

POLICY OVERVIEW AND SCRUTINY COMMITTEE Overview & Scrutiny Committee Agenda

Date Tuesday 21 September 2021

Time 6.00 pm

Venue Crompton Suite, Civic Centre, Oldham, West Street, Oldham, OL1 1NL

- Notes
1. DECLARATIONS OF INTEREST- If a Member requires advice on any item involving a possible declaration of interest which could affect his/her ability to speak and/or vote he/she is advised to contact Paul Entwistle or Constitutional Services at least 24 hours in advance of the meeting.
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MEMBERSHIP OF THE POLICY OVERVIEW AND SCRUTINY COMMITTEE

Councillors Alyas, Brownridge, Curley, Hobin, McLaren (Chair), K Phythian, Surjan and Williamson

Item No

1 Apologies For Absence

- 2 Declarations of Interest

 To Receive Declarations of Interest in any Contract or matter to be discussed at the meeting.
- 3 Urgent Business

 Urgent business, if any, introduced by the Chair
- 4 Public Question Time

 To receive Questions from the Public, in accordance with the Council's Constitution.
- 5 Minutes of Previous Meeting

 To Follow.
- 6 Delivery of low carbon infrastructure in the Borough (Pages 1 - 18)
- 7 Youth Justice Plan (Pages 19 - 60)
- 8 Northern Care Alliance (NCA) NHS Group - employment support, local recruitment, and ongoing items. (Pages 61 - 68)
- 9 Oldham Homelessness Prevention and Reduction Strategy 2021-26 (Pages 69 - 146)
- 10 GM Taxi Standards - Vehicle recommendations

 Report to Follow.
- 11 Policy Overview and Scrutiny Committee Work Programme 2021/22 (Pages 147 - 158)



Report to POLICY OVERVIEW AND SCRUTINY COMMITTEE

Delivery of low carbon infrastructure in the Borough

Portfolio Holder:

Cllr Abdul Jabbar, Cabinet Member for Finance & Low Carbon,
Deputy Leader

Officer Contact: Emma Barton, Director of Economy

Report Author: Andrew Hunt, Programme Manager – Community
Wealth Building

Ext. N/A

21 September 2021

Purpose of the Report

To provide an update on funding arrangements for activities in the Oldham Green New Deal delivery programme which were unfunded at the time of the OGND report to the Committee in June 2021, and to set out the potential opportunity for a strategic collaboration with the private sector to help Oldham meet the carbon neutrality targets set out in the OGND Strategy.

Recommendations

That the Committee:-

1. Notes the progress in securing funding for some of the Council's previously unfunded projects and programmes, and the forward planning to progress others
2. Notes the contribution from GMCA-level decarbonisation initiatives and programmes to Oldham's Green New Deal programme
3. Endorses the proposed approach to engaging the private sector in Oldham's Green New Deal programme for more detailed consideration by senior officers and Cabinet members

Delivery of low carbon infrastructure in the Borough

1 Background

1.1 The Oldham Green New Deal (OGND) Strategy was adopted by the Council in March 2020. The Strategy set a number of objectives and pledges for delivery on environmental issues in a range of work areas, which broadly fit into three over-arching 'pillars':-

- Growing the green economy
- Low carbon infrastructure and a Local Energy Market
- Northern Roots

1.2 The OGND Strategy also set two carbon neutrality targets:-

- For Council Buildings and Street Lighting by 2025
- For the borough by 2030

1.3 An update report was presented to the Overview and Scrutiny Board in December 2020, summarising progress against the carbon neutrality targets, the impact of COVID19 on the delivery programme, targeted activities in areas of potential employment growth, achievements so far and the current status of the Generation Oldham community energy programme.

1.4 A further report setting out funding arrangements for the OGND programme was presented to the Policy Overview and Scrutiny Committee in June 2021

1.5 The Board noted that the success of the Oldham Green New Deal programme depends to a large degree on external funding, since the capacity of the Council to finance many of the proposed initiatives has been impacted year on year by budget cuts, and in particular over the last 18 months by the COVID19 pandemic crisis.

1.6 This report provides an update on funding arrangements for activities within the Oldham Green New Deal delivery programme which were unfunded at the time of the June update report. It also sets out a potential opportunity for a strategic collaboration with the private sector to help Oldham meet its carbon neutrality targets.

2 Current Position – funding update

2.1 An update on funding options / provision for projects which were not funded at the time of the last Committee report in June 2021 is as follows:-

2.2 Decarbonisation of Council Buildings

A Heat Decarbonisation Plan (HDP) for Council Buildings has been prepared by Unity Partnership, setting out a route to achieving maximum energy efficiency and minimum carbon footprint across the estate. The HDP includes establishing the potential to install physical measures such as insulation, renewable energy generation and electrical heating systems in Council Buildings, via a process of energy audits. These audits will be used to build the business case for investment in decarbonisation projects and provide a pipeline of projects which can be submitted for future rounds of government decarbonisation funding.

2.3 Wrigley Head Solar Farm

Wrigley Head Solar Farm is an estimated £1.1 million project which is still currently unfunded. The scheme currently requires 60% or higher grant funding intervention to make the scheme viable as the business case currently stands, although rising wholesale electricity prices may over time improve the business case to the point where a lower grant intervention rate, or even no grant at all, is required. A watching brief continues on this option.

Potential also exists to sell on the project to a third-party developer who could directly use the electricity generated themselves – a next step would be soft market testing to gauge the appetite of potentially interested parties, and this could commence once officer capacity is available in the Procurement team.

Another option could be to ‘bundle’ the solar farm with other low carbon infrastructure projects which have more favourable business cases. Oldham is participating in the GMCA “Go Neutral” initiative which may be able to identify further low carbon projects on Council-owned land and buildings. Wrigley Head Solar Farm could even be potentially ‘bundled’ with projects owned by other GM public sector organisations, although what appetite or opportunity might exist for this approach is not yet clear. As “Go Neutral” feasibility studies progress over the coming months, implications for Wrigley Head will become clearer.

2.4 Minewater Town Centre District Heat Network

Thus far, the Council has secured funding from the BEIS Heat Network Development Unit to commission a techno-economic feasibility study looking at the potential for a minewater-fed low carbon district heat network serving a number of large buildings in Oldham Town Centre. The feasibility studies, including studies prepared by the Coal Authority, show potential for a viable minewater district heat network. The Council applied for £4 million from the Towns Fund which would have covered the cost of developing the minewater boreholes and energy centre for a new heat network.

Feedback on the unsuccessful Towns Fund application can be summarised as follows:-

- a) The heat network proposal had limited alignment with the Towns Fund objectives in terms of renovating dilapidated assets (as the heat network would be underground) and the development of skills around heat network construction & operations
- b) The delivery plan submitted by the Council did not give confidence that the scheme could be delivered as planned within the proposed timescales
- c) The carbon and cost savings from the proposed scheme are dependent on the success of the drilling of the minewater boreholes

This feedback will be taken into account in any future work on the proposal and further development of the business case.

One of the scenarios identified by the work looked at linking the proposed new Town Centre heat network with the existing district heat network at St Mary’s which is owned by First Choice Homes and serves around 1,400 homes on that estate. The St Mary’s heat network has been renovated in recent years with a substantial grant from British Gas, and ownership of the heat network passed from the Council to First Choice Homes, who have continued to improve its operation. This scenario linking the two heat networks was by far the most commercially attractive, because the existing gas and biomass boilers in the St Mary’s energy centre are currently used to only a fraction of their capacity and could remove the need to install new backup gas boilers as part of the proposed new Town Centre heat network.

Even without the link with St Mary's however, the techno-economic study showed a viable district heat network for the Town Centre. This study assumed no grant funding, either from the Towns Fund or from any other source. However, grant funding will be available from BEIS through the new Green Heat Network Fund which is being set up to guarantee commercialisation of low carbon heat networks. Applicants to the new Green Heat Network Fund will need to provide a Market Transformation Commitments (MTCs) strategy as part of the application – this is designed to secure social value in local supply chains from the capital expenditure, and goes much deeper than simply including a social value score in the tender, involving deep engagement with potential local suppliers as part of project development. This approach is entirely aligned with the principles of Oldham's Green New Deal.

In terms of risk, one of the reasons the Council applied for Towns Fund grant monies for development of the minewater boreholes is that there exists a risk around this process, namely a residual possibility that the drilling exercise may fail to produce usable boreholes, due to a range of potential factors including inaccurate information held by the Coal Authority on the actual structure of the disused coal mines underneath the Town Centre. Although the Coal Authority believe this risk to be low, it is nonetheless a consideration for the proposal. This risk could be mitigated in a number of ways including securing grant funding from BEIS for the specific purpose of developing test boreholes (BEIS has previously funded three of these in other local authority areas), or by the Council engaging a private sector heat network developer to build the network on a concession basis, with one condition being that the heat network should be developed as a minewater-fed heat network if feasibility drilling allows. Either of these routes would remove the risk. The option of linking with the St Mary's heat network would also remove risk in terms of a contingency option, where the 3.5MW of biomass boilers at St Mary's could be used, although this would be a second preference to using minewater heat due to the need to physically source biomass fuel, deliver it to site and burn it to produce heat, with the consequent potential impact on air quality in the area.

Another significant risk associated with progressing the scheme is that although the estimated £250K of funding required for the Detailed Project Development (Outline Business Case) stage of the project could be funded for the most part by BEIS HNDU funding, it is estimated that the Council would still need to provide around £60K in revenue funding as match for the £190K of BEIS HNDU grant for this process.

2.5 Town Centre Linear Park and Green & Blue Infrastructure

An external source of funding to cover the design cost of the proposed Linear Park up to RIBA Stage 2 has been identified. This design work can then form the basis of a capital funding bid to any national funds which may be available in the future.

2.6 Northern Roots

Northern Roots has provisionally secured an initial £6.3 million in capital funding to commence delivery of the masterplan vision, subject to Full Business Case.

Additionally, Northern Roots has been shortlisted at Greater Manchester level as part of a consortium bid (with Positive Steps and Skills Mill) to the Community Renewal Fund, which, if approved, will provide £254k to Northern Roots, including a £60,500 contribution towards core team costs. Success from the CRF will position the project to receive future funding from the UK Shared Prosperity Fund, which will replace EU structural funding.

2.7 Decarbonisation of existing schools

Decarbonisation in schools is difficult to fund as it is the school which receives the financial benefit of savings on its energy bills, so there is no business case for the Council to invest. However, Oldham Council is part of a consortium bid to the Community Renewal Fund, which if successful will secure funding to carry out Investment Grade Audits of all Council-

maintained schools in the borough. No determination on the bid has been made at the time of writing.

2.8 Oldham Community Power Phase 2

At the time of writing no funding has been identified to support OCP in developing a business case for a Phase 2 of their project. However, there may be potential to secure funding to produce feasibility studies for the remaining maintained schools in Oldham, via the Community Renewal Fund bid as set out above – which OCP could then use for a future Phase 2 of their community energy scheme. Additionally, the GM “Go Neutral” initiative (which is identifying low carbon infrastructure projects on public sector owned assets across GM, including Oldham) will include an option to tender low carbon projects for development by community energy groups, which OCP could take advantage of.

2.9 COALESCCE

COALESCCE is an Interreg Europe project, led by Oldham Council, which supports community energy work in Oldham such as Oldham Energy Futures and Oldham Community Power, as well as community energy sector building in six other partner EU regions. The project directly influenced the Vision for the GM city region in the GM 5-year Environment Plan. Originally a 1.3 million Euro project, COALESCCE has recently been granted a further 314,000 Euro which includes a further 80,000 Euro in revenue funding for Oldham Council, for a 12-month extension to the project.

2.10 Growing the green economy / jobs & skills

Up to £30K has been identified from the FOUNDATION Interreg Europe project to cover the cost of a SWOT analysis of Oldham’s green economy post-pandemic and produce an action plan to enable the Council to focus on creating jobs and training opportunities in this key sector. The opportunity has been tendered and work on the study will commence in the near future once a consultant has been selected.

2.11 Retrofit Skills Hub – Oldham College

European Social Funding of £1.1m has been awarded to Low Carbon Academy, which is part of North West Skills Academy, by Greater Manchester Combined Authority (GMCA) to train and upskill over a thousand individuals to retrofit buildings across Greater Manchester.

The funding will enable the launch of the Retrofit Skills Hub. It will be delivered by North West Skills Academy along with partners The Retrofit Academy, The Manchester College, Oldham College and Fabric. A total of 1,140 people will be trained to ensure the city-region’s homes and buildings are fit for a low-carbon future.

3. **Working with the private sector**

3.1 The next section of this report focuses on the potential for a strategic partnership in Oldham between the Council and partners and a private sector low carbon infrastructure provider, to help meet the Oldham Green New Deal carbon neutrality targets whilst securing inward investment and opportunities for training and employment for Oldham residents.

3.2 GMCA Go Neutral

The GM Combined Authority is leading an initiative called “Go Neutral”. The GM Low Carbon Team (in the Environment directorate) is providing technical consultancy services to public sector organisations across the city region which will help them to identify ‘smart energy’ project opportunities on publicly owned assets, to support the city region’s efforts to achieve the 2038 carbon neutrality target set by the GM 5-year Environment Plan.

This ‘sweep’ includes Oldham Council and the authority has submitted a ‘short list’ of 19 Council-owned sites which could have potential for either renewable energy generation or

another low carbon technology such as Electric Vehicle charging infrastructure. These sites will go forward for detailed feasibility, which will be funded by GMCA from grant income.

GMCA is setting up a 'call-off' procurement framework which the complete list of opportunity sites from all GM public sector organisations will be tendered on. The site owners (in our case, Oldham Council) will be given a choice as to which delivery model each site will pursue: either the project will be Council owned and funded and the procurement will be for a construction partner, or the site will either be leased out for a rental income to a private developer who would own and construct the facility, or for peppercorn rent to a community energy group such as Oldham Community Power.

It is envisaged that the final tender exercise will take place from July 2022 onwards.

The Go Neutral work could make a significant contribution to the Council's 2025 carbon neutrality target for Council Buildings and Street Lighting.

3.3 GMCA Local Energy Market project

The GM Combined Authority is working with a number of partners, including Energy Systems Catapult, on an Innovate-UK funded project to create a 'Local Energy Market' (LEM) in GM.

Creation of a LEM is also an objective of the Oldham Green New Deal Strategy. A LEM would enable direct ("peer to peer") trading between renewable energy generators and consumers in the borough and wider city region. This would support the business case for the development of local renewable energy generating facilities, boosting the decarbonisation of the local energy supply, and would also reduce energy costs for households and businesses. Bringing an overall local economic benefit from the retained wealth associated with local clean energy generation.

Before a LEM can be created however, a mapping exercise needs to be carried out to identify opportunities for renewable energy generation across the city region, and Energy Systems Catapult are working in three tranches with the 10 GM local authorities to create a Local Area Energy Plan (LAEP) for each borough. This exercise is similar to the Go Neutral exercise, except it is not confined to public assets and covers the entire geographical area of Greater Manchester. From this exercise, Oldham will have its own LAEP which can then be used to inform other work such as preparation of the Local Plan and any future collaborations with the private sector, including Oldham landowners, to develop renewable energy schemes in the borough.

The eventual development of a technology-enabled peer-to-peer trading platform for renewable energy in Oldham borough will be the final element to enable the development of the renewable energy generation opportunities mapped out in the LAEP.

The development of a LEM is a key piece of work supporting Oldham's ambition to be carbon neutral as a borough by 2030.

