING 17 – HOUSING OFFICER

- Fear of isolation, violence and harassment due to racism, stigmatisation and disability mean some survivors refuse housing offers and in doing so 'start again' in the bidding process. Survivors feel forced to accept offers which at times leaves them 'between a rock and a hard place'.



IMPACT

- Local Authorities make one offer and survivors feel forced to accept the offer otherwise they delay their moving on. For vulnerable, minoritised and racialised families risks and impact are more severe.



RECOMMENDATION

- Using our research explore ways of increasing confidence and reducing risk for those families fearful of moving into accommodation or local areas due to the impact of vulnerability, racism, stigma and disability.

KEY FINDING 18 – LIMITED HOUSING STOCK

- Feedback from practitioner interviews were that large families are difficult to move on from refuges because there is limited 3–4-bedroom stock.



IMPACT

- Large families tend to go on housing waiting lists for a considerable amount of time. This impacts the availability of refuge places.
- Limited housing stock creates a bottle neck in emergency accommodation.



RECOMMENDATION

- This is potentially a national issue regarding availability of larger social housing stock and challenges for vulnerable individuals and families approaching private landlords. This requires strategic exploration.

KEY FINDING 19 – PRIVATE HOUSING

- Service users being directed towards private housing require a guarantor, which refuge residents tend not to be able to provide.

“Housing is a massive issue in the city, and it is difficult to keep supporting families who could be waiting years for social housing. Also, if they look at private rentals, they need guarantors which we cannot provide.”

Family Hub Worker



IMPACT

- This is a factor that could impact someone moving into new accommodation and as such could mean that a refuge space is being taken up for longer.



RECOMMENDATION

- Appropriate information and guidance should be made available for those moving into private rented properties.

KEY FINDING 20 – FURNISHING PROPERTIES

- Housing allowance does not cover the furnishing of properties. Currently, specialist domestic abuse providers use local contacts and privately sourced monies to support those who require furnishing/white goods.



IMPACT

- This is a factor that could delay someone moving on from a refuge.



RECOMMENDATION

- Setting up of a fund to help with moving/furnishing costs.

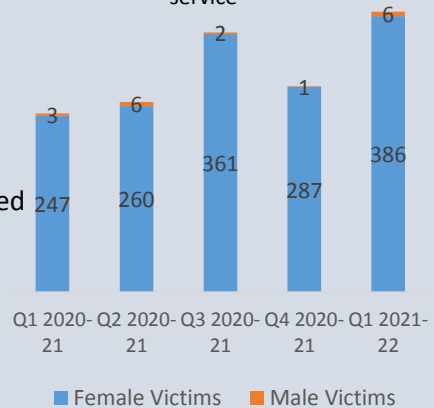
COMMUNITY SERVICES

KEY FINDINGS

COMMUNITY OUTREACH

- Panahghar and Coventry Haven are commissioned to provide services to those impacted by domestic abuse living in the community.
- Panahghar work with survivors from black and other ethnically minoritised communities.
- The community outreach service works with those who are assessed as being at a standard and medium risk.
- The service offers practical and emotional support to survivors.
- Support is offered on a one-to-one basis.
- The service offers support in a number of different languages.

Referrals accepted by the community outreach service



GROUP WORK

- Group work sessions are offered for domestic abuse survivors.
- The group work covers:
 - Emotional support
 - Building relationships
 - An exploration of what constitutes domestic abuse.

From the Q1 2021-22 Performance Report:

“We have successfully completed 9 generic Groupwork groups including evening, 2 were delivered in Polish speaking clients and one in French, with 44 SU’s attending. And held a further 3 groups a week, tailored for the BME community, one in the evening and two in the day, with a further 33 women attending.”

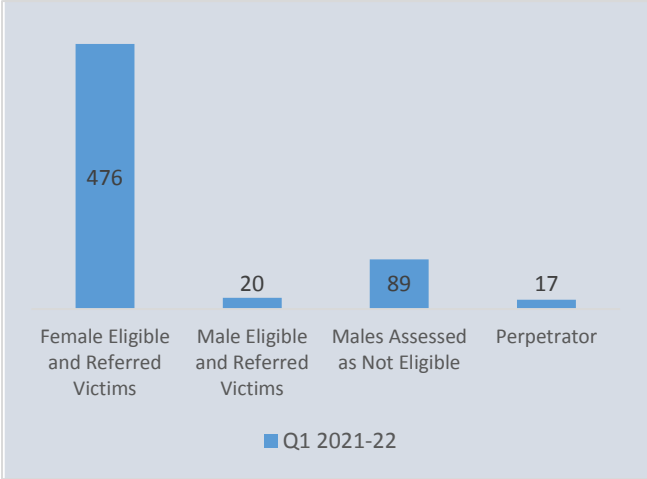
HELPLINE

- Panahghar and Coventry Haven run the Safe to Talk helpline in Coventry for those wanting information, advice and help in relation to domestic abuse.
- The helpline is a gateway to all domestic abuse services and is run by trained support workers.