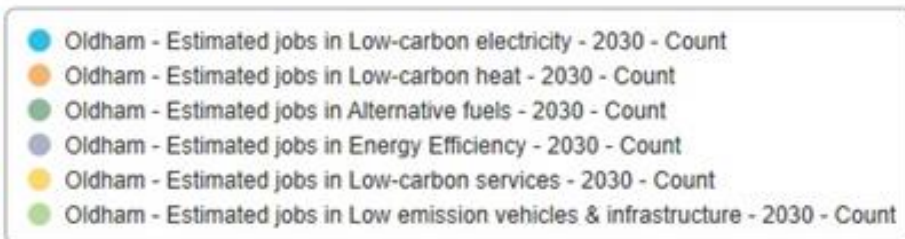
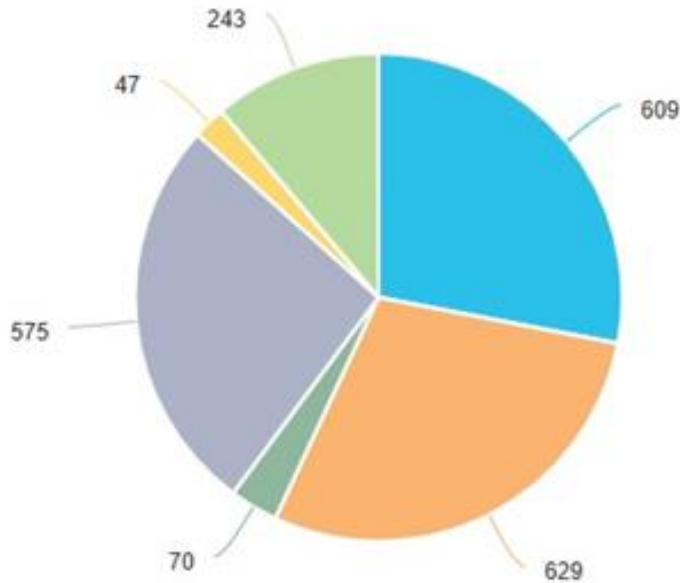
3.4 Potential for strategic partnership with a private sector infrastructure organisation

The approach proposed in the Oldham Green New Deal Strategy to meeting the 2030 borough-wide Net Zero target relies on wide-scale interventions which have the potential to make a substantial impact on carbon emissions in the medium and longer term. The strategy suggests as examples of such interventions :-

- Leading a strategic partnership of anchor institutions in the generation and procurement of locally produced renewable energy, as well as energy efficiency programmes

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- Creating a Local Energy Market to enable local renewable energy generators to sell directly to local users (as per the GMCA LEM project discussed above)
 - Investing in, and supporting the development of, large-scale low carbon anchor energy infrastructure such as low carbon district heat networks (as per the proposal for a minewater fed heat network for Oldham Town Centre)
 - Supporting the development of Oldham's green economy
 - Securing inward investment in the local green economy including from national government, GM level programmes and the private sector
- 3.5 Some progress is being made on the above activities but the Council itself has a limited resource to bring to bear, and since the advent of the COVID19 crisis is increasingly reliant on external sources of funding. Positively however, national government is prioritising the low carbon sector for investment as part of its overall economic recovery strategy, and significant sums of public money are being made available via grant schemes for decarbonisation programmes in the public sector, housing, transport and energy generation sectors.
- 3.6 The private sector stands to benefit from the government funding being invested in national decarbonisation programmes through project delivery / construction contracts but is also itself looking to develop low carbon infrastructure portfolios, recognising the direction of travel set by central government towards the national 'net zero' carbon target as well as the nearer term targets set by Councils which have declared a 'climate emergency' (typically 2030 as Oldham Council) and looking to capitalise on the low carbon transition.
- 3.7 The above means that there is a significant opportunity for Oldham to benefit from a "green recovery" in terms of demand for local 'green' sector businesses and high-quality jobs and training opportunities for residents in this key sector.
- 3.8 Oldham's Green New Deal programme includes a number of community energy initiatives which support residents to build their knowledge and skills base with a view to gaining training and employment in this key growth sector. However, this support needs to be matched by large-scale inward investment into the borough to create these jobs, training and business opportunities.
- 3.9 An evidence base for targeting Green New Deal activities in Oldham is available from the LGA Green Jobs online report. The pie chart below shows the number of jobs in Oldham which the LGA expects to be created in meeting the national 2050 carbon neutrality target by the 2030 'milestone'.

2030



3.10 Of course, Oldham’s own carbon neutrality target for the borough is 2030 so if this target is to be met, even more jobs will need to be created to meet the demand for low carbon goods and services. The recently announced new government target of a 68% cut in emissions nationally by 2030 on the 1990 baseline also indicates that there will be intensified economic activity aimed at success by this date.

3.11 As mentioned above, private sector energy infrastructure companies are recognising the potential and need to diversify their business models and portfolios by investing in low carbon infrastructure schemes. Examples of such low carbon infrastructure schemes might be:-

- Solar farms and industrial rooftop arrays
- Wind farms
- Hydroelectric plants
- Energy storage facilities
- District Heat Networks
- Air and Ground Source Heat Pumps
- Electric Vehicle charging facilities

3.12 However, the deployment of large-scale energy infrastructure requires a strategic approach, taking into account factors such as mapping energy demand, the availability of land and assets for renewable energy generation, logistical challenges associated with integrating new infrastructure with the existing energy grid and built environment and dealing with the associated statutory and regulatory bodies, the economic demographics of

populations, and the challenge of dealing with a wide range of energy consumers in multiple sectors.

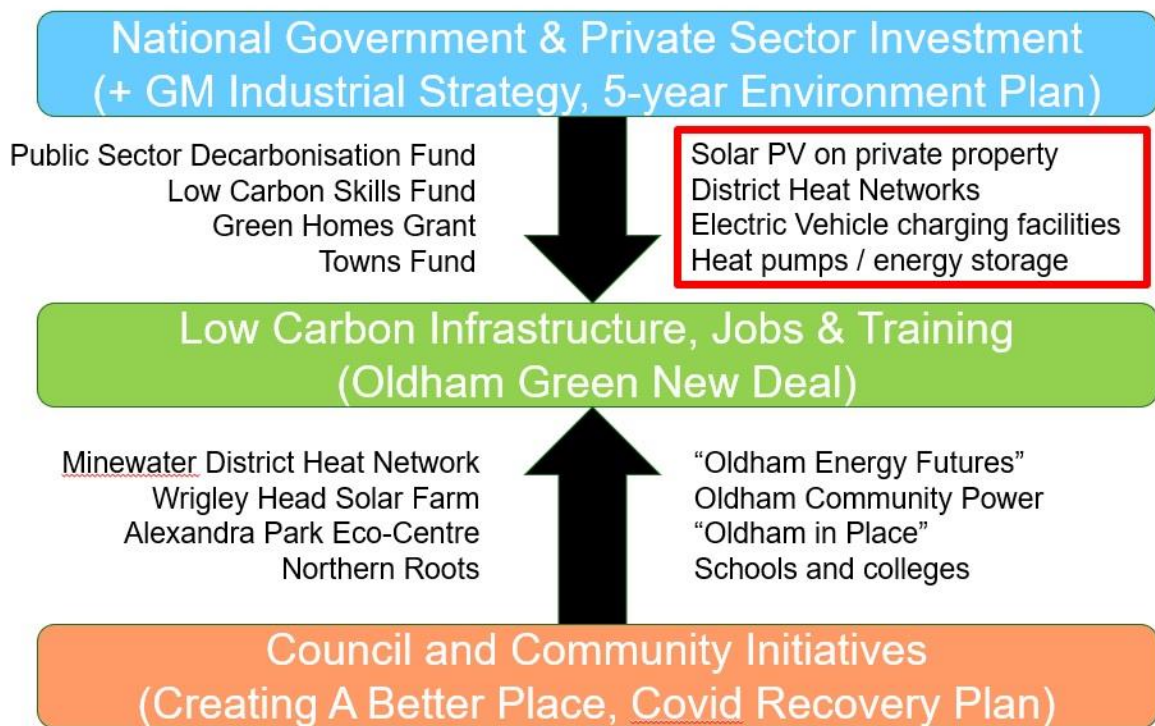
- 3.13 In summary, the private sector has the financial resources and the staffing capacity to develop, invest in and deliver wide-scale low carbon infrastructure. What it lacks is a strategic anchor, endorsement and integration / co-ordination with the various planning and regulatory bodies and an approach that would justify a resource commitment to identification, development and delivery of schemes on a long-term basis.
- 3.14 The Council on the other hand holds the reins on planning and regeneration as well as engagement with residents, businesses and strategic anchor organisations, but does not always have the finances or capacity to develop low carbon infrastructure itself, except for where government funding is provided as an enabler. The Council also holds strategic information about the potential for low carbon infrastructure in the borough, as a result of participation in GMCA-level initiatives such as Go Neutral and Local Area Energy Planning as discussed earlier in this report.
- 3.15 The table below shows a summary of the resources required / available, benefits and risks in any potential Council / private sector partnership:-

	Council	Private sector infrastructure provider
Resources	<p>Co-ordination with regeneration, housing, asset management programmes</p> <p>Co-ordination with energy procurement arrangements for Council and other anchor organisations</p> <p>Use of Council name / logo in promotions / endorsements</p> <p>Communications activities to support engagement with residents / businesses</p> <p>Co-ordination with Highways / Planning Authority</p> <p>Strategic information from participation in GMCA-level initiatives such as Go Neutral and LAEP</p>	<p>Investment finance</p> <p>Capacity to engage with landowners, businesses, residents</p> <p>Technical capacity to carry out feasibility work and scope out technology options</p> <p>Capacity to carry out procurement and delivery of low carbon infrastructure</p> <p>Capacity to engage with regulatory and infrastructure bodies e.g. Electricity North West, acting on behalf of the Council</p>
Benefits	<p>Inward investment into the borough</p> <p>Jobs, training and business opportunities around project delivery secured via social value portal (TOMs)</p>	<p>Strategic anchor for long-term investment strategy</p> <p>Use of Council name / brand brings confidence / legitimacy in engagement with residents / businesses</p>

	<p>Reduction in energy costs for homes and businesses</p> <p>Builds Oldham's reputation as a destination for 'green' sector businesses</p> <p>No financial commitment required, only officer time / co-ordination with strategic regeneration programmes</p> <p>Could add value to government funding for decarbonisation schemes and a quick route to market for delivery to meet funding condition deadlines</p>	<p>Reputation with other local authorities – demonstrator leading to further business opportunities</p> <p>Potential access to public sector funding as match for investments under a Joint Venture arrangement</p>
Risks	<p>Reputational risk with use of Council name / branding – could Council be liable in the event of failure of schemes / bankruptcy of provider etc?</p> <p>Procurement challenges around sourcing up to 100% of Council electricity requirement from renewable generators via PPAs – approach could be developed with Oldham Partnership</p> <p>Residents / businesses will be locked into low carbon infrastructure business models developed by the provider</p> <p>Contract break clauses are not sufficient to provide best value over the longer term</p>	<p>Significant upfront investment in capacity / feasibility which may be abortive if partnership is not extended between phases and break clauses are invoked</p> <p>Investment in feasibility work / engagement activities with private and community asset owners could be abortive if feasibility does not show deliverable projects</p> <p>Landowners, residents, community groups, businesses not willing to work with provider</p> <p>Local factors e.g. grid capacity are a barrier to deliverable projects</p>

3.16 A partnership arrangement could include the setting up of a Joint Venture / Special Purpose Vehicle to deliver and operate the low carbon infrastructure schemes. This could serve to mitigate some of the risks associated with relying on a single external provider and could give the Council more long-term control over some of the infrastructure in the borough. Other anchor organisations in the Oldham Partnership could also be interested in such a co-produced and co-owned approach to infrastructure.

3.17 Such a partnership would complete the Oldham Green New Deal strategic approach as per the illustration below. The partnership contribution to the programme is show in the red box.



3.18 Procurement and social value considerations

The Council could procure a low carbon infrastructure partner both to work both with the Council and also other organisations in the borough, in particular ‘anchor’ institutions including the Oldham Partnership.

3.19 The structure of a contract for a strategic partnership of this nature could be split into several phases / modules, with break clauses between them. An example could be as follows:-

Phase 1 – Pilot Scheme / scoping phase	12-month contract with two objectives:- <ul style="list-style-type: none"> • A renewable energy scheme on privately owned land / property with a PPA to the Council • Production of outline programme for Phases 2 and 3
Phase 2 – 2-year programme (2025 target)	2-year contract to follow on from Phase 1 <ul style="list-style-type: none"> • Identification and / or development of renewable energy generation in the borough to contribute to the 2025 Council carbon neutrality target via PPAs with generators and renewable heat infrastructure • Delivery of low carbon schemes which support the Creating A Better Place programme, e.g. Town Centre District Heat Network, rooftop solar PV and Electric Vehicle charging points • Set up a Joint Venture / Special Purpose Vehicle between the Council and the provider to set up and

	<p>operate low carbon infrastructure schemes e.g. those mentioned above</p> <ul style="list-style-type: none"> • Support for community energy initiatives in the borough e.g. Oldham Community Power, Oldham Energy Futures • Development of a Green Business Park / Centre, potentially either aligned with the Mills Strategy or GM Mayoral Enterprise Zone commitment at Stakehill • Production of detailed programme for Phase 3
Phase 3 – 5-year programme (2030 target)	<p>5-year contract to follow on from Phase 2</p> <ul style="list-style-type: none"> • Net zero decarbonisation strategy for all ‘anchor’ strategic partners, as demonstrated by the Council by 2025 (Phase 2) • A net zero offer for homes and businesses, as part of the Warm Homes Oldham / Oldham Enterprise Trust / Oldham in Place offers • Borough-wide net zero transport decarbonisation strategy (EV charging network), working with TfGM, GMCA etc

3.20 The activities in the above programme will be complemented the GM-level programmes mentioned earlier in this report such as Go Neutral and the Local Energy Market / Local Area Energy Plan project.

3.21 There may also potentially be scope to include other transformational technology infrastructure in the low carbon infrastructure partnership contract, e.g. digital communications infrastructure (superfast broadband), which is another enabler of economic strength and prosperity and will be equally critical to supporting Oldham businesses and attracting others to the borough.

3.22 Any low carbon infrastructure partnership contract should maximise the social value to Oldham. This can be done via Oldham’s social value portal which uses the Themes, Outcomes and Measures (TOMs) approach. The Green New Deal TOMs in Oldham’s social value portal cover the following areas:-

- Carbon emissions
- Air quality
- Natural environment
- Resource efficiency / circular economy
- Sustainable procurement
- Social innovation

3.23 A priority outcome for a low carbon infrastructure partnership contract would be the use of local businesses and workers wherever possible to deliver low carbon infrastructure projects. This is dealt with comprehensively by all 20 of the TOMs in the “Inclusive Economy” theme but could also be captured under “sustainable procurement” under the Green New Deal Theme. Where the Council is not directly procuring sub-contractors, the

main provider could have much more flexibility when it comes to ensuring that the local economy benefits from contracts. The Government has also indicated that further to the UK leaving the EU, it intends to bring in flexibility in procurement rules which will mean that certain lower-value contracts (under approx. £4.7 million) could be geographically ring-fenced by local authority area where it makes sense to do so.

3.24 Next steps

This report provides a summary of what a strategic partnership with a private sector low carbon infrastructure provider might look like, what the benefits and risks could be, and what resources would be required from, and provided by, each partner.

3.25 If this approach is endorsed by the Committee, next steps would be further consideration by officers and the Cabinet Member to establish officer capacity to progress the work and potential timescales for delivery. Following these considerations and approvals would be the preparation of a draft tender specification for such a partnership arrangement, and the preparation of a Cabinet report requesting approval to carry out a procurement exercise to select a provider and enter into a partnership agreement such as that proposed in this report.

4 **Key Issues for Policy Overview and Scrutiny to Discuss**

4.1 On balance, do the potential benefits of the proposed approach outweigh the risks for the Council? Are there any potential benefits or risks which have not been identified and captured in this report?

5 **Key Questions for Policy Overview and Scrutiny to Consider**

5.1 Is the proposed approach to engaging the private sector in Oldham’s Green New Deal programme the right approach for Oldham and compatible with Oldham’s co-operative ethos and commitment to Community Wealth Building principles?

6. **Links to Corporate Outcomes**

6.1 Corporate Plan: the Council’s current Corporate Plan is the Covid Recovery Plan.

Covid Recovery Plan 2021-2022



Championing a green recovery:-

- All activities in the Oldham Green New Deal programme contribute towards 'championing a green recovery'.

Creating and protecting jobs & supporting businesses:-

- One of the three pillars of the Oldham Green New Deal Strategy and delivery programme is 'growing the green economy' and activities under this pillar will protect jobs and support businesses. Any strategic partnership with the private sector could bring contracts for local businesses via Oldham's Social Value Framework.

Prioritising education & skills:-

- Any strategic partnership with the private sector would secure training opportunities for residents via Oldham's Social Value Framework. Inward investment brought into the borough for the green economic sector can stimulate demand for 'green' sector training courses at e.g. The Oldham College.

Driving equality:-

- The Warm Homes Oldham programme aims to eradicate fuel poverty which is a major aspect of inequality in the borough. Any strategic private sector partnership would need to support a 'just transition' to a low carbon economy, in which all residents can participate and benefit.

Investing in quality housing:-

- A number of Oldham Green New Deal initiatives contribute to investment in quality housing, including Warm Homes Oldham, RED WoLF, and Oldham Energy Futures.

6.2 The Oldham Plan

Inclusive Economy

- Investment:-
 - We will challenge the orthodox investment model at Greater Manchester and beyond where it doesn't benefit the people and the areas that need investment the most
 - We will support the growth of our key employment capabilities seeking and supporting increased innovation and enterprise
 - We will continue to invest in Oldham and stimulate investment
- Human capital:-
 - We will develop a productive and integrated education, skills and employment offer for Oldham
 - We will ensure a great education and vocational training offer and enable residents to be life ready and work ready
 - We will ensure effective business support to increase investment in enterprise, skills and training including apprenticeships
- Confident and connected:-
 - We will grow Oldham as a social, cultural and green innovation borough
 - We will promote and increase tourism by utilising our natural, cultural and heritage assets
- Anchor institutions and social value:-
 - We will maximise the collective strengths we have as the borough's anchor institutions by making the most out of every pound we spend, every asset we have and our collective workforce for public good and align to joint social value outcomes

Co-operative Services

- Brilliant everyday collaborations at scale:-
 - We will build new collaborations that improve living standards and the life chances of Oldham residents
 - We will bring in funding and expertise to Oldham to do great things

Thriving Communities

- Co-operative workforce:-
 - We will ensure assets based working and co-production is embedded in our unified workforce

7 Financial Implications

7.1 The current Green New Deal Schemes are detailed in the body of the report. As new schemes are identified and current proposals are developed, there needs to be detailed business planning, in line with current Council procedures, to ensure that all schemes are robust and financially viable. All proposed schemes should also be in alignment with other Council strategic objectives and should maximise the use of external funding within the Council's regulatory framework.

7.2 There are range of, potentially complex, partnership arrangements outlined in the report, and there will need to be careful due diligence for both each individual proposal and the programme overall, to ensure that the Council is employing its assets optimally and in line with the Council's Strategies.

(James Postle)

8 Legal Services Comments

8.1 Any Green New Deal Schemes put forward will also need early engagement with Legal, Finance, Procurement and Risk and Insurance officers and appropriate due diligence will need to be undertaken.

Any grant funding should be approved according to the Council's Constitution with advice from Legal Services and a careful eye to grant funding terms and conditions to ensure these can be met and are within budget.

Any contracts entered into and/or works/services procured by or on behalf of the Council must comply with The Council's Contract Procedure Rules and Financial Procedure Rules.

Any land transaction entered into must comply with the Council's Land and Property Protocol.

[Sukie Kaur – Solicitor]

9 Co-operative Agenda

9.1 An Oldham Green New Deal partnership such as that proposed in this report would support co-operative working across the Oldham Partnership to deliver the benefits set out in the Oldham Green New Deal Strategy, including jobs and training opportunities for residents. The proposals would support the Creating A Better Place programme, the principles of

Community Wealth Building in Oldham and the aspirations of the Oldham Plan to build an Inclusive Economy, Thriving Communities and Co-operative Services, as a Green Innovation Borough.

[Andrew Hunt]

10 **Human Resources Comments**

10.1 N/A

11 **Risk Assessments**

11.1 N/A

12 **IT Implications**

12.1 N/A

13 **Property Implications**

13.1 The Council's Property Services is liaising with the Oldham Green New Deal Programme Manager to provide relevant property information required to identify potential energy efficiency schemes and to inform feasibility studies and grant submissions.

[Peter Wood]

14 **Procurement Implications**

14.1 The Green New Deal Schemes are detailed in the body of the report and will require early engagement of the procurement team. As new schemes are identified and current proposals are developed, there needs to be detailed business planning, in line with current Council procedures, to ensure that all schemes are robust and financially viable supported by business case. All proposed schemes should also be in alignment with other Council strategic objectives and should maximise the use of external funding within the Council's regulatory framework. The use of external funding needs to be in full compliance with the funder's terms and conditions, specifically around the procurement of goods, services, and works.

[Dan Cheetham]

15 **Environmental and Health & Safety Implications**

15.1 Environment: An Oldham Green New Deal partnership such as that proposed in this report would deliver actions to help achieve the carbon neutrality targets and other environmental objectives in the Oldham Green New Deal Strategy.

[Andrew Hunt]

16 **Equality, community cohesion and crime implications**

16.1 N/A

17 **Equality Impact Assessment Completed?**

17.1 N/A

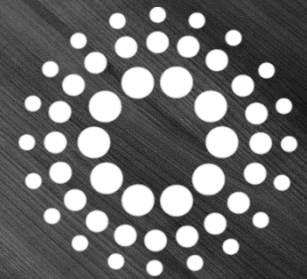
18	Key Decision
18.1	N/A
19	Key Decision Reference
19.1	N/A
20	Background Papers
20.1	N/A
21	Appendices
21.1	None

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YOUTH JUSTICE STRATEGIC PLAN

2021/2022



POSITIVE STEPS

SUPPORT | CHALLENGE | CHANGE

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PURPOSE OF THE PLAN

This plan seeks to inform the strategic direction of Oldham Youth Justice Service (YJS) in 2021/2022 and outline how it will achieve its primary functions and the identified key objectives and developments.

The primary functions of the services are:

- The reduction in First Time Entrants (FTE) to the criminal justice system
- The reduction in Re-Offending following both pre and post court disposals.
- The reduction in the use of Custody for offenders
- To effectively protect the public
- To effectively safeguard children and young people

INTRODUCTION (INCLUDING PARTNERSHIP ARRANGEMENTS)

Oldham is a complex, challenging place to deliver Youth Justice. With a population of 232,724 the borough is considered an area with 'pockets of prosperity' characterised by a burgeoning youth population with 22.5% of residents under 16. There is a high representation of Asian British heritage amongst its diversity, with 10.1% Pakistani and 7.3% Bangladeshi. Levels of deprivation are ranked amongst the highest in the country and average household numbers also higher than national averages. Oldham is in the top 1% of deprivation in England and has seen particularly stark increases in crime levels, according to 2019's Indices of Deprivation.

2020/2021 was one of considerable challenge for the service; COVID-19 dominated the planning of the service and delivery was affected by the 'lockdown' arrangements. Despite this the service has been resilient and continued to deliver face to face services to young people and families throughout. Special praise should be reserved for the staff, management and support teams who have maintained high quality services throughout. It has also been a period of accelerated learning; we have developed a virtual offer that young people have engaged well with, alongside critical direct contact for those in need. This learning underpins all our plans for 2021/22.

Performance has been outstanding throughout this period. Oldham is now consistently performing at an improved level to all comparators, including that of England and Wales. Given the town's level of deprivation and overall context that is a fantastic achievement and one that reflects on the skills of the team but also the commitment of the wider partnership to the service; youth justice is by nature dependant on a wide variety of expertise and support and the leadership of the Management Board has been critical to these outcomes.

Oldham is one of nine youth justice services in Greater Manchester within the Northwest region. To the best of our knowledge, Oldham YJS is the only statutory YJS in England & Wales which is sub-contracted by the Local Authority and directly delivered by an independent charitable trust - Positive Steps (PS). PS also provides an integrated range of young people's services, including: information, advice & guidance services; a prevention and diversion offer aimed at preventing young people from entering the youth justice system, missing from home return interviews and the young carers' support service. We also deliver a range of family-based services. The Centre, through which all these services are delivered, also hosts a range of partner services including: Healthy Young Minds; a generalist nurse and assistant practitioner team; counselling services; housing advocacy and mediation services and the after-care duty team from the Council's Children's Social Care. Oldham is a medium-sized YJS, **employing 29 staff and currently has 15 volunteers**. The staff team is a diverse reflection of the community we service **with six staff from BAMER backgrounds**.

In addition to our directly employed staff the YJS benefits from two seconded police officers. Health services provide a nurse who assess all YJS clients and provides direct medical support or referral where needed. The Probation service second a Probation Officer and Service Officer. We employ a Volunteer Coordinator within Positive Steps and within the YJS have a strong volunteer workforce which contributes, in the main, to the work the service undertakes with young people subject to Reparation and Referral Orders. Additionally, we are supported by an education team based within Positive Steps; this ensures full compliance with the Crime and Disorder Act provisions.

The YJS has a strong tradition of working effectively with partners at a range of forums including:

- Children and Young People’s Alliance
- Health and Wellbeing Board
- Greater Manchester Senior Leadership Group (GMSL)
- Community Safety and Cohesion Partnership (CSCP)
 - Reducing reoffending board (as joint chair)
 - Delivery group
- Oldham Children’s Safeguarding Partnership including the following subgroups:
 - Complex and Contextual Safeguarding
 - MASH Governance Board
 - Serious Case Review & Scrutiny
- Greater Manchester Youth Justice University Partnership (GMYJUP)
- Children and Young People’s Emotional Wellbeing and Mental Health Partnership
- Corporate Parenting Panel
- Northwest Resettlement Consortium (as lead organisation)
- Violence Reduction Unit (As Greater Manchester Lead)

POSITIVE STEPS (PS)

As an independent charitable trust, Positive Steps Oldham (PS) is unique in England in the way it provides an integrated range of support services for young people.

The objects for which the Company is established (“**Objects**”) are:

1. to advance the education and training of young people in order to prepare them for working and adult life;
2. the relief of unemployment for the public benefit in such ways as may be thought fits, including providing assistance to find employment;
3. the provision of recreational facilities for young people in the interests of social welfare;
4. the promotion of public safety;
5. the prevention of crime and the rehabilitation of young offenders;
6. advancing in life and helping young people by developing their skills, capacities and capabilities to enable them to participate in society as independent, mature and responsible individuals;
7. the relief of sickness and the preservation of health among people residing permanently or temporarily in such locations as the Company is commissioned to deliver services;
8. the provision of support and activities which develop their skills, capacities and capabilities to enable them to participate in society as mature and responsible individuals;
9. to assist in the treatment and care of persons suffering mental or physical illness arising from substance abuse or in need of rehabilitation because of such illness.

STRUCTURE AND GOVERNANCE

Positive Steps is governed through a Board of Trustees comprised of elected members and community representatives. The YJS is overseen by a Youth Justice Management Board which reports to both the Children’s Trust and the Community Safety and Cohesion Partnership. Quarterly meetings are held to hold the service to account and performance monitoring is well embedded within these meetings. Performance monitoring includes ensuring that terms and conditions set out in the YJB grant are maintained. The board is active and represents statutory partners but also the wider partnership essential to overcome barriers to multi agency working. Youth justice governance principally comes from the statutory functions of the Youth Justice Management Board. Strategic influence and governance are strong; the Director of Children’s Services is a vocal advocate of the service both within Oldham and across the region. The Service also leads the resettlement consortium across GM and the Head of Service is currently working as the GM lead within the Violence Reduction Unit, developing public health responses to increasing levels of violence.

Positive Steps Oldham – Board of Trustees

Partner Representatives

Mrs Julie Edmondson
Chair
(Community Representative)

Ms J Joanne Taylor
Vice Chair
(Community Representative)

Ms Hannah Roberts
(Community Representative)

Mr Muzahid Khan
(Community Representative)

Nicola Robinson
(Community Representative)

Oldham MBC

Clr Abdul Malik

Clr Ros Birch

Clr Graham Shuttleworth

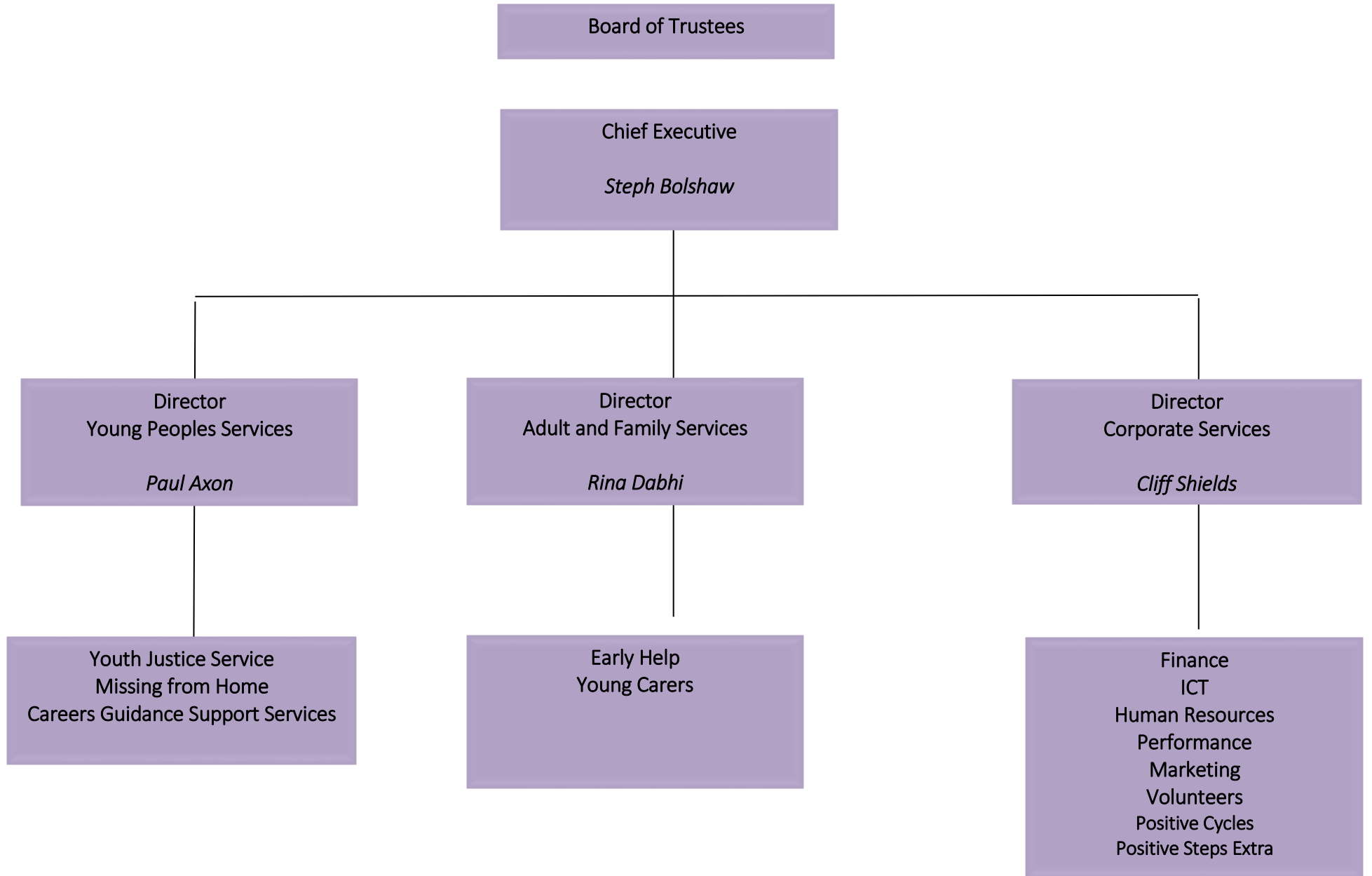
Clr Dianne Williamson

IN ATTENDANCE

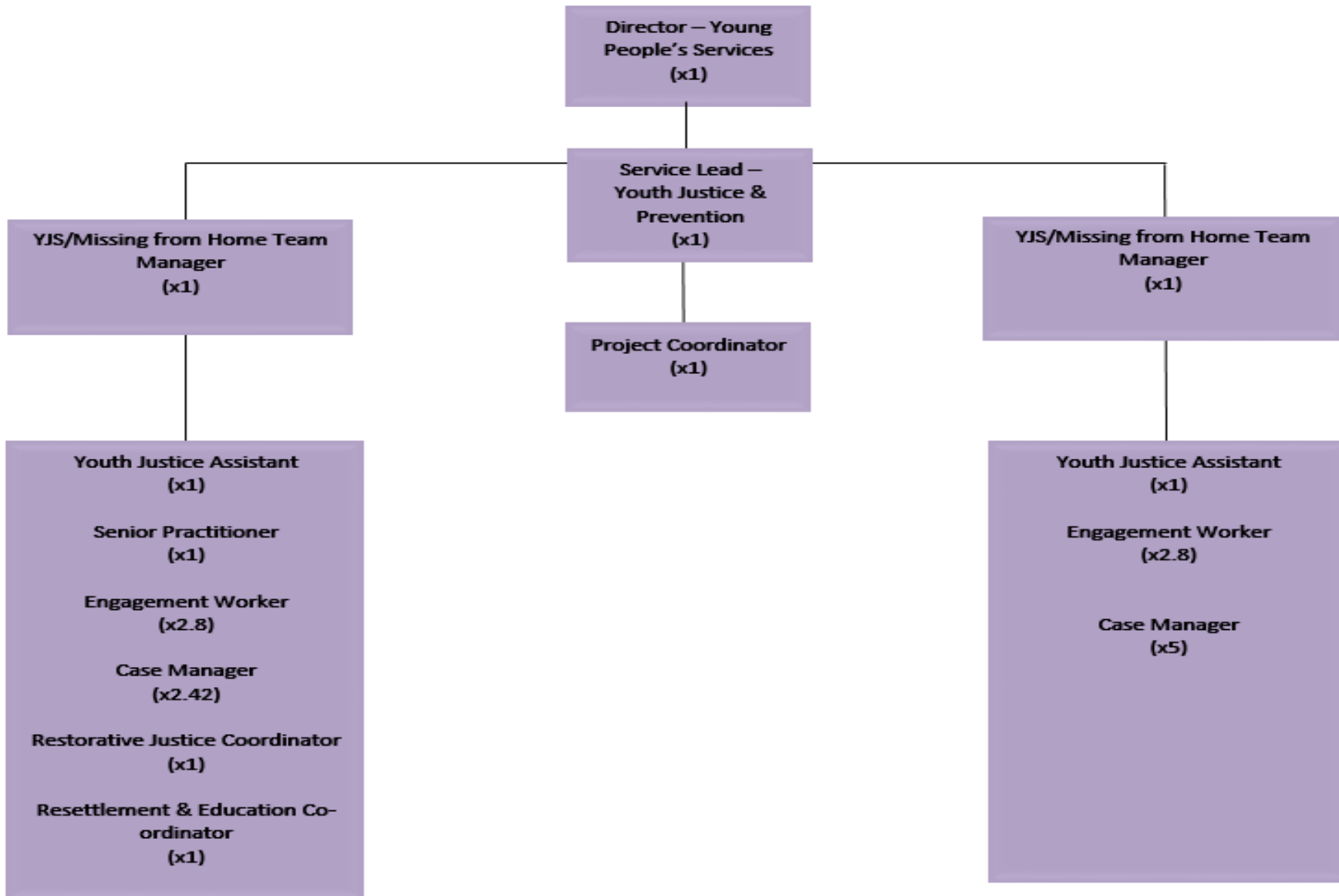
Ms Steph Bolshaw
Chief Executive
Positive Steps