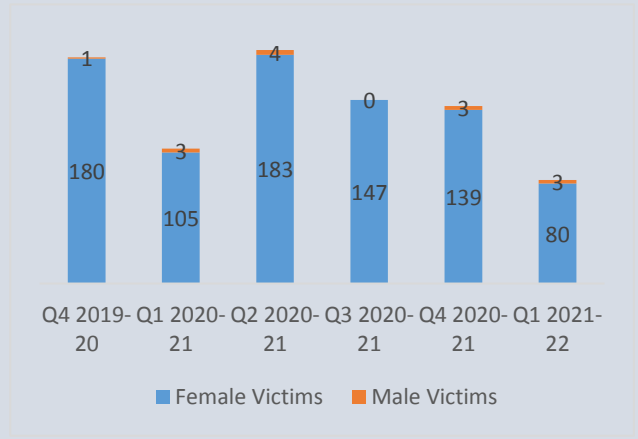
EARLY INTERVENTION PROJECT

- The Early Intervention Project started running in April 2021. It is run jointly between Panahghar and Haven.
- The project places domestic abuse practitioners in Coventry Central Police Station to work with those who report crimes that are not immediately associated with domestic abuse.
- 3 workers (2 Haven, 1 Panahghar) are based in the police station to work with domestic abuse cases where there is a low and medium risk.
- BME women with a domestic abuse flag are directed to Panahghar.
- The information below shows the referrals to the Early Intervention Project for the first quarter that the project was running.



IDVA

- Panahghar and Coventry Haven run an IDVA service working with women at high risk of domestic abuse.
- The information below shows the number of referrals to the IDVA service broken down by males and females.



CHILDREN AND YOUNG PEOPLE



KEY FINDINGS

SPECIALIST DOMESTIC ABUSE SERVICE

- The WISH Service works with children aged 5-18 who have been victims or who have witnessed domestic abuse and who are known to Children's Services. Children who are referred into the WISH Service have to be managed on a Children in Need Plan, or be known to Children's Social Care as a Looked After Child.
- The most common age group that the WISH service works with are aged 5 – 11. Teenagers are less likely to engage in the service.
- Relate are flexible as to where their interventions can take place. Interventions can take place at:
 - Family Hubs
 - Schools
 - Social care offices
 - Online via Teams
- A pre and post evaluation is given to those children who engage in the service. This includes a discussion of safety. The evaluation checks on the child's relationships with their parents. The evaluation asks questions about anything else the child wants or needs.
- WISH practitioners provide reporting to Child Protection Case Conferences and Reviews. Legal reports are provided where necessary. Practitioners also share disclosures with relevant agencies.

RECOMMENDATION

KEY FINDING 21 – SPECIALIST SUPPORT

- Practitioners fed back that there is a lot of expectations on schools to complete counselling and one-to-one work with children and young people. Schools may not have the time or resources to meet all these needs.
- The WISH Service works with children aged 5-18 who have been victims or who have witnessed domestic abuse and who are known to Children's Services.

“Support needs to be available for all children to access, children within early help are not able to access the WISH support.”

Family Hub Worker

“Schools are often left to try and provide support for children and are not supported with is by DV specific services.”

Coventry City Council, Early Help

IMPACT

- School environments provide key opportunities to display useful information about domestic abuse (to parents, children and young people) thus enabling access to specialist services and advice, particularly for those families with no Children Services involvement.
- Schools can be a key referral point to safeguarding services, community support and specialist support, particularly for vulnerable, racialised and minoritized families.

RECOMMENDATION

- There is a need for a service that offers access to those young people who have been impacted by domestic abuse but who do not have Children's Services involvement.
- Explore the concept of a Whole School Approach as a strategy to implement primary prevention work with children and young people.
- Training on the dynamics of domestic violence and risk identification for teachers, volunteers and linked practitioners working directly with children and young people in school environments.
- Work with practitioners working with children under 5 to ensure that they are confident in identifying those affected by domestic abuse and are aware of the appropriate pathways to services.

ETHNIC MINORITIES

KEY FINDINGS



NO RECOURSE TO PUBLIC FUNDS (NRPF)

- In 2020-21 the refuge providers in Coventry supported the following numbers of residents who were recorded as having No Recourse to Public Funds:
 - Valley House – (2020-21) - 18 out of 271 (7%)
 - Coventry Haven (April to June 2021) – 6 out of 14 (43%)
 - Panahghar – (2020-21) 33 out of 48 (69%)

TRANSLATORS

- Survivors who have NRPF can often have needs relating to translators.
- Translation services can be costly.

ISSUES LINKED WITH MIGRATION AND GENDER INEQUALITIES

- Cultural and community pressures may make it more difficult for women for escape the abuser/s. Others are trafficked or forced into marriage.
- Difficulty for women accessing services in which staff do not speak their language.
- Insecure immigration status can lead to immigration abuse by perpetrators
- Fear of children being abducted
- Fear of statutory agencies

RECOMMENDATIONS

KEY FINDING 22 – NO RECOURSE TO PUBLIC FUNDS

- In 2020-21 the refuge providers in Coventry supported the following numbers of residents who were recorded as having No Recourse to Public Funds:
 - Valley House – (2020-21) - 18 out of 271 (7%)
 - Coventry Haven (April to June 2021) – 6 out of 14 (43%)
 - Panahghar – (2020-21) 33 out of 48 (69%)
- Practitioners working with those who have NRPF need to have a specialist knowledge of immigration law.
- Practitioners from Panahghar stated that working with those who have NRPF can require twice as much time as those who can access benefits.



IMPACT

- There are many barriers to accessing services for this population which also greatly heightens risk, such as language barriers and a lack of funded translation or screened interpreter services. Staff who are not multilingual are forced to use Google Translate to onboard residents and communicate complex processes and systems.



RECOMMENDATION

- Further explore the particular needs and challenges for this population in partnership with specialist services to identify practical solutions.

KEY FINDING 23 – TRANSLATORS

- Survivors who have NRPF can often have needs relating to translators.
- Specialist services have staff who can speak a range of languages.
- Translations can also be obtained via translation services and online software however these are not always accurate.