Mr Cliff Shields
Company Secretary
Positive Steps

OVERALL STRUCTURE



YOUTH JUSTICE SERVICE



OLDHAM YOUTH JUSTICE SERVICE - MEMBERSHIP OF YOUTH JUSTICE MANAGEMENT BOARD

Name	Job title	Organisation
Gerard Jones (Chair)	Director of Children's Services	Council
Steph Bolshaw	Chief Executive	Positive Steps
Paul Axon	Director of Young People's Services (Head of YJS)	Positive Steps
Elaine Devaney	Director of Children's Social Care	Council
Richard Lynch	Director Education Skills and Early Years	Council
Moira Fields	Senior Housing Needs Officer	Council
Janice France	Head of Cluster National Probation Service Greater Manchester - Bury, Rochdale, Oldham	National Probation Service
Jennie Davies	Head Teacher for the Virtual School	Oldham Council
Jonathan Martin [Christopher French]		Greater Manchester Police
John Cotton	Head Legal Advisor	South Cluster Magistrates Court
Siobhan Ebdon	Head of Children's Services	Community Health Services

Angela Welsh	Senior Commissioning Business Partner	NHS Clinical Commissioning Group
Kay Thomas	District Manager	Bridgewater Community Healthcare
Meghan Ward [Andrea Weir]	Senior Commissioning Officer for Children	Clinical Commissioning Group
Lorraine Kenny	Community Safety Manager	Oldham Council
Laura Windsor-Welsh	Partnerships Service Manager	Action Together

STRATEGIC PRIORITIES AND PLANS (INCLUDING RISKS TO SERVICE DELIVERY)



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Our Ambition for 2021-2022

Oldham is working hard to ensure that young people at risk of or involved in offending are given the best opportunities to engage in positive activities and move away from decisions that put themselves and communities at risk. This was clear within 2018's HMIP inspection which found many areas of outstanding practice and noted '**children and young people are at the heart of everything this service does**'. We want to build on these strong foundations, ensuring that the community is safe, and that victims of youth crime and disorder are given a strong voice within the system that can be a central part of diversion and rehabilitation. Through an increased focus on partnership working and an ambitious agenda for change we believe we can build on good performance and continue to improve to deliver these outcomes.

We have set the agenda for 'child first' approaches to youth justice and recent projects and practice in trauma and contextual safeguarding to support diversion and rehabilitation are strong evidence of this work.

Youth violence has become a key factor in shaping service delivery in Oldham. Across the community and partnership, the impact of serious violence has been felt over recent years with serious and multi-agency case reviews highlighting the damage caused and the need to take new approaches. We recognise that those involved in youth violence are often not those that are familiar to the justice system and therefore need an improved partnership approach to intelligence sharing and identification of need. Oldham's 'diversion and prevention panel is a significant step in attempting to resolve this issue. The development of this approach and associated improvements in directing and targeting resources will be key to an overall strategy for success in incidents of youth violence and general diversion and prevention of offending.

The Service is not only responsible for the management of young people in the justice system; we also hold responsibility for both victims of crime and ensuring that families and communities needs are heard and met through our service offer. We have strengthened our approach to victims in recent years through the development of a specific role meeting these needs and aim to continue to grow that offer in 21/22. It is vital that victim's needs are heard and responded to effectively rehabilitate and prevent further harm.

The following strategic plans, based on our key priorities, outline our ambition our commitment to achieving improved performance and outcomes for children and young people.

Priority One: Prevention and Diversion from Youth Crime, including Youth Violence

Crime & Disorder Act s.37. (1) It shall be the principal aim of the youth justice system to prevent offending by children & young persons.

Early intervention in behaviours and actions that indicate potential risk of further offending can support young people to improve life chances and contribute positively to the community. Effective diversion and intervention also protect the community from further risk of harm from offending behaviour.

What will we achieve?

1. Reduce levels of first-time entrants to the criminal justice system through a collaborative, partnership approach to prevention
2. Maintain strategic oversight and partnership influence to improve outcomes for young people
3. Increase access to supportive & diversionary services for young people, building on more effective community engagement
4. Improve access and meaningful engagement in education
5. Strengthen links with voluntary sector
6. Maintain and improve quality of practice within prevention and diversion services
7. Reduce the unnecessary criminalisation of Children Looked After

How will we achieve it?

1. Maintain focus on child first practice, developing pathways away from criminality and exploitation.

Improve our health and therapeutic offer (EMH, Physical, SALT) through funding and partnership. Ensuring all young people have their holistic health needs assessed at the earliest opportunity.

2. Management information systems and reporting will be fully reviewed, and improved reporting will be delivered to the management board for discussion and challenge.

- i. Dissemination of key learning from 'Youth Now' programme of contextual safeguarding across the partnership

3. Continue to embed and improve the 'Prevention and Diversion' panel, in particular focussing on the role it has within a wider Oldham 'Early Help' partnership offer.

4. Training package delivery for education partners on prevention and diversion

5. Embedding of new 'engagement worker'; posts with increased focus on community engagement and place based working

6. Quality assurance maintained, focussed on prevention and diversion and reported to management board

- i. Review progress against the 2018 HMIP inspection relating to Out of Court Disposals and assessment

- ii. Request peer review for Out of Court practice

7. Lead a partnership response to understand and reduce the unnecessary criminalisation of Children Looked After

How will success be measured?

1. First time entrant rates continue to reduce, and the youth panel is well embedded and supported by the partnership.
2. Improved health offer (SALT and EMH) and all children receiving an holistic health assessment.
3. Review to be approved by Youth Justice Management Board
 - i. Independent training analysis from partnership training in contextual safeguarding (OSCP)
4. Prevention and diversion Partnership review completed, including attendance monitoring.
5. Independent training analysis from partnership training in prevention and diversion (OSCP)
6. Engagement worker posts are fully operational with a manager review of effectiveness in community engagement.
7. YJB self-assessment shows Good/Outstanding outcomes in prevention and diversion.
 - i. Peer Review outcomes demonstrate effective practice.
8. Quarterly reporting will show the reduced the number of CLA being unnecessarily criminalised and the likelihood of a CLA in Oldham being open to the YJS.

Reducing Reoffending

The Youth Justice Board outline the reduction of reoffending as a key priority and national indicator for success. Young people involved in repeat offending behaviour cause damage to the communities they live in and reduce their own opportunities for success. Effective interventions and partnership work to prevent reoffending with young people and families can improve life chances, community cohesion and public safety.

What will we achieve?

1. To reduce reoffending by children and young people, particularly those who cause the most harm either through the prolific nature of offending or the gravity of offences committed.
2. Increase and improve engagement and impact/ at locality level, integrating further with the partnership offer.
3. To continue to embed approaches on a 'child first' basis, recognising that systemic and contextual practice has the greatest opportunities for success.
4. To ensure that the quality of court work is of a high standard and that sentencing is guided by a high-quality range of reports and input to the courts to support effective rehabilitation.
5. To ensure that those entering custody are receiving high quality resettlement services from across the partnership from the point of sentence.
6. To deepen our understanding of diversity and how it impacts on disproportionate representation within the criminal justice system for these young people.

How will we achieve it?

1. Effective assessment, planning and review within practice including effective use of multi-agency intelligence and information sharing.
2. Development of 'engagement worker' posts to improve locality working.
3. Continue to embed partnership complex and contextual safeguarding practice.
 - i. Development of co-located practitioner model within the Complex safeguarding hub.
4. Quality assurance processes will be in place to audit court work and reported into the management board.
5. Development of funded 'transition mentor' offer in partnership with the Greater Manchester Violence Reduction Unit.
6. Continued monitoring of diversity through management board structures. Key practice within youth justice is quality assured to counter any potential discriminatory practice.

How will success be measured?

1. Reoffending is reduced, particularly for those committing serious youth violence and prolific offences.
2. Engagement worker posts will undergo a review in 2021.
3. Contextual and complex safeguarding hub partnership activity is evaluated. This demonstrates effective engagement and embedding of new ways of working.
4. Audit activity demonstrates effective practice that increases the impact of interventions and gives the best opportunity for rehabilitation

5. Evaluation of transition mentor role with cohort to assess impact.
6. Quality assurance indicates non-discriminatory practice, monitoring of diversity highlights need for action and evidence progress of the service in developing effective strategies to reduce over representation.

Safeguarding

The Children's Act 1989/2004 and Working Together 2013 outline the statutory duty for all Youth Justice Services to safeguarding practice. Safeguarding young people and communities from harm also supports the effective rehabilitation, desistance from crime and improved life chances of young people

What will we achieve?

1. Child first youth justice principles are well understood across the partnership, and within our own teams, with specific focus on Child Looked After cohorts.
2. Integration with partnership exploitation strategies to improve safeguarding for those involved in crime and/or at risk of exploitation.
3. Develop positive activities and approaches that provide effective safeguards and rewards for young people, in place of offending.
4. Young people entering custody are offered effective support to reduce risks inherent within that setting.
5. To continue development of complex & contextual safeguarding models and implement effective strategies and learning.
6. Review our offer to child victim of serious youth violence and improve where gaps are highlighted.

How will we achieve it?

1. Deliver child first training through the Oldham Safeguarding Children's Partnership. Staff to access enhanced attachment training to improve assessment of need for CLA young people.
2. The youth panel will act to strengthen identification of young people who may be at safeguarding risk in partnership with the Multi Agency Safeguarding Hub
 - i. Test an integrated model of service delivery within the complex safeguarding hub.
 - ii. The youth justice service will work alongside partner colleagues to develop complex safeguarding approaches that work to identify and effectively support young people at risk of exploitation.
3. New engagement worker' posts will be developed within service and funding sourced to strengthen interventions and activities available for young people.
4. Resettlement support is available through a specialist post and supplemented by support from mentoring activity.
5. Complex safeguarding hub will identify opportunities for learning and piloting new, joint approaches of delivery.
6. Trial mentoring and TSCC with victims of SYV.

How will success be measured?

1. Training analysis from Oldham Children's Safeguarding Partnership
2. Deep dive analysis of young people with risks associated to complex safeguarding entering the criminal justice system.
 - i. Measured impact of those entering the complex safeguarding hub through new integrated delivery model
3. Engagement worker support is analysed, and impact reported through Youth Justice Management Board
4. Resettlement practice is improved and young people leaving custody are less likely to reoffend. This is reported through the Youth Justice Management Board
5. Complex safeguarding cohort analysis provided to demonstrate impact and learning of new approach.
6. Young victims engagement in the mentoring offer, victims satisfaction and reduced SYV by the cohort.

Protecting the Public

It is the priority of criminal justice agencies to protect communities from harm.

Effective risk assessment and practice to reduce harm to communities is essential to effective youth justice practice. Oldham has been subject to significant instances of serious youth violence, with subsequent harm to victims. A partnership approach to support reductions of these incidents is a key and urgent priority area of service development.

What will we achieve?

1. Young people who are assessed as high risk to communities will receive effective interventions to reduce risks.
2. We will work alongside key partners in a collaborative way to reduce risks for young people, accessing the full range of partner support and interventions to meet these needs.
3. High risk cases will receive robust management oversight to ensure that case managers are acting in accordance with all national standards and MAPPA arrangements.

How will we achieve it?

1. We will build on effective strategies to reduce risk through a range of holistic, therapeutic and locality-based working built on child first youth justice principles.
2. Continued embedding of the diversion and prevention panel to respond earlier to risk factors and reduce harm.

- Testing new ways of working with the complex safeguarding hub will focus on young people at risk of potential harm through the context of exploitation.

3. Learning will be embedded from serious and multi-agency case reviews and national thematic inspection analysis.

- MAPPA training and practice will be reviewed to ensure that all staff are competent and confident in using MAPPA processes to support potential harm.
- Risk management processes will support effective partnership arrangement and management oversight, including oversight from Service Lead.

How will success be measured?

1. The number of young people subject to serious and multi-agency case review, associated with young people open to youth justice services and relating to youth violence reduces.
2. Analysis of impact and implementation of integrated working through the complex safeguarding hub.
3. Partner engagement at risk management meetings will improve, supporting effective reduction of risks.

PERFORMANCE REPORT

Performance reports based on the key objectives are provided quarterly to the YJMB and then on to the Children's Trust and Community Safety and Cohesion Partnership. Reports are also made to the Local Safeguarding Children Board (LSCB). These reports are used within the YJS Management Team and are shared across staff teams.

The three main indicators are:

- Number of First Time Entrants
- Re-offending rates
- Custody rates

In addition to the National data sets several measures are also collected locally for monitoring purposes, included in this plan are the ETE, suitable accommodation on release from custody, CLA data & diversity which are only monitored locally.

HEADLINE PERFORMANCE AREAS- LOCAL AND NATIONAL



•There is no data available for 20/21 from the MoJ for first time entrants. Local indications show an increase in pre court cases but **continued reductions in those entering the formal justice system**



•Performance on reoffending has been excellent on all comparator data in 2020/2021. Less young people coming into the system are reoffending and those that do reoffend do so less often. In addition as an overall cohort young people are less likely to offend once working with Oldham YJS than comparator services. **During periods of 2020/21 Oldham has had the lowest national reoffending data**



•Young people are continuing to access Education, Training & Employment opportunities **with 80% of young people going on to 25 hours or more in placements**

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Young people are continuing to access appropriate housing once leaving custody on 2020/21. **The board have committed to reviewing this performance measure, with an emphasis on preventative measures**



Custody numbers have significantly decreased last year and we have **only one young person serving a custodial sentence**. This is evidence of a shift in thinking from the whole partnership around young people and how to effectively rehabilitate whilst protecting the public



There has been an **increase of young people from Child Looked After backgrounds coming into the youth justice service**. This has been driven by increases in young people at pre court levels. This is a priority area for 2021/2022

REOFFENDING RATES - National Data

The data for this indicator comes from the Police National Computer and is published by the Ministry of Justice. **It shows the latest available data.** Each cohort consists of young people receiving a pre-court or court disposal or released from custody during a three-month period who are then tracked over a 12-month period for any further offending. Please note that the YJS families have now been updated. These new families are child focused and will enable benchmarking based on the sociodemographic factors in each area. The benchmarking is based on the DfE's statistical neighbour model which uses the five 'Every Child Matters' criteria.

Following a move by the YJS to tracking a 3-month cohort, numbers are smaller and reoffending rates subject to significant fluctuations.