IMPACT

- Translator services have to be available in a range of different languages.
- Translation services can be costly.
- Survivors are not able to articulate their needs appropriately or be understood.



RECOMMENDATION

- Additional resources to be provided in this area.

MEN

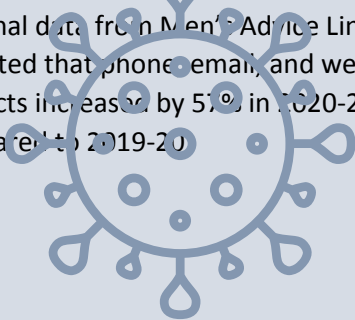
KEY FINDINGS

SERVICE PROVISION

- Valley House, the local authority commissioned refuge/ safe accommodation provider can provide support to male survivors of domestic abuse.
- Males are housed in the stand-alone properties run by Valley House as the refuges and clusters of supported housing are single gender properties.
- The referral process for males works the same as females. Feedback from practitioners was that the referrals for males tend to be urgent in nature.
- Males are given a different risk assessment but have the same access to advocacy and support as female residents.

COVID-19

- National data from Men's Advice Line, indicated that phone, email, and web contacts increased by 51% in 2020-21 compared to 2019-20.



SURVIVOR SURVEY RESPONSES

- In the survivor survey run as part of this needs assessment, there were 7 (10%) responses from male survivors.
- The number was too low to draw any real conclusions from, however the free text did allow some comments to be made.
- Of the male respondents, 3 were White British and 3 were of Asian backgrounds, 1 preferred not to say.
- One respondent said that there was a lack of accommodation for BME groups.
- One respondent cited the lack of male only accommodation as a reason for not moving to specialist accommodation.
- One respondent stated that court proceedings helped them remain in their own home.

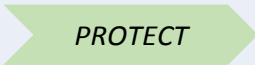
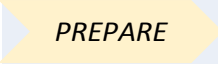
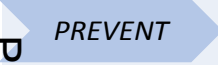
PRACTITIONER SURVEY RESPONSES

- In the practitioner survey, respondents could leave some free text comments. One respondent commented on the issue of communal refuges not able to accept male survivors.

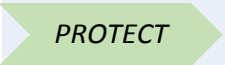
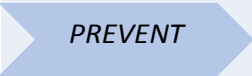
“Refuges often will not take single men or they are female only spaces.”

Coventry City Council, Programme Manager

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

| Key Area | What we will do | Proposed Action | Action Owner | Progress |
|---|---|--|---|----------------------------------|
| 1 - Court IDVA  | Explore the possibility of specialist Court IDVAs Identify the barriers that heighten risk and safer consequences for engagement with C & CJS | Work with DA organisations to review the current IDVA provision in services including resources commissioned by Police and Crime Commissioner / Others | Coventry Haven | Work underway |
| | Map out the access points for specialist support & legal advice for help-seeking survivors and their children | | | |
| 2 - Knowledge Gap   | On-going multi-agency training to teams and lead professionals on nature, impact of DA and appropriate, safe interventions | Include this need within the training needs analysis and develop training resources to aid frontline practitioners | Coventry Haven | Training needs analysis underway |
| | Explore ways of embedding domestic abuse awareness into strategic leadership, organisational development and core business across multi agency practice | Work with commissioned services to include within training programmes | PH DA Programme Team, Coventry Haven, Relate, Panahghar | |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| | Training on the dynamics of DA to all health care professionals, including information about specialist services, outreach and community support as well as ongoing work with Primary Care through IRIS | Include this need within the training needs analysis and develop training resources to aid frontline practitioners. Priority need midwifery, FNP, A and E and Health Visitors. | Coventry Haven | Training needs analysis underway |
| 3 - Children and Family Courts  | Risk management training to professionals supporting families engaging with C & CJS with clear referral routes to specialist services and the need for coordinated case management to support safe interventions | Review the CAFCASS process and involvement of statutory services and work with relevant partners to identify routes and support | Childrens Services | Work to commence |
| 4 - IRIS training correlation with referrals  | Explore ways of better enabling access to information and disclosures within Primary Care settings, including for under-represented populations | IRIS workers to work with practices/victims to identify how this action can be undertaken | CCG and Coventry Haven | Work underway |
| | Specific targeting of training to Practices in the CV4 postcode area | IRIS workers to support practices in the CV4 area | CCG and Coventry Haven | Work underway |
| | Refresher training should be offered to ensure the IRIS programme is fully delivered and reinforced to Primary Care Practitioners and mitigate the knowledge gaps that occurs with staff turnover | IRIS workers to deliver refresher training to practices | CCG and Coventry Haven | Work underway |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| <p>5 - Barriers to registering for health services</p> <p><i>PREPARE</i></p> <p><i>PREVENT</i></p> | <p>Healthcare settings to assess how 'Domestic Abuse friendly' their registration systems are and adjust based on specialist advice such as IRIS practitioners</p> | <p>Work with CCG to support training to practitioners around GP registration and management of individuals/families affected by domestic abuse</p> | <p>CCG</p> | <p>Work to commence</p> |
| <p>6 - Supported Accommodation / Refuge Space</p> <p><i>PREPARE</i></p> | <p><i>Whilst Coventry meets the requirements on refuge accommodation set by the Council of Europe formula, commissioners should ensure that the wider service offering in terms of 'safe accommodation' (as described in the Domestic Abuse Act) for survivors of DA and their families is developed enough to meet need (See recommendations 7 and 8)</i></p> | <p><i>Monitor the impact of the additional accommodation in surrounding regional areas to understand whether the demand on accommodation in Coventry reduces</i></p> | <p>PH Commissioners / Accommodation Providers</p> | <p><i>Working with neighbouring and regional Local Authorities to understand their accommodation resource following the Safe Accommodation Duties</i></p> <p><i>Work with providers to monitor the number of referrals rejected due to capacity</i></p> |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| <p>7 - Temporary accommodation for victims of DA</p> <p>PREPARE</p> | <p><i>Commissioners to ensure that there is enough community or 'floating' DA support to meet the needs of those with a DA need placed in temporary accommodation</i></p> | <p><i>Clarify the recent changes in the draft guidance with Department of Levelling Up Housing and Communities - (DLUHC) on the use of temporary accommodation</i></p> <p><i>PH Commissioners</i></p> | <p><i>Clarification questions submitted to DLUHC - awaiting a response to determine next steps</i></p> | |
| | <p><i>The community or 'floating support' response should meet the requirements for specialist support for victims with complex needs as described in the draft guidance in relation to the DA Act</i></p> | | | |
| <p>8 - Target Hardening</p> <p>PREPARE</p> | <p><i>Consider expanding the scheme and ensure measurements of success include reduced risk/ increased safety/support in their own home</i></p> | <p><i>Further resource commissioned via Coventry Haven to support additional target hardening support</i></p> | <p><i>PH Commissioners</i></p> | <p><i>Action completed - additional resource funded from August 2021</i></p> |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| | | <i>Review the options available for target hardening/sanctuary schemes to understand additional support available</i> | <i>PH Commissioners / PH DA Programme Team</i> | <i>Work to commence</i> |
| 9 - Anxiety and Trauma | <i>Strengthen key worker confidence and skills in delivering trauma-informed practical and emotional support</i> | <i>Commission Mental Health trauma informed practice support to deliver interventions to those in safe accommodation and provide professional advice and support to staff to support the care of individuals with complex needs</i> | <i>PH Commissioners</i> | <i>Action completed - new contract with Coventry and Warwickshire MIND for adults from August 2021</i> |
| | <i>Explore models of practice that enable refuges to become psychologically informed environments. (See Solace P.I.E. evaluation and PATH model)</i> | | | |
| PREPARE | | | | |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| <p>10 - Children and Young People</p> <p>PREPARE</p> | <p><i>Review current best practice and research on meeting the needs of children in refuge and consider the allocation of additional resources to for specialist service providers</i></p> | <p><i>Commission services to support children and young people in safe accommodation</i></p> | <p>PH Commissioners</p> | <p>Action completed - additional resource funded for CYP provision from Relate and for Children and Family workers in all 3 accommodation providers from August 2021</p> |
| <p>PROTECT</p> <p>PREVENT</p> | <p><i>Training for multi-agency professionals linked to families in refuge on best practice and good case management.</i></p> | <p><i>Include this need within the training needs analysis and develop training resources to aid frontline practitioners</i></p> | <p>Coventry Haven</p> | <p>Training needs analysis underway</p> |
| <p>11 - Housing Support</p> <p>PREPARE</p> | <p><i>Training for housing staff and linked professionals on the impact, risks and interventions for families affected by domestic violence</i></p> | <p><i>Include this need within the training needs analysis and develop training resources to aid frontline practitioners</i></p> <p><i>Use of Champions Network to provide support to professionals</i></p> | <p>Coventry Haven</p> | <p>Training needs analysis underway</p> <p>Champions Network training and development underway</p> |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| | <p><i>Improve the consistency of information provided to families and support a problem-solving approach to housing families.</i></p> | <p><i>Training for housing teams around the challenges faced by those affected by domestic abuse and review of the information shared with those who are bidding for accommodation</i></p> | <p><i>Coventry Haven and Housing</i></p> | <p><i>Training needs analysis underway</i></p> |