Reoffending - binary rate	Oldham	North West	Greater Manchester	YJS family	England
Binary Rate Oct 18 to Dec 18 cohort	20.0%	37.2%	34.1%	34.4%	37.1%
Binary rate - Jan 18 to Mar 18 cohort	25.0%	41.7%	36.8%	36.1%	39.2%
Binary rate - Oct 17 to Dec 17 cohort	19.1%	41.7%	37.4%	35.0%	37.9%
Binary rate - Jul 17 to Sep 17 cohort	24.3%	37.1%	32.3%	36.3%	37.7%
Binary rate - Apr 17 to Jun17 cohort	42.3%	40.8%	36.4%	37.8%	38.1%

Reoffences- frequency rate per reoffender	Oldham	North West	Greater Manchester	YJS family	England
Reoffences per reoffender Jan 18 to Dec 18 cohort	3.23	3.91	4.23	3.95	3.93
Reoffences per reoffender Jan 18 to Mar 18 cohort	2.80	3.85	4.04	4.03	4.01
Reoffences per reoffender Oct 17 to Dec 17 cohort	2.70	4.16	4.71	4.58	4.02
Reoffences per reoffender Jul 17 to Sep 17 cohort	2.78	4.21	4.83	5.14	4.06
Reoffences per reoffender Apr 17 to Jun 17 cohort	2.27	4.36	5.03	4.78	4.15

Reoffending - frequency rate	Oldham	North West	Greater Manchester	YJS family	England
Frequency Rate Oct 18 to Dec 18 cohort	0.93	1.42	1.76	1.34	1.45
Frequency Rate Jan 18 to Mar 18 cohort	0.70	1.58	0.93	1.45	1.55
Frequency Rate Oct 17 to Dec 17 cohort	0.32	1.63	1.42	1.53	1.52
Frequency Rate Jul 17 to Sep 17 cohort	0.68	1.56	1.56	1.87	1.53
Frequency rate - Apr 17 to Jun 17 cohort	0.96	1.78	1.83	1.81	1.58

2020/2021 has seen great progress relating to the reoffending rates, performing at a level exceeding all comparator groups, including the England average despite levels of deprivation and challenge. Oldham have led practice in Child First approaches, focussing on the context of the child, trauma informed practice and improving partnership working. These results are a great credit to the partnership and its response to young people at risk of or involved in crime, marking a shift in strategic and operational thinking around this cohort of young people. It is particularly pleasing to note that within national data Oldham's binary rate of offending is currently the lowest in England and Wales. This performance level has now been sustained for eighteen months.

CUSTODY National Data

Custody rates use case level data from the YJ Application Framework measuring the number of custodial sentences in the period given to young people with a local residence and aged under 18 years on the date of the first hearing. Successfully appealed sentences are discounted. If a young person was given more than one custodial sentence on the same day, this will only be counted once. Please note that the YJS families have been updated.

These new YJS families are child focused and will enable benchmarking based on sociodemographic factors in each area. The benchmarking is based on the DfE's statistical neighbour model which uses the five 'Every Child Matters' criteria.

Custody Rate per 1,000 of 10-17 population	Oldham	North West	YJS family	England
Apr 20 - Mar 21	0.04	0.13	0.17	0.13
Jan 20 to Dec 20	0.08	0.16	0.20	0.14
Oct 19 to Sept 20	0.12	0.12	0.22	0.10
July 19 to Jun 20	0.35	0.23	0.28	0.18
Apr 19 to Mar 20	0.39	0.28	0.31	0.23
Jan 19 - Dec 19	0.39	0.33	0.36	0.19
Oct 18 to Sept 19	0.62	0.25	0.42	0.20
July 18 to Jun 19	0.39	0.36	0.46	0.28
Apr 18 to Mar 19	0.40	0.39	0.47	0.31

During 20/21 the **number of young people sent to custody have been significantly reduced**. After each custodial sentence or 'near-miss' we hold a Custody Debrief Panel to ensure the quality of assessment and reports, identify any trends and ensure we have done everything possible to get the right outcome. One of the primary reasons for this panel is to reduce the over representation of BAME young people in custody and ensure we are responding appropriately to diversity. We have found the improved quality of Pre-Sentence Reports corresponds to the increased use of high tariff community orders, as alternatives to custody.

ACCOMMODATION SUITABILITY Local Data

Leaving custody is a difficult transition for young people, making resettlement vital. This measure is designed to monitor accommodation arrangements for all young people on leaving custody. To provide a meaningful insight into YPs circumstances the report distinguishes between *suitable* and *appropriate* accommodation. ‘Suitable’ relates to the YJS interpretation and requires a stable address (i.e., not a bedsit, hostel, homeless). ‘Appropriate’ relates to the domestic environment (i.e., is it likely to have a positive impact upon the YPs desistance and well-being).

Accommodation upon release from custody	Number released from custody.	Number with <u>appropriate</u> accommodation arrangements	Number with <u>suitable</u> accommodation arrangements	Percentage in suitable accommodation
2018/19	6	5	6	100%
Qtr. 1 2019/20	2	1	2	100%
Qtr. 2 2019/20	0	0	0	n/a
Qtr. 3 2019/20	0	0	0	n/a
Qtr. 4 2019/20	1	1	1	100%
Qtr. 1 2020/21	2	0	2	100%
Qtr. 2 2020/21	1	0	1	100%
Qtr. 3 2020/21	1	1	1	100%
Qtr. 4 2020/21	0	0	0	n/a

The number of young people accessing suitable accommodation is still excellent, however within the last year we have added a more qualitative measure to assess ‘appropriate’ accommodation. This focuses on the likelihood that the accommodation will support effective rehabilitation. Viewed in this way there is **still much to be done to enable the best chance for our young people to succeed in resettlement**. The board have agreed that in 21/22 this measure will be reviewed, and a more preventative focus introduced.

EDUCATION TRAINING AND EMPLOYMENT Local Data

The ETE measure looks at how many young people are in suitable education or training by the end of their intervention with the YJS. Information is collated from the case management system using a combination of YJS and Careers Guidance information and is calculated on a cumulative 12-month basis.

Percentage of Young People engaged with the Youth Justice Service who are in suitable education, employment or training.	Number of YP with Interventions ending	Number in ETE	Outcome	Improvement on 77% target in percentage points
2019/20	178	149	84%	7%age points
Apr - Jun 2019	42	34	81%	4%age points
Apr - Sept 2019	73	59	81%	4%age points
Apr - Dec 2019	92	72	78%	1%age point
Apr - Mar 2020	99	85	85%	8%age points
Apr - Jun 2020	111	92	82%	5%age points
Apr - Sept 2020	124	97	78%	1%age point
Apr - Dec 2020	152	119	78%	1%age point
Apr - March 2021	172	137	80%	2%age point

CHILDREN LOOKED AFTER (CLA) Local Data

The following local data is used to monitor CLA and non- CLA offender ratios over the last 12 months. A count of children being worked with from outside the Oldham area is also shown.

The measure has been refined for 2019/20 to measure young people receiving an out of court disposal or substantive outcome in court.

March 20 to March 2021 Offender Cohort	Total cohort	Nos of young people who were CLA	Percentage of cases who were CLA	Rate per 100 of 10-17 general population working with YJS	Rate per 100, 10-17 CLA population working with YJS
YP with a substantive court outcome	76	15	19.74%	0.43	8.46
YP with an out of court disposal	194	19	9.79%	1.09	10.71
Total young people (Oldham CLA only)	270	34	12.59%	1.52	19.17
Young people worked with from out of the area	5	2	40.00%		
Total young people (including out of area cases)	275	36	13.09%		

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Likelihood of Childen Looked After receiving a substantive outcome compared with non CLA 10-17 population	
Jul 18 to Jun 19	16.55%
Oct 18 to Sep 19	12.25%
Jan 19 to Dec 19	9.67%
April 19 to March 20	7.01%
Jul 19 to Jun 20	7.03%
September 19 to Sept 20	10.40%
March 20 to March 21	12.59%

The likelihood of CLA being involved with YJS and receiving a substantive outcome has increased within 20/21. Whilst there is an increase, it is reassuring to know that the increase is in those children getting out of court disposals. We have seen a small decrease in actual children gaining a substantive court outcome. **The unnecessary criminalisation of children looked after is a large focus of our plans for 2021-22** and we will be looking towards the wider partnership to make this work a success.

DIVERSITY Local Data

Ethnic disproportionality measures the overall ethnicity of the local 10-17 population against the ethnicity of young people in post court, pre-court and total YJS cohort over a 12-month period. Numbers are based upon a distinct count of offenders (i.e.: a repeat offender will only be counted once) cross referenced against the most recent ONS population estimates.

Ethnicity	Post court		Pre court		Custody		Total YJS caseload		*Oldham 10-17 Population
	Number	Percentage	Number	Percentage	Number	Percentage	Number	Percentage	Percentage
Young people worked with during March 2020 to March 2021									
White/White other	37	54%	131	68%	4	50%	172	64%	58%
Asian or Asian British	12	18%	34	18%	2	25%	48	18%	32%
Mixed Parentage	9	13%	15	8%	0	0%	24	9%	1%
Black or Black British	4	6%	5	3%	1	13%	10	4%	6%
Chinese or other ethnic group	6	9%	9	5%	1	13%	16	6%	3%
Total	68		194		8		270		100%

Red - over represented by more than 2%, Green -less than 2% variation, Amber - under represented by more than 2. *Oldham population based on ONS population figures 2019.

2020-2021 has seen some notable shifts within the diversity data. Children from white backgrounds are now overrepresented overall, with issues at pre court level. Asian and Asian British are underrepresented across all cohorts but mixed heritage also overrepresented at post and pre court levels. The numbers in custody are extremely low and so slight changes have significant statistical impact, this is clear for black/British young people where one young person has resulted in a 'red' report for representation.

It is welcome that the Asian/Asian British population are now underrepresented across all cohorts. The service has worked hard over recent period to improve the assessment of diversity, developing plans that take identity and cultural factors into account. This has been a particular issue for us in recent years and this is the first quarter showing positive signs across the groups. Our analysis in the last quarter on the risk assessment for young people from BAME backgrounds identified a specific practice issue which is now being more actively monitored.

YOUTH JUSTICE SERVICE BUDGET 2021/22

Agency	Staffing costs (£)	Payments in kind (staffing allocation)	Other delegated funds (£)	Total (£)
Local authority*			511,479	511,479
Police Service		2.0 FTE		
National Probation Service		1.1 FTE	5,000	5,000
Health Service		0.2 FTE		
Greater Manchester Combined Authority**			45,000	45,000
Welsh Government				
YJB Youth Justice Grant (YRO Unpaid Work Order is included in this grant)			501,052	501,052
Other***			102,875	102,875
Added Value****			101,000	101,000
Total				126, 6406

* For multi-authority YOTs, the totality of local authority contributions should be described as one figure.

** Any money from GMCA that has been routed through a local crime reduction partnership should be included here.

*** It should be noted that the 'Other' category is for additional funding that the YOT can use for any general youth justice activities. Accordingly, funding such as the YJB Grant for Junior Attendance Centres should not be included as there is an expectation that these streams must be used for the delivery of services as intended, only when this has been achieved can any surplus be reinvested within wider YOT service delivery.

****This includes funds brought in through Positive steps status as a charity and used to support improving the youth justice offer. In 2021 that includes funding for leading the resettlement consortium across Greater Manchester and a project to improve the lives of young women at risk of exploitation, Getting Out for Good

RESOURCING AND VALUE FOR MONEY (ALSO SEE APPENDIX 1)

The complexities of YJS funding streams, which identify resources for specific groups of clients, have both enabled us to target resources towards clients with the greatest need, but also allowed us some flexibility with individual specialisms to enable a wider group of young people to benefit from enhanced provision. Oldham YJS, being part of an integrated services delivery model, benefits from increased value for money from many of the co-located service areas. We also benefit from our charitable status and this year have attracted additional funding relating to youth violence, arts therapy, mentoring and support for young women from a variety of funding applications. Young people have also benefitted from our partnership with the private sector through the UPS scheme to gain laptops and other vital resources, particularly essential during COVID 19.

Positive Steps also supports a social enterprise project 'Positive Cycles'. The programme works to recycle bikes for those that are unemployed as well as completing repairs and hiring bikes to the local community. The centre is also a local community hub and hosts many health and wellbeing activities across the generations, making it an ideal place for young people to learn skills and broaden horizons. Young people within our service take part in the programme as part of repairing harm to the community whilst gaining key skills and qualification.

All organisations face the continuing challenge of maximising resources and demonstrating value for money to funders and commissioners – Positive Steps is no different. The complexities of the funding streams have both enabled us to target resources towards clients with the greatest needs whilst still allowing flexibility to ensure wider groups of clients benefit from enhanced provision. Value for money is a significant benefit of the integrated service delivery model with a wide range of co-located services enabling practitioners to provide a high quality multi-faceted service to young people. We benefit from having an internal Business Support Team providing a cost effective, timely and high-quality support service across the organisation.

The successful Positive Steps Volunteer Strategy demonstrates value for money and offers opportunities for increased integration and mutual benefits across services. For example, the Volunteers Team provided development volunteering opportunities for clients on Family Support programme and have had 17 clients referred to the volunteering team from Positive Steps. We have had several young people who have gained employment and noted that the volunteering experience has helped them to achieve this.


The organisation provides a unique service delivery model, based on the integration of statutory and voluntary support services for young people. The delivery model allows young people to seamlessly access a range of services through a one stop shop approach and creates considerable efficiencies as a result.

Service priorities for 2021/22

- a) Further reduction in first time entrants, with a specific focus on diversity
- b) Focus on outcomes for children looked after through continued local monitoring, improving staff expertise, and building partnership with children’s social care teams
- c) Reduction in re-offending
- d) Testing models of integrated working with Complex Safeguarding Hub
- e) Build effective health pathways and interventions for young people in the criminal justice system
- f) Improved family-based offer across the service
- g) Developing effective approaches to support improvements in disproportionality
- h) Resettlement and Positive Progression

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Chair of Management Board and Head of Service signatures

Name	Role	Date	Signature
Gerard Jones	Director of Children’s Services		
Paul Axon	Head of Youth Justice Service		

**Oldham Youth Justice Service –
Developing Good Practice Grant Costed Plan – 2021/22**

Activity	Outcome Supported	Developing Good Practice	Costs
Strategic Development	Reduction in FTE Reduction in Re-Offending Reduction in Custody Effective Public Protection Effective Safeguarding	Greater Manchester Combined Authority/Justice devolution Greater Manchester Youth Justice Service Managers Manchester Metropolitan University Strategic Partnership Unpaid Work Quality Assurance outcomes from: YJB Self-Assessment 2020 HMIP thematic inspections GM peer review Oldham Children’s Safeguarding Partnership and sub-groups Community Safety and Cohesion Partnership GM Resettlement Lead GM Youth Violence lead Volunteer Coordination Strategy Development of Restorative Justice approach Attendance at relevant conferences Leading and co-ordinating strategic response to COVID 19	£70,707
Management time	As above	Supervision and support Annual Appraisal Representation at relevant GM forums: resettlement, court, operational managers, AIM, Asset plus development Panel development, training, and support Oversight of GMYJUP Volunteer coordination and supervision Development and delivery of internal training programme Service response to GM developments Recruitment and training staff and volunteers Induction development and delivery Management support to students	£62,263

Activity	Outcome Supported	Developing Good Practice	Costs
		Supporting development of complex and contextual safeguarding approach Support for transition support programme	
Practitioner time	As above	Self-Assessment implementation Restorative justice development and delivery Trauma checklist delivery Continued development of wrap-around court services Implementing court changes Continuous development of resettlement support	£351,777
Information Officer	As above	Monitoring system performance and providing reports Working with YJS Managers to understand the MI to improve practice Submission of statutory returns Guidance on data protection issues FOI requests	£14,000
Training	As above	All staff 3 days training per year LGBTQ equality training Trauma informed practice training Mental health training Development of Black Lives Matter staff consultation led response Continued development of Contextual Safeguarding implementation and learning Management training Continued attendance at relevant OSCP training On-going Safeguarding training Resettlement training	£2,000

Activity	Outcome Supported	Developing Good Practice	Costs
Resources	As above	HR Support Subscriptions and publications	£305
Total			£501,052