| | <p><i>Consider a system review of the processes linked to safely housing families and supporting their needs</i></p> | <p><i>Review of pathways and processes in place across housing, providers (Citizen) and domestic abuse providers.</i></p> | <p><i>Housing, Citizen and DA Providers</i></p> | <p><i>Work to commence</i></p> |
| <p><i>12 – Referrals</i></p> | <p><i>Training regarding ‘what works’ when addressing perpetrator behaviour, including motivational interviews for practitioners who work directly with families. [ref – Drive evaluation]</i></p> | <p><i>Deliver training to Children's Services staff on work with perpetrators and assess its impact.</i></p> | <p><i>Relate</i></p> | <p><i>Training delivered in April and June 2020 to over 400 staff</i></p> |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| | | <i>Include within the training needs analysis and develop training resources for frontline practitioners</i> | <i>Coventry Haven</i> | <i>Training needs analysis underway</i> |
| | <i>Consider expanding the definition of intervention 'success' and for the use of women/partner reports in evaluation.</i> | <i>Review the commissioned perpetrator programme</i> | <i>PH Commissioners/P H Programme Team/Relate</i> | <i>Review of the programme underway</i> |
| | | <i>Work with the PCC to understand their proposals for commissioning perpetrator programmes</i> | <i>PH Commissioners/P H Programme Team</i> | <i>Responded to PCC on interest in co-commissioning perpetrator programmes</i> |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| | | <i>Understand the impact of the Perpetrator Strategy when released</i> | <i>PH Commissioners/P H Programme Team/Relate</i> | Awaiting the release of the strategy |
| 13 - GP and IRIS perpetrator pathway | <i>Perpetrator work already included in the IRIS training package are reinforced and promoted with GPs</i> | <i>IRIS workers to reinforce and re-promote perpetrator pathways with GPs</i> | | Work underway - Coventry Haven to review and increase focus on perpetrator programme |
| 14 - Role of Keyworker | <i>Increase awareness across the strategic partnership of the resource needs and stress points for frontline services</i> | <i>Voice of service users to influence the planning, commissioning and delivery of services</i> | <i>PH Commissioners/P H Programme Team/DA Providers/DALPB</i> | Link with the SU voice groups who are feeding in to the DALPB to support pieces of work identified in the action plan |
| PREPARE | | | | |
| PREVENT | | | | |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| | <p><i>Training for housing professionals on the impact of domestic abuse and appropriate, safe interventions for families fleeing domestic violence</i></p> | <p><i>Include within the training needs analysis and develop training resources for housing professionals</i></p> <p><i>Use of Champions Network to provide support to housing professionals</i></p> | <p><i>Coventry Haven</i></p> | <p><i>Training needs analysis underway</i></p> <p><i>Champions Network training and development underway</i></p> |
| <p>15 - Housing Managers</p> | <p><i>Consider adopting a Whole Housing Approach to raise awareness across the partnership of quality assurance standards and safe minimum practice. [ref – DAHA]</i></p> | <p><i>Set up working group with Housing, Enforcement Team and Housing Providers to explore using DAHA associate membership as a framework for assessment against recognised standards. Consider learning from the wider WM Combined authority approaches.</i></p> | <p><i>DA Programme Team/Housing/Enforcement Team/Citizen/Other housing providers?</i></p> | <p><i>Work to commence</i></p> |
| <p>PREPARE</p> | <p><i>Training for housing officers and linked professionals on quality assurance standards, particularly in relation to vulnerability and intersectionality</i></p> | <p><i>Use information from the focus groups and develop training raising awareness of challenges faced by those using DA for frontline staff.</i></p> | <p><i>DA Programme Team/ Coventry Haven/ Panahghar / Valley House /</i></p> | <p><i>Work to commence</i></p> |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| <p>16 - Housing Officer</p> <p>PREPARE</p> | <p><i>Using our research explore ways of increasing confidence and reducing risk for those families fearful of moving into accommodation or local areas due to the impact of vulnerability, racism, stigma and disability</i></p> | <p><i>Work with service users to understand what support could be available to increase confidence (linking this and action 16 together)</i></p> | <p><i>Housing / Housing Partners</i></p> | <p><i>Work to commence</i></p> |
| <p>17 - Limited Housing Stock</p> <p>PREPARE</p> | <p><i>Potentially a national issue regarding availability of larger social housing stock and challenges for individuals and families approaching private landlords</i></p> | <p><i>Link with the recommendation on explore alternative options for sanctuary support to keep families in their own homes (esp. larger families where housing is more challenging)</i></p> | <p><i>DA Programme Team/ Coventry Haven/ Panahghar / Valley House / Housing / Housing Partners</i></p> | <p><i>Work to commence</i></p> |
| <p>18 - Private Housing</p> <p>PREPARE</p> | <p><i>Appropriate information/guidance should be made available for those moving into private rented properties</i></p> | <p><i>Support those who wish to move into private housing with bonds</i></p> | <p><i>PH Commissioners</i></p> | <p><i>Action completed - Creation of a discretionary fund to support with bonds</i></p> |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| <p>19 - Furnishing Properties</p> <p>PREPARE</p> | <p>Setting up of a fund to help with moving/furnishing costs</p> | <p>Support those who require funds to help with moving/furnishing costs</p> | <p>PH Commissioners</p> | <p>Action completed - Creation of a discretionary fund to support with moving/furnishing costs</p> |
| <p>20 - Specialist Support</p> <p>PREPARE</p> | <p>There is a need for a service that offers access to those CYP who have been impacted by DA but who do not have Children's Services involvement</p> | <p>Commission services to support CYP in safe accommodation</p> | <p>PH Commissioners</p> | <p>Action completed - additional resource funded for CYP provision from Relate and for Children and Family workers in all 3 accommodation providers from August 2021</p> |
| | <p>Explore the concept of a Whole School Approach as a strategy to implement primary prevention work with CYP</p> | <p>Review current PSHE offer in Coventry</p> | <p>PH Commissioners / PH Programme Team</p> | <p>Work to commence</p> |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| | | <p><i>Include within the training needs analysis and develop training resources to aid frontline practitioners</i></p> <p><i>Use of Champions Network to provide support to professionals</i></p> | Coventry Haven | <p>Training needs analysis underway</p> <p>Champions Network training and development underway</p> |
| <p>21 - No recourse to public funds</p> <p>PREVENT</p> <p>PROTECT</p> | <p><i>Further explore the particular needs and challenges for this population in partnership with specialist services to identify practical solutions</i></p> | <p><i>Commission a service to provide coordination of legal support for victims with insecure migration status or NRPF</i></p> | PH Commissioners | <p>Action completed - additional resource funded for Immigration Specialist Practitioner from Panahghar</p> |
| <p>22 – Translators</p> <p>PREVENT</p> <p>PROTECT</p> | <p><i>Additional resources to be provided in this area</i></p> | <p><i>Support with funding for translation costs</i></p> | PH Commissioners | <p>Action completed - creation of a discretionary fund to support with translation costs</p> |

Coventry's Domestic Abuse Needs Assessment Action Plan 2021

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| <p>Priority Area 1 PREPARE: The development of a strong governance and service commissioning structure to provide high quality, equitable services that are shaped around the needs of victims at all levels of risk and ensure that their voices are heard and responded to.</p> | <p>Priority Area 2 PREVENT: A long-term approach to improve awareness, understanding and early identification of abuse at all levels of society. Victims will be empowered to report and staff will be given the skills and confidence to support them. Interventions tailored to victims with a range of needs will help to break the intergenerational cycle of abuse and minimise repeat victimisation.</p> | <p>Priority Area 3 PROTECT: There will be effective information sharing and referral pathways between key agencies, breaking down organisational and cultural barriers to ensure victims of abuse are identified and protected. The safety of victims, and that of their children (where applicable), will be paramount. Victims will be supported to access safe and appropriate accommodation; and safeguarding procedures will be robustly implemented to ensure that children and vulnerable adults are protected, and that the voice of the child is always heard.</p> | <p>Priority Area 4 PURSUE: An approach centred on achieving justice and positive outcomes for victims, including reductions in offending. There will be better understanding of perpetrator risk to support the use of court and out of court disposals so that they are held accountable for their actions and appropriately supported to understand and change their offending behaviour.</p> |
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APPENDIX 3

Coventry Domestic Abuse Strategy 2018-2023: Addendum and Extension to 2025 (DRAFT)

Coventry Domestic Abuse Strategy

The Coventry Domestic Abuse Strategy was published in 2018 using the 4P framework of Prepare, Prevent, Protect and Pursue to support a systematic multi-agency approach to tackling Domestic Abuse:

| | |
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| <p>Priority Area 1 PREPARE: The development of a strong governance and service commissioning structure to provide high quality, equitable services that are shaped around the needs of victims at all levels of risk and ensure that their voices are heard and responded to.</p> | <p>Priority Area 2 PREVENT: A long term approach to improve awareness, understanding and early identification of abuse at all levels of society. Victims will be empowered to report and staff will be given the skills and confidence to support them. Interventions tailored to victims with a range of needs will help to break the intergenerational cycle of abuse and minimise repeat victimisation.</p> |
| <p>Priority Area 3 PROTECT: There will be effective information sharing and referral pathways between key agencies, breaking down organisational and cultural barriers to ensure victims of abuse are identified and protected. The safety of victims, and that of their children (where applicable), will be paramount. Victims will be supported to access safe and appropriate accommodation; and safeguarding procedures will be robustly implemented to ensure that children and vulnerable adults are protected, and that the voice of the child is always heard.</p> | <p>Priority Area 4 PURSUE: An approach centred on achieving justice and positive outcomes for victims, including reductions in offending. There will be better understanding of perpetrator risk to support the use of court and out of court disposals so that they are held accountable for their actions and appropriately supported to understand and change their offending behaviour.</p> |

The strategy initially ran to 2023 and was accompanied by a multiagency action plan which was overseen by the Harm and Abuse Reduction Partnership reporting to the Police and Crime Board.

Domestic Abuse Act 2021

In April 2021 the Domestic Abuse Act 2021 received Royal Assent. The Act provides, for the first time, a statutory definition of domestic abuse. It delivers a number of significant changes to strengthen the support for victims of abuse by statutory agencies and improve the effectiveness of the justice system in providing protection for victims and bringing perpetrators to justice.

The measures detailed in the Act fit within the framework of the current Coventry Domestic Abuse Strategy:

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| <p>Priority Area 1 PREPARE:</p> <ul style="list-style-type: none"> • create a statutory definition of domestic abuse, emphasising that domestic abuse is not just physical violence, but can also be emotional, controlling or coercive, and economic abuse • establish in law the office of Domestic Abuse Commissioner and set out the Commissioner’s functions and powers • place the guidance supporting the Domestic Violence Disclosure Scheme (“Clare’s law”) on a statutory footing. • provide for a statutory code of practice relating to the processing of domestic abuse data for immigration purposes • extend the extraterritorial jurisdiction of the criminal courts in England and Wales, Scotland and Northern Ireland to further violent and sexual offences | <p>Priority Area 2 PREVENT:</p> <ul style="list-style-type: none"> • place a duty on local authorities in England to provide accommodation based support to victims of domestic abuse and their children in refuges and other safe accommodation (also PROTECT) • Provide that all eligible homeless victims of domestic abuse automatically have ‘priority need’ for homelessness assistance (also PROTECT) • ensure that where a local authority, for reasons connected with domestic abuse, grants a new secure tenancy to a social tenant who had or has a secure lifetime or assured tenancy (other than an assured shorthold tenancy) this must be a secure lifetime tenancy (also PROTECT) • prohibit GPs and other health professionals in general practice from charging a victim of domestic abuse for a letter to support an application for legal aid (also PROTECT) |
| <p>Priority Area 3 PROTECT:</p> <ul style="list-style-type: none"> • prohibit perpetrators of abuse from cross-examining their victims in person in the civil and family courts in England and Wales • create a statutory presumption that victims of domestic abuse are eligible for special measures in the criminal, civil and family courts • clarify the circumstances in which a court may make a barring order under section 91(14) of the Children Act 1989 to prevent family proceedings that can further traumatise victims | <p>Priority Area 4 PURSUE:</p> <ul style="list-style-type: none"> • provide for a new Domestic Abuse Protection Notice and Domestic Abuse Protection Order • provide for a statutory domestic abuse perpetrator strategy • enable domestic abuse offenders to be subject to polygraph testing as a condition of their licence following their release from custody • extend the controlling or coercive behaviour offence to cover post-separation abuse. • extend the offence of disclosing private sexual photographs and films with intent to cause distress (known as the “revenge porn” offence) to cover threats to disclose such material • create a new offence of non-fatal strangulation or suffocation of another person. • clarify by restating in statute law the general proposition that a person may not consent to the infliction of serious harm and, by extension, is unable to consent to their own death |

Domestic Abuse Local Partnership Board

The Act places a number of duties on Local Authorities including:

- The appointment of a multi-agency Domestic Abuse Local Partnership Board (DA LPD)
- Assessment of the need for accommodation-based domestic abuse support in their area for all victims or their children, including those who come from outside the area.
- Developing and publishing a strategy for the provision of such support to cover their locality, having regard to the needs assessment.