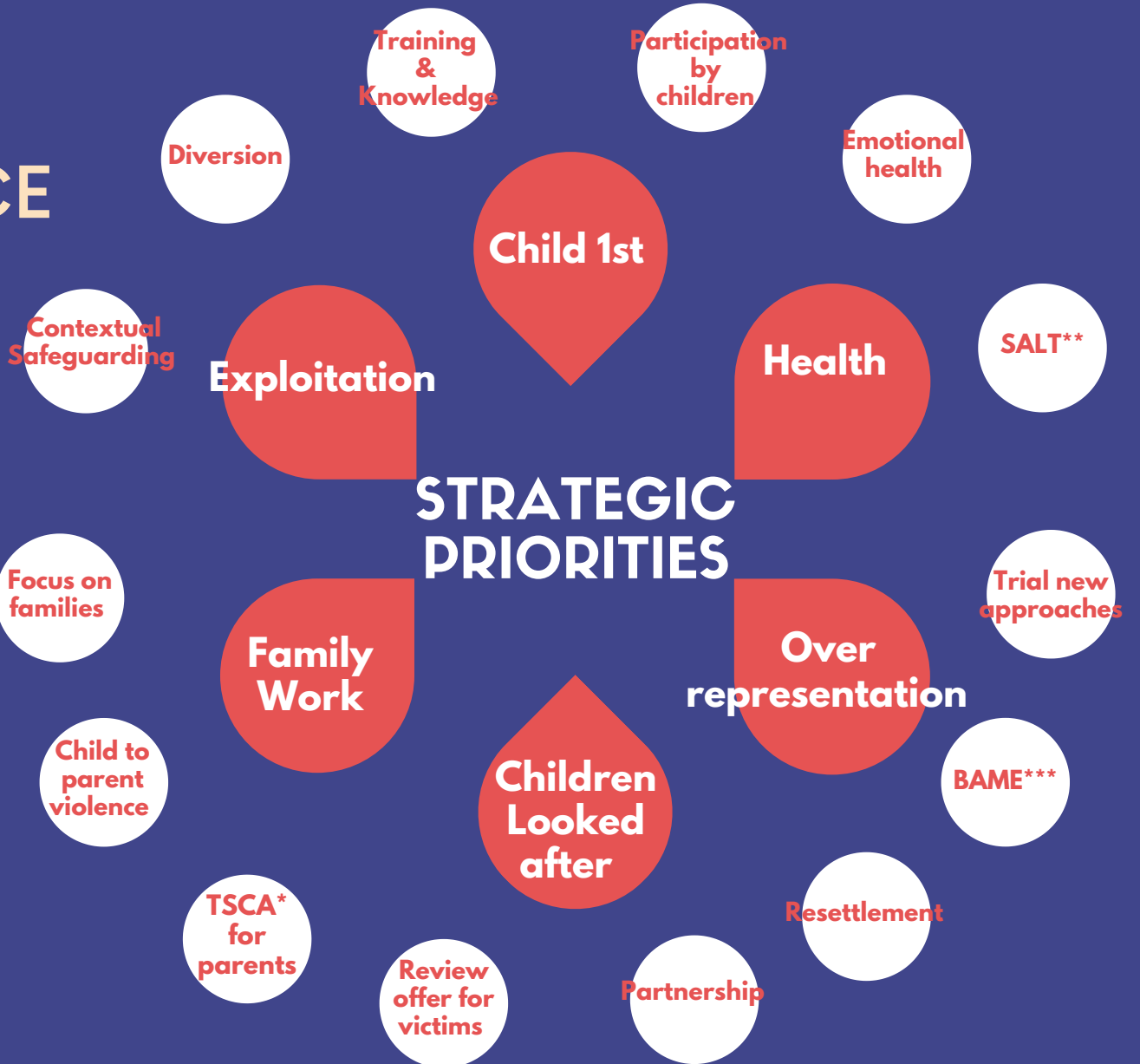
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OLDHAM YOUTH JUSTICE SERVICE 2021-22

National indicators:

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Reduce Reoffending
Reduce Custody
Reduce First Time
Entrants



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Northern Care Alliance NHS Group Oldham Care Organisation

Update on employment support and local recruitment.

1. Introduction

“ We at the NCA know we cannot deliver on our potential without the expertise, experience and support of our partners in place. But our potential to make a difference to people’s lives beyond our normal caring services is significant. At this time of national crisis the NHS must stand up and do more than its brilliant work in caring for the sick”

Raj Jain, Chief Executive Northern Care Alliance NHS Group 30th October 2020.

The NCA is the largest employer in Oldham. In January 21 an update was provided to the Oldham Overview and Scrutiny Committee on employment support and local recruitment. The committee asked for an update to its September meeting. This report therefore shows progress since January with particular focus on what we are doing to support young people. There is a strong link between decent work and good health. We need to use our significant social, economic and human capital to tackle the inequalities within Oldham. Which we have summarized into our social value ambitions through the

5 pillars of social value; environment, place, people, purchasing and to anchor or influence.



This update will focus on the people pillar and provide an update to Oldham Overview and Scrutiny Committee on the range of initiatives which are being put in place to provide local employment opportunities with particular focus on young people who during times of economic downturn have historically been disadvantaged in obtaining meaningful paid work. In recent times, the world, particularly of work has changed significantly and like the disease

the economic impact of COVID will fall disproportionately on low income communities. Oldham has been identified as in the top 10 localities in the country in danger of seeing the highest economic impact and associated increase in health inequalities.

NCA has agreed by 2025 the following ambitions:

- Create 1000 pre-employment opportunities across the NCA for those furthest away from the employment from a baseline of 320. Approximately 210 will be created in Oldham, from a baseline of 17 (2019-20).
- 85% of pre-employment learners will be supported into paid work from NCA baseline of 55% and 31% in Oldham.
- 60% of those employed by the NCA to be local resident of Oldham from 45% (based on NCA configuration of Oct 2019) which is approximately 80 jobs each year in Oldham.
- Support 1000 staff to become NHS Career Ambassadors by 2023 of which 155 will be in Oldham.

The NCA has secured non recurrent over £100k to support people into work and to provide young people with experience of the NHS. This is from the Oldham opportunity area and Greater Manchester Combined Authority. The COVID pandemic whilst accelerating the importance and significance of this work has presented some challenges and plans have had to be modified for example, the NHS has had to limit visitors to its site and face to face interactions including work experience was initially suspended and is slowly coming back in a limited way in line with national guidance. N.B whilst the national lockdown rules have reduced there is still limits on non-essential visits into healthcare environments and employment COVID risk assessments on all learners.

2. Work with Oldham Schools

In an ideal world we would inspire children and young people about NHS careers and job opportunities much earlier. The evidence is compelling: a young person who has four or more encounters with an employer is 86% less likely to be unemployed or not in education or training and can earn up to 22% more during their career. Importantly the earlier these encounters take place the better because research shows that:

- Children at age 6 see jobs and future pathways as gendered
- Almost half of children age 7 base their career aspirations on people they know.
- Children at age 9 they are becoming more aware of potential constraints on their futures based on perceptions of social class, perceived intelligence and social mobility.

The NHS Career Ambassadors Programme is a national programme which relies on NHS staff volunteering and then acts as a broker with schools. This has been hugely successful with over 100 staff in Oldham registered as NHS Career Ambassadors in June 21 compared to 72 in Jan 21. The NCA has brought forward our ambition to have 1000 NHS Career Ambassadors from 2025 to 2023.

Obviously going into schools has been limited due to the pandemic. Any Oldham school who is interested are encouraged to register with NHS Career Ambassador Programme and utilise this national resource which is in place rather than set up a unique infrastructure for Oldham. The pick up with schools has not been very forthcoming and we are in danger of having staff willing to volunteer and no tasks for them. The NCA therefore requests a dedicated officer within the council who can work with us to improve uptake.

Action: Oldham Council to identify an officer who can promote this to schools particularly those who work with the most disadvantaged young people.

3. Work with Oldham College.

The government is bringing in changes to technical education. In the last report the OSC were updated on our joint work with Oldham College to influence the design of the new T levels. This has been completed and we will be welcoming 20 health care cadets in adult nursing, therapy and healthcare science and 5 digital students this autumn.

Through this work with Oldham College we have been recognised as being one of the leading NHS organisations within this space and have been awarded a grant from the Gatsby Foundation to share our experiences, tools and techniques through a written report, Pod Casts and Webinars.

We have taken this learning from Oldham and developed the Northern Care College Alliance which brings together Oldham College, Bury College, Salford City College and Hopwood Hall College to share learning and T level design. This vehicle enables us to develop curriculums quicker and be in the position to respond to additional opportunities.

4. Support to Young People to gain skills and experience by volunteering

For many, volunteering is a great way of gaining experience and an understanding of the world of work. During the COVID crisis we have seen an increase in the number of volunteers support the NHS and wider communities. Funded through the Oldham Opportunity Area we have commissioned Barnado's to evaluate our volunteer offer for young people. Three workshops were held with existing young volunteers and students from Oldham Sixth Form College. We have adapted our offer and seen an increase in applications (33). There are 16 new volunteers to support our dining companion project (supporting people at meal times) and 14 more in other areas.

The recommendations from the students are listed below together with our response.

Recommendations from students	Action taken or planned
Higher levels of engagement in volunteering when interacting face to face	Identify and seek out opportunities to speak to young people in their own environments about the benefits of volunteering.
A newsletter and mailing list approach would be preferable to keep young people up to date with changes to their volunteer placement, new roles available and possible a place to showcase job roles that young volunteers could apply to	We have a new volunteer management system that allows us to communicate with volunteers more effectively. We can also advertise new roles with more information for the volunteers to consider.
Advertise volunteer roles within the NCA on their social media timelines – such as Instagram	Look into the viability of this with our communications team
In terms of the time young people want to commit to, it was clear they wanted this to be in blocks over especially over the summer holidays	Identify roles which support this type of volunteering – look at completing a test of change over the winter holidays to plan ahead for summer 2022
Learning new skills was really important to the young people. Opening them up to experiences they're likely to face is really important if they were to go into a job on a ward	Ensure young people are matched up to suitable volunteering roles that will give them the experience they will need to support their studies or plans to gain employment. Identify what those requirements are at interview stage and manage expectations or offer other guidance if necessary.
A chance for the volunteers to socialise with each other would also be beneficial in allowing young people to share their experiences, vent, solidify their loyalty to their role and help each other problem solve, as well as reward they're commitment to an unpaid role	We aim to establish a youth volunteer forum starting in September. From this we will give volunteers the opportunity to express how they would like to connect with their peers (WhatsApp, face to face, team building exercise etc.)

5. Support to young people to gain work experience

The original plan with Oldham Opportunity Board was to hold two Open Days for 100 young people in the spring and summer of last year, which was not possible then and in the foreseeable future. Therefore, we are creating a digital knowledge hub which will be accessible to all young people interested in a career with the NHS it will sit underneath the NCA recruitment and be linked to the Oldham College website. This also includes opportunities for volunteering and our pre employment programmes. This is going live later this month.

On site work experience remains suspended due to COVID and is likely to recommence until full visiting is also allowed. However, we have delivered some work experience virtually. More information is available in this presentation which was given by the NCA at the beginning of July:

[Learning from the NHS Live Event 2: The Northern Care Alliance NHS Group - YouTube](#)

6. Support into Employment for Young People with Learning Disability

The NCA already supports a “bridging the gap” which is a supported internship programme for young people from New Bridge School taking place over an academic year. This has been in existence for a number of years, although suspended during COVID there are plans to recommence this in autumn with COVID risk assessments in place.

7. Providing Pre-employment opportunities

The NCA in partnership with the Prince's Trust supports the "Get into Hospitals" employability programme which supports young disadvantaged people 16-30 years old (NEETs, care leavers, careers, those with mental health or physical health conditions and those with learning disability). We also deliver a Pennine Pre employment programme. There have been two dedicated programmes in Oldham (alongside our Group wide programmes). In the last update we committed to support 20 learners in Oldham we have actually supported 27 with the following outcomes:

Entered substantive role (clinical): 6

Obtained substantive role- waiting start date: 3

Entered substantive role (admin): 1

Entered NHS P (flexible contract) 2

Unsuccessful at completing the course 6

Still on placement:7 (will be offered roles on completion)

Turned down role (non NCA): 1

Returned to education: 1

8. Kickstart

This is a government initiative whereby employers provide a 6-month learning opportunity for young people in receipt of universal credit and at risk of long term unemployment. The government backfills employers with 25 hours of minimum wage. The NCA has been approved as a Kickstart employer and our first two cohort of 27 learners are in post and settling in well with 5 learners in Oldham. We are currently liaising with DWP to fill our remaining post as we have the identified capacity to increase to 90 Kickstart learners.

9. Apprenticeships.

The NCA offers a range of apprenticeships (nurse associates, catering, estates, business administration and healthcare science for example) and there are currently 105 within Oldham. These range from level 2 to level 7 indicating that apprenticeship is not just about accessing jobs but ensuring career progression.

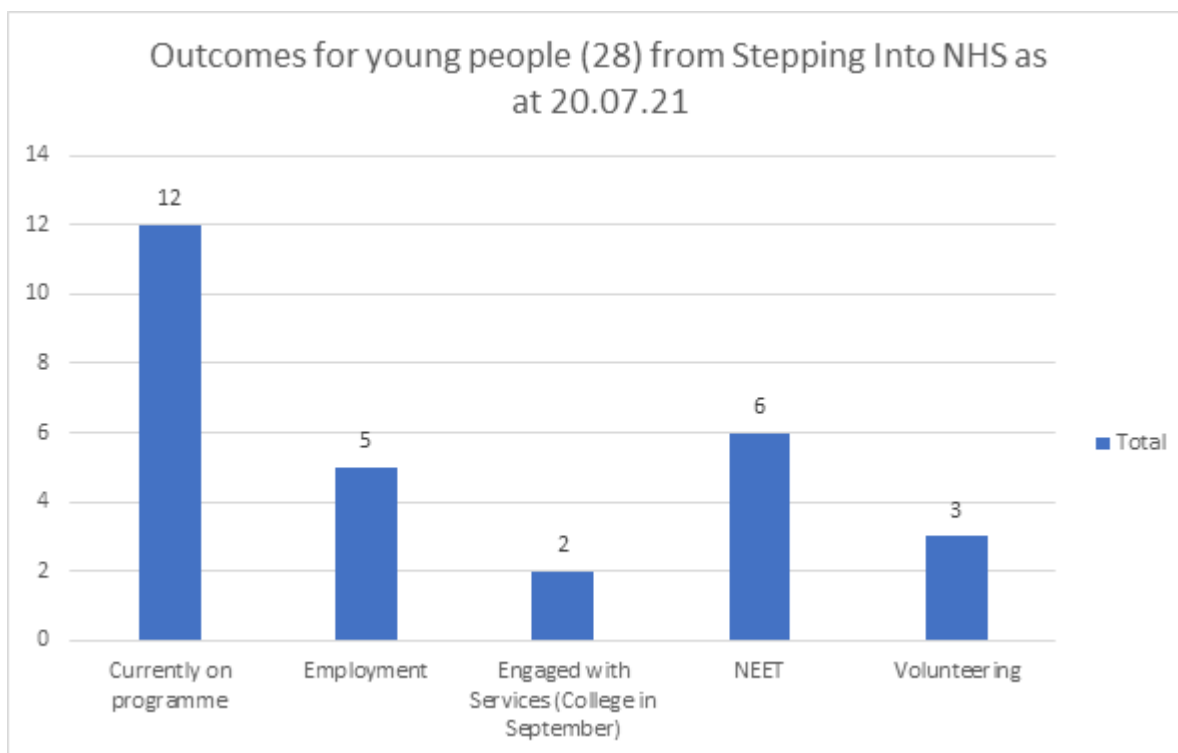
Level	Number
2	26
3	14
4	6
5	32
6	15
7	12

However, it is recognised that there are barriers for some people to obtain apprenticeship positions and therefore we also offer pre-apprenticeship opportunities.

10. GMCA Removing Barriers to Apprenticeships – Young People

This project is held jointly with Positive Steps and Oldham Council. This will create pre-employment opportunities for Young People who will be supported initially by

Positive Steps until a work place experience can be created on the Royal Oldham Site or Oldham Community Health services. The outcome for 28 learners is below with one more cohort starting next week.



Bar charts underplay the significance of gaining work particularly for young people at the moment so here is what three of the young people have to say:

Social Value – in action



Despite COVID restrictions we have managed to launch a new programme in Oldham, joint with Positive Steps funded by GMCA barriers to apprenticeship programme. Three young people have managed to complete this programme and gain paid work with us. Here are their stories:

“The first day that the programme started, I was excited but nervous because I didn’t know what to expect. Before I went into the building, I remember feeling sick, scared, and anxious because it was the first step towards doing something for myself. I also remember shaking and trembling in the car, telling my mum and dad that I didn’t want to go in. All these intense feelings quickly disappeared as I was welcomed by such friendly and kind staff. I was feeling somewhat relieved after meeting everyone, but at the same time nervous because it made me realise that since leaving school in 2018, and not doing anything since then, due to helping my dad taking care of my mother.....My time on this pre apprenticeship has benefited me tremendously as I have gained a great deal of knowledge and understanding about what it’s like to work in a hospital – like environment. I am very appreciative of the opportunity that has been given to me and I am also thankful to the people that helped make this programme happen as I would not be where I am today without you. I am also thankful for the relationships and friendships that I have made throughout this time as it made me realise how far I’ve come from being the young girl who believed that I couldn’t accomplish anything. My will power, confidence and determination are far greater than it was before this programme had started. I can see the massive change in myself and how far I’ve come from being the shy and insecure individual.”