The Coventry DA LPD has been established and is chaired by Cllr P Akhtar, Deputy Cabinet Member for Policing and Equalities. The Act sets out statutory membership which includes people representing local authorities, victims and their children, domestic abuse charities or voluntary organisations, health care providers and the police or other criminal justice agencies.

The Coventry Domestic Abuse Strategy and action plan are now overseen by the DA LPD.

Domestic Abuse Needs Assessment 2021

Coventry City Council commissioned a comprehensive needs assessment to meet the requirements of the Domestic Abuse Act 2021 and to refresh the current Domestic Abuse Strategy. This included extensive consultation with stakeholder, service providers and survivors of domestic abuse. The full needs assessment can be found at:

https://www.coventry.gov.uk/downloads/download/5118/domestic_abuse_strategy_2018-2023

Domestic Abuse Strategy extension to 2025

Appendix 1 contains the key findings and recommendations document. This has been reviewed in the context of the current strategy and the 4Ps framework. Appendix 2 contains initial plans to deliver against the recommendations from the needs assessment. These have been mapped to the 4Ps framework to refresh and extend the Coventry Domestic Abuse Strategy to 2025.

Commissioning plans under the Domestic Abuse Act 2021

Local Authorities are required to develop and publish a strategy for the provision of accommodation-based domestic abuse support in their area for all victims or their children, having regard to the needs assessment. This support will include:

- Advocacy support – development of personal safety plans, liaison with other services (for example, GPs and social workers, welfare benefit providers);
- Domestic abuse-prevention advice – support to assist victims to recognise the signs of abusive relationships, to help them remain safe (including online) and to prevent re-victimisation;
- Specialist support for victims with relevant protected characteristics and / or complex needs, for example, interpreters, faith services, mental health advice and support, drug and alcohol advice and support, and immigration advice;
- Children’s support – including play therapy and child advocacy;

- Housing-related support – providing housing-related advice and support, for example, securing a permanent home and advice on how to live safely and independently; and
- Counselling and therapy for both adults and children.

Plans for 2021/22 are outlined in the Cabinet paper (*insert link*). These services will be reviewed against identified need, access, service user experience and outcomes. A longer-term investment plan will be developed to ensure the duties of the Act are met once future funding is clarified from the Government's Comprehensive Spending Review,

Delivery of the Coventry Domestic Abuse Strategy

Delivery of this strategy will be overseen by the DA LPD. In addition there will be reporting to the Police and crime Board and the Health and Wellbeing Board to ensure wide awareness of and engagement with the strategy and delivery of actions..

Council

7th December 2021

Name of Cabinet Member:

Cabinet Member for Policy and Leadership – Councillor G Duggins

Director Approving Submission of the report:

Director of Law and Governance

Ward(s) affected:

Not Applicable

Title:

Appointment to Outside Body

Is this a key decision?

No

Executive Summary:

The City Council makes appointments of representatives to outside bodies at its Annual Meeting each May. This report seeks to appoint a replacement to serve on Coventry Law Centre Limited for the remainder of the Municipal Year 2021/22, following the resignation of Councillor D Welsh as a Council representative.

Recommendations:

- 1) That the City Council approves the appointment of Councillor A Tucker as a City Council representative on Coventry Law Centre Limited for the remainder of the Municipal Year 2021/22, replacing Councillor D Welsh.

List of Appendices included:

None

Useful background papers:

None

Has it or will it be considered by Scrutiny?

No

Has it, or will it be considered by any other Council Committee, Advisory Panel or other body?

No

Will this report go to Council?

Yes – 7th December 2021

Report title: Appointment to Outside Body

1. Context (or background)

Coventry Law Centre Limited

- 1.1 At the Annual General Meeting of the Council on 20th May 2021, the City Council appointed Councillor D Welsh and Zaid Rehman as the 2021/22 Council's representatives on Coventry Law Centre Limited, which is a charity employing Solicitors and paralegals to offer free legal advice and representation in the areas of housing, immigration, employment and discrimination, education, mental health, community care and welfare benefits to the people of Coventry.
- 1.2 Following Councillor D Welsh's resignation as a representative on Coventry Law Centre, it is now proposed that Councillor A Tucker be appointed to this body to replace him for the remainder of the Municipal Year 2021/2022.

2. Options considered and recommended proposal

- 2.1 It is proposed that Councillor A Tucker be appointed as a representative of the City Council on Coventry Law Centre Limited, replacing Councillor D Welsh.

3. Results of consultation undertaken

- 3.1 Consultation has taken place with the Leader of the Council

4. Timetable for implementing this decision

- 4.1 If approved, the appointment will take effect from the date of the Council Meeting on 7th December 2021.

5. Comments from the Director of Finance and the Director of Law and Governance

5.1 Financial implications

There are no financial implications arising from these proposals

5.2 Legal implications

There are no legal implications arising from these proposals.