A. left school without English and Maths GCSEs and since 2018 has spent relatively little time outside the family home. In March she has secured full time work in Health Records after work experience in the Vaccination Hub. In addition to obtaining employment she has also gone back to College to gain Maths and English qualifications.

This programme is run in partnership with Positive Steps who provided a youth work and job coach who provided individual support to the young people as described by C mum:

"My daughter left school at the age of 16 and I was at a loss as to what her next steps would be. She was not ready for employment and due to her lack of confidence and shyness I chose a smaller more intimate college thinking this would be more suitable. Unfortunately, C received very little support and left me at a loss as to how next to support her. I contacted colleges, various organisations and departments but I did not feel any could offer the support I was looking for.... I knew she would be fine once she finally obtained employment but felt she required the support of a mentor within a smaller more focused environment, and she needed the stepping stone of a placement before entering the work environment. Despite such difficult times Cynthia did everything in her power to include the children in this program and secure work experience. She would contact C on a regular basis to check on her and her progress, often out of her normal working hours. She also regularly contacted me to up date me and discuss any extra support I could provide C at home. As a result of this on-going support C has come on tremendously in both her confidence and her ability and is now ready to make the step in to the working environment. C was given the opportunity to apply for a permanent position within the NHS and Cynthia arranged for Peter to assist her with the job application. Again this was a great help of which I am grateful for. Then both Peter and Cynthia did mock interview's with C which gave her the confidence for the job interview, a confidence she would never have had without this 121 support. Without this program, the efficiency of Peter and the on-going support by Cynthia I feel my daughter would have struggled to secure employment. ..Thank you for all the support we have received"

C is now employed by the NCA in Oldham.

E did not engage well at school, struggled with mental health issues and left without doing any exams. She is the sole carer for her dad who has several severe medical problems. Prior to starting the programme she had no digital device and was not really motivated to do anything for herself.

Within 12 weeks E has passed her written driving test, started college to gain English and Maths qualifications and secured paid work with the NCA in health records.

"I have gained a lot more confident since starting the programme, especially during the placement and I have learnt a lot about the NHS and am continuing to learn new things. I am very proud of myself and so is my dad"

The funding for this programme runs out in Dec 21. However we have secured funding from the Prince Trust to continue and expand this programme for an additional 66 young people focusing carer leavers and those on the edge of care, during 2022.

Action: Committee Members are asked to consider potential recurrent funding options to develop this programme into 2023.

11.Support within communities

Oldham has a rich diverse population and the NCA is committed to inclusivity to ensure that our workforce reflects the communities we serve.

The NCA through Director of Social Value Creation and the Associate Director of Equality and Inclusion have made significant progress in reaching out to Coldhust community, given that the hospital is located in this ward. This has included listening and insight work as to the perception of the NCA as an employer. As a consequence of this relationship we have managed to secure a grant from the GMCA with Get Oldham Working and Oldham Council. This will create 20 pre-employment opportunities for the BAME community in Coldhurst who will be supported initially by Get Oldham Working until a work place experience can be created on the Royal Oldham Site or Oldham Community Health services. This programme is on-going and outcomes are not yet available.

It has however been very well received by the community in that one community group has obtained further funding via small grants scheme to commission and additional cohort. Get Oldham Working has approached us to run a similar programme in Limeside. All funding is currently due to cease in March 22. We are actively trying to secure additional funding. Any support in finding recurrent funding will be grateful received

Action: Committee Members are asked to consider potential recurrent funding options to enable this programme to continue beyond March 2022.

11. Outcomes

Fundamentally this is about the NCA employing more local people. In July 19 45% of our people lived within the borough's of Bury, Rochdale, Oldham or Salford. In June 21 this is 58%. 48% (1,593) of our people working at Royal Oldham Hospital and Oldham Community Services also live in Oldham with a further 33.5% (1,113) employed elsewhere within the

NCA family an increase of approximately 6% since 2019.¹ Or £59 million contribution to Oldham households.

12. Moving Forward

We will be launching in the next few weeks a microsite which will list all of our pre-employment programmes, apprenticeships, work experience and career advice in a dedicated website. This will be kept regularly updated on opportunities as we continue to expand our programmes in order to ensure we achieve the NCA objective of 1000 pre employment learners by 2025.

Donna McLaughlin

Director of Social Value Creation

9th September 2021

¹ Direct comparisons within localities is difficult due to transfer of community services into the NCA from Pennine Care.



Report to Overview and Scrutiny Committee

Oldham Homelessness Prevention and Reduction Strategy 2021-26

Portfolio Holder:

Cllr Hannah Roberts, Cabinet Member for Housing

Officer Contact: Emma Barton, Director of Economy

Report Author: Fiona Carr, Principal Homelessness Strategy Officer

Ext. 5163

Overview and Scrutiny Committee 21 September 2021

Reason for Decision

All Local Authorities are required to publish a new Homelessness Strategy as a minimum of every five years based on a review of homelessness in the district. Our current Strategy covers the period 2016-21. This report asks Overview and Scrutiny Committee to recommend the proposal to Cabinet to approve the contents of the Oldham Homelessness Prevention and Reduction Strategy 2021-26 and its associated Delivery Plan.

Executive Summary

The Homelessness Act 2002 places a statutory requirement on local authorities to publish a Homelessness Strategy based on a Review of homelessness in their district. These strategies must be published at least every 5 years, with Oldham's most recent Strategy running from 2016-2021.

Oldham's new Homelessness Prevention and Reduction Strategy 2021-26 has been developed in consultation with residents, stakeholders and Elected Members, and informed by a comprehensive Review of homelessness between 2016-2020. The Review particularly focuses on the period since the introduction of the Homelessness Reduction Act between 2018-2020, including an in-depth analysis of customer groups presenting to the Housing Options service, their support needs and the reasons why they came to be homeless.

The Strategy Delivery Plan takes a pragmatic approach to tackling homelessness in Oldham, acknowledging that resources are finite, and the effects of austerity and the Covid-19 pandemic will have a lasting impact on communities. Its focus is on making best use of what we have, demonstrating an effective business case for further investment and working in partnership to deliver the following priorities:

- Advice and information
- Early identification
- Pre-crisis intervention
- Prevent recurring homelessness
- Partnership arrangements

Recommendations

1. To note the contents of the Oldham Homelessness Review 2016-20
2. To recommend the proposal to Cabinet to approve the contents of the Oldham Homelessness Prevention and Reduction Strategy 2021-26 and its associated Delivery Plan.

Oldham Homelessness Prevention and Reduction Strategy 2021-26

1 Background

- 1.1 The Homelessness Act 2002 places a statutory duty on local authorities to carry out a homelessness review for their district and formulate and publish a homelessness strategy based on the results of the review. A further review, and new strategy, must be published within a period of 5 years.
- 1.2 Oldham's first Strategy was published in 2003. This is Oldham's sixth Strategy, and like its predecessor it once again focuses on homelessness prevention – but also reduction.
- 1.3 Homelessness reduction is cited in the title of this Strategy because it is acknowledged that due to a combination of factors such as ongoing austerity, economic downturn and more recently the Covid-19 pandemic homelessness applications have risen in Oldham in the past two years. Oldham Council wants its new strategy to acknowledge the visibility of homelessness and focus on both those in crisis / stuck in a 'revolving door' as well as looking to prevent homelessness in the future.
- 1.4 As with our wider Corporate Plan, the Oldham Homelessness Prevention and Reduction Strategy 2021-26 will be delivered by working together in partnership. The Strategy Delivery Plan will be reviewed annually and monitored via the Oldham Homelessness Forum, a long-established multi-agency group, as well as the Oldham Strategic Housing Partnership.

2 Current Position

- 2.1 The Oldham Homelessness Prevention and Reduction Strategy 2021-26 has been developed in consultation with residents, stakeholders and Elected Members, and informed by a comprehensive Review of homelessness between 2016-2020. The Review particularly focuses on the period since the introduction of the Homelessness Reduction Act between 2018-2020, including in-depth analysis of support needs and customer groups presenting to the Housing Options service.
- 2.2 Applications for assistance from people who stated to be homeless or threatened or homelessness increased by 38% between April 2018 and April 2020. By April 2020, more households were approaching the Housing Options service at the point they had already become homeless (52%) than when it could still be prevented (48%).
- 2.3 What is known about homeless households has grown with the introduction of the Homelessness Reduction Act. One fifth of homeless households in Oldham state to have mental health issues, and almost 15% have physical health issues. 24% of homeless households stated to have no support needs at all in the data analysed in the Review, but in contrast 27% had three or more suggesting large numbers of increasingly complex households. This may go some way to explaining why these households are presenting at crisis point, rather than at an earlier stage where homelessness may be prevented.

2.4 There are significant financial, social and emotional costs associated with homelessness – the new Strategy therefore needs to focus on reversing this trend. It needs to do this however in a time of limited resources and continuing austerity, particularly brought about by the Covid-19 pandemic.

2.5 The Strategy Delivery Plan takes a pragmatic approach to tackling homelessness in Oldham, acknowledging that resources are finite, and the effects of austerity and the Covid-19 pandemic will have a lasting impact on communities. Its focus is on making best use of what we have, making an effective business case for further investment and working in partnership to deliver the following priorities:

- Advice and information
- Early identification
- Pre-crisis intervention
- Prevent recurring homelessness
- Partnership arrangements

3 **Options/Alternatives**

3.1 Approve the contents of the Oldham Homelessness Prevention and Reduction Strategy 2021-26

(Recommended: This will ensure that the Council is legally compliant in terms of the Homelessness Act 2002 and has a Homelessness Strategy that meets current support needs and groups in Oldham)

3.2 Retain the priorities from the previous Homelessness Strategy 2016-21

(Not Recommended: These priorities were last consulted on in 2016 and no longer reflect current trends in homelessness)

4 **Preferred Option**

4.1 Recommend the proposal to Cabinet to approve the contents of the Oldham Homelessness Prevention and Reduction Strategy 2021-26 and its associated Delivery Plan.

4.2 This will ensure that the Council is legally compliant in terms of the Homelessness Act 2002 and has a Homelessness Strategy that meets current support needs and groups in Oldham.

5 **Consultation**

5.1 Consultation has been an integral part of the development of the Homelessness Strategy and a detailed overview of responses can be found within the Homelessness Review document. This includes:

- Residents
- Stakeholders / partner organisations
- Elected Members

5.1 Due to the Covid-19 pandemic consultation was primarily undertaken electronically via web-based surveys, but service users who required additional support to take part were able to access this via the Council's Rough Sleeper Initiative (RSI) Team.

6 **Financial Implications**

- 6.1 The decision to formally approve the Oldham Homelessness Prevention and Reduction Strategy 2021-26 will not in itself incur a financial cost. As the practicalities of implementing the strategy become known, additional reports/business cases will be required and at this point any financial implication will be commented on further in-depth.
- 6.2 However it is acknowledged within the report that the Strategy Delivery Plan is taking a pragmatic approach to tackling homelessness in Oldham, acknowledging that resources are finite. The Council has recently had funding confirmation for 2021/22 of £179,000 as part of the Government's Rough Sleeping Initiative and also an allocation of £531,774 as part of the Government's Homelessness Prevention Grant. It is hoped that the Council will supplement these existing financial resources by maximizing results through better partnership working and by exploring the potential to increase external funding.

(John Hoskins, Finance Manager – Corporate Control)

7 **Legal Services Comments**

- 7.1 The recommended Option, (3.1) is supported. As the report has outlined. Under the Homelessness Act 2002 it is a legislative requirement that all LA's must have a homelessness strategy and it must be renewed at least every 5 years i.e. up to date with the latest homelessness / housing requirements in the borough. Simply recycling the same policy every 5 years would likely lead to legal challenge. (Alex Bougatef -Group Lawyer litigation)

8. **Co-operative Agenda**

- 8.1 Oldham Homelessness Prevention and Reduction Strategy 2021-26 particularly promotes the cooperative value of Working Together throughout its Delivery Plan, seeking to achieve a common goal of preventing and reducing homelessness as a partnership.

9 **Human Resources Comments**

- 9.1 There are no direct staffing implications at this stage, if however, this changes going forwards, the appropriate policies and procedures will be followed. (Emma Gilmartin, Strategic HR Business Partner)

10 **Risk Assessments**

- 10.1 The production of the Strategy satisfies a statutory obligation mitigating that risk. In setting a five-year Strategy which commits the Council to support certain standards for five years there is a risk over time as financial pressures increase that the ability to resource is challenged. (Mark Stenson)

11 **IT Implications**

- 11.1 None

12 **Property Implications**

- 12.1 None

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- 13 **Procurement Implications**
- 13.1 There are no current procurement implications however if as a result of the Strategy any purchasing requirements arise the Commercial Procurement Unit will support the service area in ensuring the processes adhered to the Council's Contract Procedure Rules and Cabinet Office guidelines. (Emily Molden, Senior Category Manager)
- 14 **Environmental and Health & Safety Implications**
- 14.1 None
- 15 **Equality, community cohesion and crime implications**
- 15.1 This Strategy is intended to support the development of more cohesive communities through a reduction in homelessness and its associated issues such as illegal eviction, harassment, antisocial behaviour and rough sleeping.
- 16 **Implications for Children and Young People**
- 16.1 None
- 17 **Equality Impact Assessment Completed?**
- 17.1 Yes
- 18 **Key Decision**
- 18.1 Yes
- 19 **Key Decision Reference**
- 19.1 HSG-09-21
- 20 **Background Papers**
- 20.1 None
- 21 **Appendices**
- 21.1 Oldham Homelessness Prevention and Reduction Strategy 2021-26
- 21.2 Oldham Homelessness Review 2016-20

Oldham Homelessness Prevention and Reduction Strategy 2021-26

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1. Foreword

As Cabinet Member for Housing I am pleased to introduce the Oldham Homelessness Prevention and Reduction Strategy for 2021-26.

We are living in some of the most challenging times in our recent history due to the long-term effects of welfare reform, precarious public sector funding and the Covid-19 pandemic.

Homeless people are already amongst the most disadvantaged in society, with groups in Oldham particularly affected by poor mental and physical health and the need for tenancy and financial support being a common theme raised throughout consultation for the Strategy.

Oldham and the UK more widely, has a housing crisis. The pandemic has highlighted problems caused by a lack of social housing, an unregulated private sector, rising house prices putting homes out of the reach of many, cutting levels of Housing Benefit and the continuing impact of Right to Buy.

Change has been a theme throughout the lifetime of our last strategy – our homelessness and allocations services are once again directly delivered by the Council – and we need to harness the opportunities that change brings. Flexibility, control, new tools at our disposal and new relationships to explore and build.

The new strategy is the result of several months of consultation with key stakeholders in Oldham, who will work together in partnership to ensure the actions in its Delivery Plan are brought to fruition, preventing and reducing homelessness.

2. Introduction

Oldham Homelessness Prevention and Reduction Strategy has been developed following a comprehensive review of homelessness in the borough between 2016 and 2020, particularly focusing on the latter two years since the introduction of the Homelessness Reduction Act.

The Homelessness Reduction Act (HRA) brought about the biggest change in homelessness legislation for over a decade, placing a statutory requirement upon local authorities to provide universal housing advice and to take reasonable steps to try and prevent and relieve homelessness amongst eligible groups.

With the introduction of the HRA has come an increase in applications from households seeking homelessness assistance, which local authorities must find appropriate ways to respond to within limited resources. The Homelessness Review undertaken, including our consultation with stakeholders including people using our services, is particularly important in helping to set the direction of this Strategy moving forward and how these resources need to be targeted.

Policies, services and delivery have changed significantly since the last Preventing Homelessness Strategy was published Oldham Council's partnership approach has yielded successes including:

- Thanks to the launch of 'A Bed Every Night' across Greater Manchester, Oldham now has dedicated outreach and accommodation provision for rough sleepers running 365 days a year
- A pledge is in place for Oldham care leavers up to the age of 25 that if they find themselves homeless they will be considered automatically in priority need and not intentionally homeless
- Initiatives such as 'Homeless Friendly' and 'Real Change' have launched across Oldham to help embed organisational change and raise funds for people experiencing homelessness and struggling to access necessities
- Strategic Housing at Oldham Council have delivered homelessness training to multiple partner agencies across voluntary, community and public sectors, helping to upskill colleagues to better assist the people they support.

Our previous Strategy has therefore provided us with strong foundations in building relationships across sectors, and creating services where gaps used to exist. However, we still have some way to go, particularly in tackling the root causes of homelessness and providing support at an earlier stage – that is why this Strategy in 2021 is about both Homelessness Prevention and Reduction, and plans to deliver:

- An increase in the number of households achieving a positive outcome after approaching services for help – for example, being able to remain in their accommodation or securing a new place to live;
- A decrease in households becoming homeless overall.

3. Our partnership

A theme running throughout our Review and our consultation is partnership working, something which Oldham embraces strongly as a cooperative borough. This Strategy has been developed in consultation with and will continue to be monitored by:

- Oldham Homelessness Forum, with multi-agency and lived experience representation from across the voluntary, faith, social enterprise and statutory sectors
- Oldham Strategic Housing Partnership, representing social housing providers developing and managing social housing in Oldham.

Our Delivery Plan has been developed in consultation with all Directorates across the local authority, who will help to drive forward implementation alongside the Strategic Housing team.

In delivering our Strategy, and our statutory housing services, we also work together with Oldham Safeguarding Adults and Children’s Boards, a partnership of agencies and organisations whose aim is to safeguard adults and children who are vulnerable to, at risk of or are experiencing abuse and neglect.

4. Strategic Context

Oldham’s Homelessness Prevention and Reduction Strategy sits within a wider local, regional and national strategic context which aims to support the health, housing and other socioeconomic factors affecting our residents.

Year	Strategy / Framework	Implications
2017	The Oldham Plan 2017-22	Empowering people and communities: <ol style="list-style-type: none"> 1. Inclusive Economy 2. Cooperative Services 3. Thriving Communities
2017	Oldham Domestic Violence Strategy	Tackling domestic violence is a priority for Oldham Community Safety Partnership. This strategy is currently under review taking into account the new Domestic Abuse Act due to come into place in 2021
2018	UK Strategy for our Veterans	Sets the intent for the delivery of public services to veterans across the UK so that by 2028 every veteran feels even more valued, supported and empowered and will never be disadvantaged as a result of their service
2019	Oldham Allocations Scheme	Introduced reasonable preference applicable to prevention, relief and other homelessness duties in line with changes brought about by the Homelessness Reduction Act
2019	Oldham Housing Strategy	Commitment to meet Greater Manchester Housing Provider Homelessness Pledges and develop a Temporary Accommodation Strategy

2019	Oldham's Corporate Parenting Strategy	Sets out a vision for improving the life chances of children looked after and care leavers, our shared approach for making this happen, and how we will know we are getting it right
2019	GM Housing & Mental Health Strategy	Introduced a commitment to supporting the role housing, health and social care provision has in addressing the needs of service users.
2019	GM Drug & Alcohol Strategy	Introduced a vision is to make Greater Manchester a place where everyone can have the best start in life, live well and age well, safe from the harms caused by drugs and alcohol.
2020	GM Integrated Health & Justice Strategy	Introduced to address the typically very poor physical and mental health of people, both victims and offenders, who come through the criminal justice system. Including a focus on earlier identification of health and support needs, more responsive interventions, and providing health and care services, which are equal to those available to people living in the wider community.
2021	Domestic Abuse Act	Introduced a new duty to provide support in safe accommodation and applied priority need to all victims of domestic abuse, amongst other measures

Moving forward into the lifetime of this Strategy we will continue to align with local, regional and national strategies – including the forthcoming Greater Manchester Homelessness Prevention Strategy – to ensure integration of support and maximisation of resources, as part of our Strategic Priorities.

5. Priorities

The priorities for the Oldham Homelessness Prevention and Reduction Strategy are framed by our statutory duties to homeless residents. The rationale behind this is to provide a clear and transparent focus in the Council's mission to prevent and relieve homelessness.

- Advice and information
 - How we promote our services to residents in Oldham and ensure they have access to services to prevent them from becoming homeless
- Early identification
 - Ensuring everyone is aware of the 'Duty to Refer' people who are homeless or threatened with homelessness
 - How we develop local protocols to deliver more effective partnership working
- Pre-crisis intervention

- Delivering homelessness prevention activity – particularly through effective partnership working
- Prevent recurring homelessness
 - Using our Review data to identify groups who need additional support, such as rough sleepers, victims of domestic abuse and care leavers
- Partnership arrangements
 - Working together as a Cooperative Borough to prevent and reduce homelessness through shared resources, information, understanding and goals.

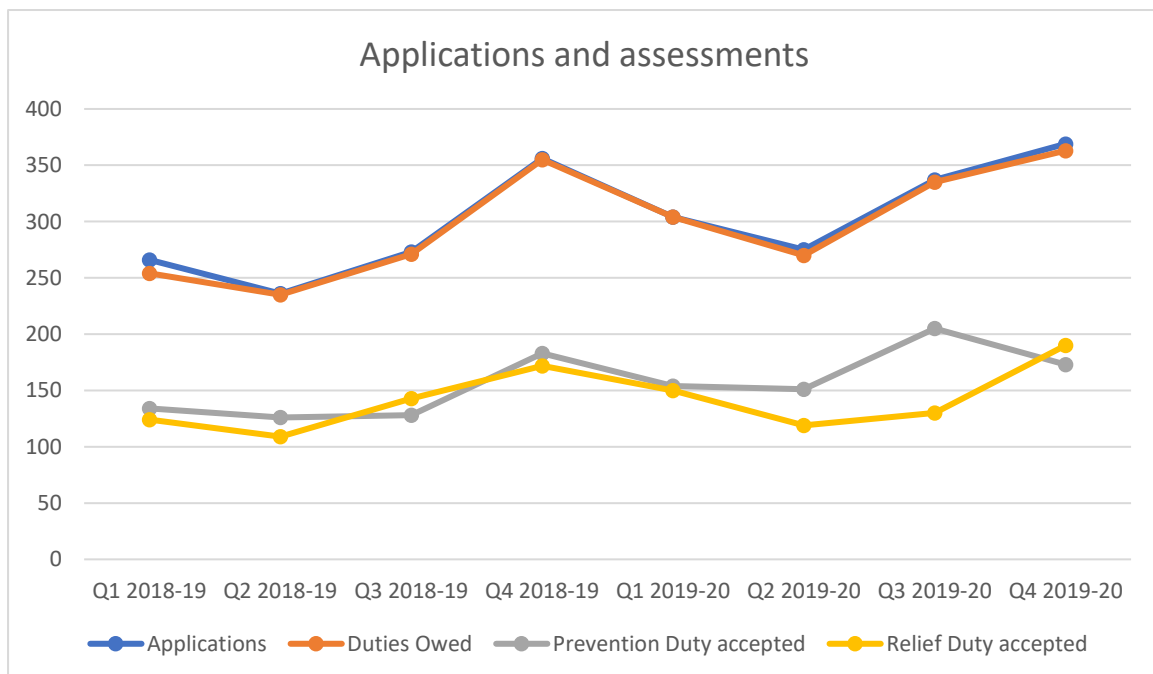
6. Homelessness in Oldham

The following provides a brief overview of the key statistical data from the Oldham Homelessness Review 2016-2020 which has been used to inform the Delivery Plan behind the Homelessness Prevention and Reductions Strategy 2021-26.

6.1 Applications and assessments

The Homelessness Review takes provides an in-depth analysis of trends in homelessness in Oldham between 2016-2020, with a particular focus on the period since the introduction of the HRA.

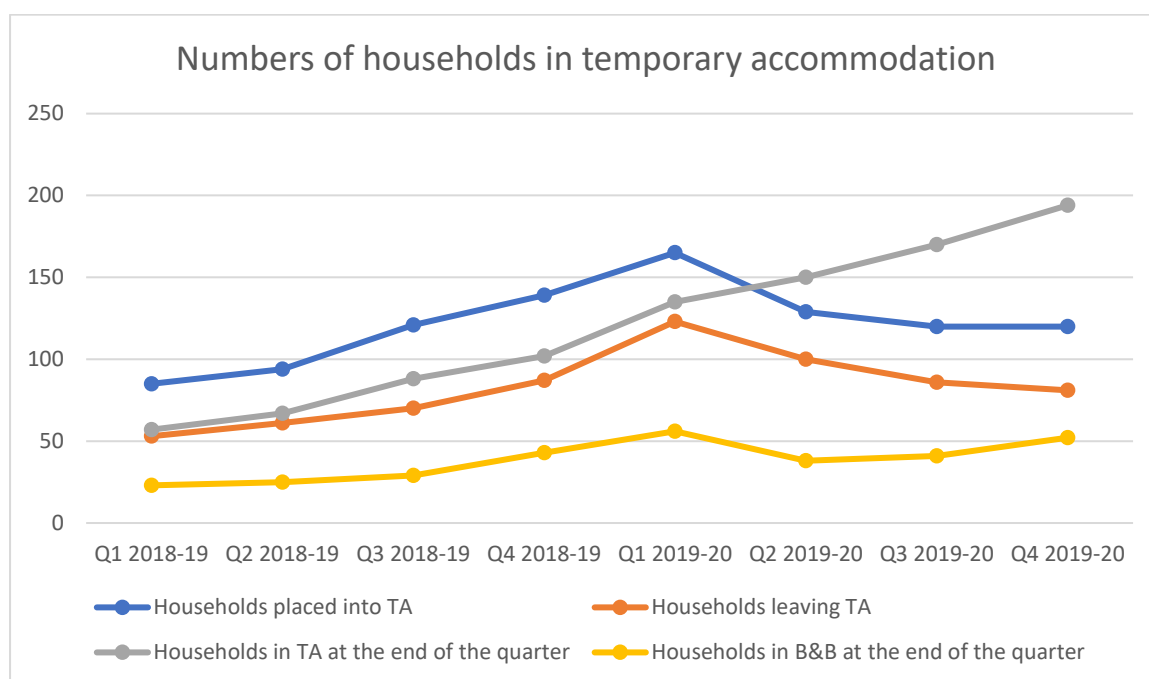
Applications to the local authority for homelessness assistance have been subject to seasonal increase and decline, but overall have risen across the Review period. Alongside this there has started to be a slight rise in the number of households approaching the local authority once already homeless – and subsequently owed the Relief Duty – rather than at a stage where homelessness can still be prevented. Our goal for the new Strategy is to try and reverse this trend through effective advice and pre-crisis intervention, as outlined in our priorities.



6.2 Temporary Accommodation

Establishing why this crisis point has been reached, and what can be done to avoid it occurring, needs to be a focus of the new Strategy – not least to reduce the number of households needing temporary accommodation, which have also increased.

Oldham Council has focused considerable efforts on reducing the use of bed and breakfast accommodation since these numbers were last reported, with numbers on a downward trajectory thanks to a new Temporary Accommodation Strategy in development. This will be supported by the Homelessness Prevention and Reduction Strategy, including sourcing appropriate support for households in Temporary Accommodation to prevent recurring homelessness, as outlined in our priorities.

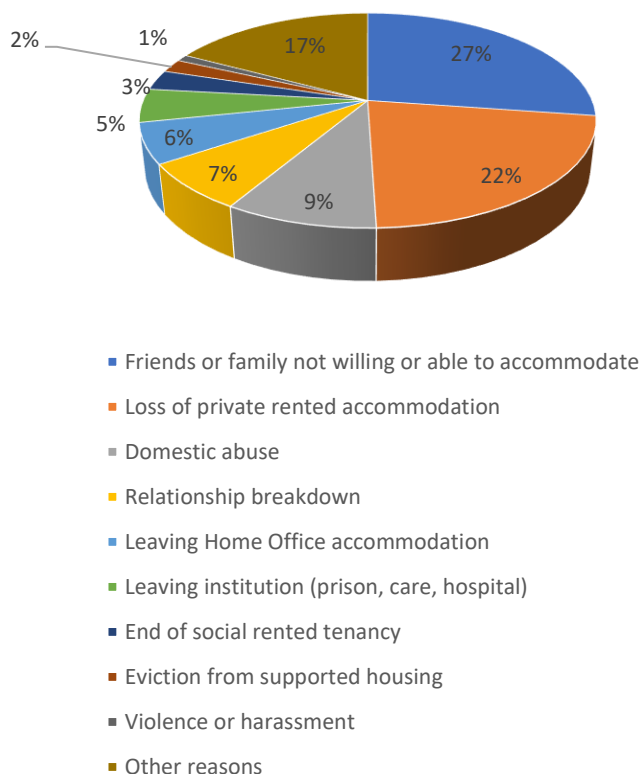


6.3 Reasons for Homelessness

The main reasons for homelessness in Oldham have remain largely unchanged since the previous Homelessness Strategy was published in 2016. These reasons are not dissimilar to the rest of the country, but the numbers may be exacerbated by local issues such as overcrowding, health inequalities and the local housing market. For example:

- Oldham has a higher level of households asked to leave by family and friends
- Oldham has a higher level of people given a notice to leave their private rented accommodation (although not necessarily becoming homeless from this)
- Oldham has a higher level of people leaving Home Office accommodation than the national average

Reasons for homelessness: 2018-20

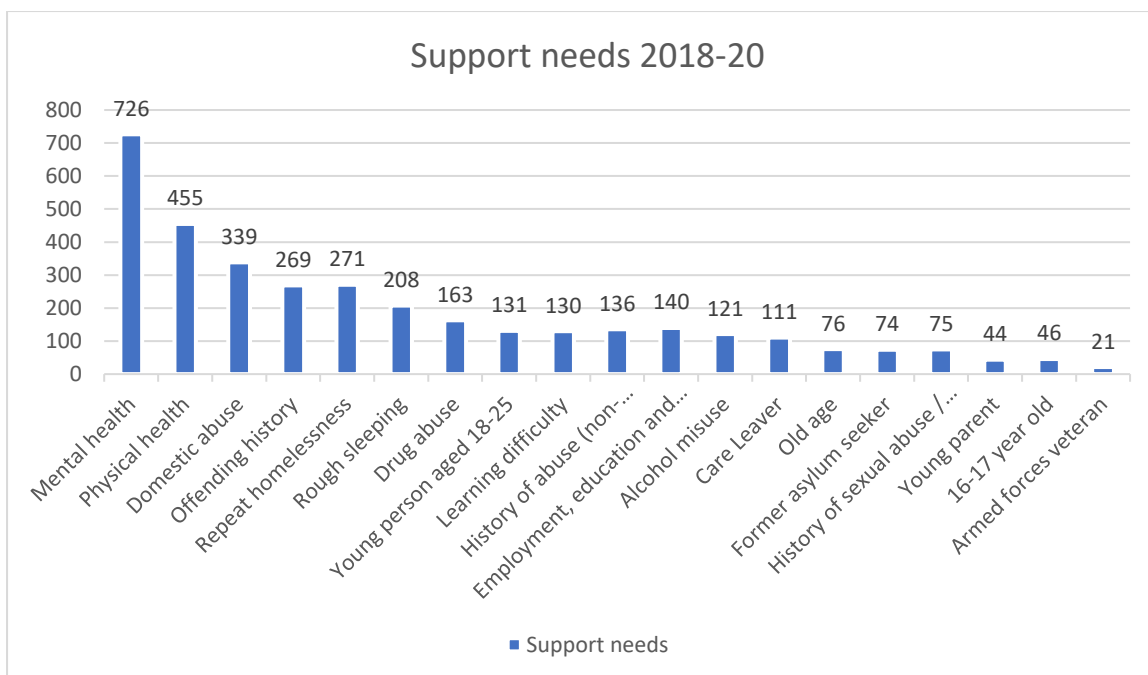


6.4 Support needs

The introduction of the HRA introduced Personal Housing Plans, and a requirement for Local Authorities to consider the support needs of applicants in helping them to secure suitable accommodation.

The data on support needs is self-declared and may not, therefore, reflect diagnosed conditions within datasets such as the JSNA (Joint Strategic Needs Assessment) or Social Care records. However, combined with feedback from consultation it provides valuable insight into how to tailor future services and address unmet need, and will be used to formulate the Strategy delivery plan.

Reflecting the main reasons for homelessness, Oldham is not unique in finding that mental and physical health issues feature prominently alongside domestic abuse, substance misuse and rough sleeping – all prominent issues intertwined with homelessness. However, self-declared learning difficulties and historical abuse are higher than the national average, and there are relatively high levels of applicants stating to have experienced repeat homelessness and rough sleeping. As part of our priorities we will set out actions to prevent recurring homelessness and put in place partnership arrangements to ensure those with support needs are access a suitable service.



7. Consultation

The Homelessness Review consulted our key partners including service users, Elected Members and stakeholders from across a range of sectors to establish what they saw as the key issues and priorities to address. Despite consultation having to take place remotely due to the Covid-19 Pandemic there was a great deal of synergy between the responses, which have been used to drive forward the priorities in this Strategy:

Services needed		
Members	Stakeholders	Service users
Tenancy Support	Tenancy Support	