6. Other implications

Not applicable

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| Suzanne Bennett | Governance Services Co-ordinator | Law and Governance | 02/11/21 | 08/11/21 |
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| Julie Newman | Director of Law and Governance | - | 02/11/21 | 02/11/21 |
| Councillor G Duggins | Cabinet Member for Policy and Leadership | - | 08/11/21 | 08/11/21 |

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Council Meeting

7 December 2021

Booklet 1

Written Questions

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| 1. | <p>QUESTION SUBMITTED BY: Councillor R Simpson</p> <p>TO BE ANSWERED BY: Councillor K Caan, Cabinet Member for Public Health and Sport</p> |
| <p>TEXT OF QUESTION:</p> <p>“Can the Cabinet Member provide a breakdown of the costs incurred by Coventry City Council on the Avenue Indoor Bowls development thus far?”</p> | |

| | |
|---|---|
| 2. | <p>QUESTION SUBMITTED BY: Councillor R Bailey</p> <p>TO BE ANSWERED BY: Councillor J O’Boyle, Cabinet Member for Jobs, Regeneration and Climate Change and Councillor D Welsh, Cabinet Member for Housing and Communities</p> |
| <p>TEXT OF QUESTION:</p> <p>“Would the Cabinet Member like to confirm what the future plans are for the Priory Visitor Centre, what is going to happen with the national recognised collection of artefacts which have been housed in the centre, and what is the planned future for the Undercroft, bearing in mind how it is slowly deteriorating with no usage”</p> | |

| | |
|---|--|
| 3. | <p>QUESTION SUBMITTED BY: Councillor P Male</p> <p>TO BE ANSWERED BY: Councillor P Hetherton, Cabinet Member for City Services</p> |
| <p>TEXT OF QUESTION:</p> <p>“Could the Cabinet Member confirm how many Vehicle Activated Signs (VAS) we have across the city? How many can we extract useable traffic data from? What is the nature of the purchase and maintenance contracts for the VAS? Can the data be shared with ward Councillors?”.</p> | |

Council Meeting

7 December 2021

Booklet 1

Answers to Written Questions

1.

QUESTION SUBMITTED BY: Councillor R Simpson**TO BE ANSWERED BY: Councillor K Caan, Cabinet Member for Public Health and Sport****TEXT OF QUESTION:**

“Can the Cabinet Member provide a breakdown of the costs incurred by Coventry City Council on the Avenue Indoor Bowls development thus far?”

ANSWER:

A review into indoor bowls provision across Coventry is to be undertaken in a bid to understand how best to provide facilities for the city and its residents in the future, after plans to create a brand-new facility at the Avenue Bowling Club in Coundon were cancelled in November 2021.

In January 2018, the Council approved, in principle, the addition of £2.05m to the capital programme for the development of a new indoor bowls facility. The Avenue Bowling Club was selected as the preferred location for the development, due to the Club’s history of strong governance; the Club’s existing focus on creating an indoor facility on the site to complement the outdoor offer; and a financial plan that was deemed robust, with the proviso of delivering an ongoing annual rental income back to the Council. The proposal to proceed with the Avenue Bowling Club as the preferred option was supported by the English Indoor Bowling Association (the National Governing Body for the sport) and by the membership of both the Avenue Bowling Club and City of Coventry Indoor Bowling Club.

The costs incurred associated with the proposed development at Avenue Bowling Club are as follows:

| Initial Development Stage Fees: | Cost £ |
|---|----------------|
| Architects and Cost Consultant (incl. pre-construction - Stage 1 fees) | 137,913 |
| Planning (including additional project management and cost consultancy) | 13,126 |
| Other costs | 2,539 |
| Pre original planning - Ecologist | 1,815 |
| Ground investigations | 11,015 |
| Legal fees | 15,310 |
| External Evaluation | 950 |
| Fees Incurred on Project | 182,668 |

2.

QUESTION SUBMITTED BY: Councillor R Bailey

TO BE ANSWERED BY: Councillor J O'Boyle, Cabinet Member for Jobs, Regeneration and Climate Change and Councillor D Welsh, Cabinet Member for Housing and Communities

TEXT OF QUESTION:

“Would the Cabinet Member like to confirm what the future plans are for the Priory Visitor Centre, what is going to happen with the national recognised collection of artefacts which have been housed in the centre, and what is the planned future for the Undercroft, bearing in mind how it is slowly deteriorating with no usage”

ANSWER:

Coventry City Council have agreed Heads of Terms and will be finalising a lease for both the Priory Visitor Centre and the Undercroft with Coventry University Student's Union (CUSU) by the end of January 2022. Culture Coventry are relocating the national recognised collection of artefacts to alternative suitable locations.

3.

QUESTION SUBMITTED BY: Councillor P Male

TO BE ANSWERED BY: Councillor P Hetheron, Cabinet Member for City Services

TEXT OF QUESTION:

“Could the Cabinet Member confirm how many Vehicle Activated Signs (VAS) we have across the city? How many can we extract useable traffic data from? What is the nature of the purchase and maintenance contracts for the VAS? Can the data be shared with ward Councillors?”

ANSWER:

- There are currently 72 vehicle-activated speed signs in the city.
- 28 of those signs record speed data.
- All signs are purchased with a 5-year extended warranty that covers the following:
 - Costs of labour for unscheduled visits
 - Cost of replacement of faulty parts
 - Response to faults within 5 working days
 - Telephone support
- Data can be shared with ward councillors, but the data has to be downloaded manually on-site and we do not have the staff to do this on a routine basis.

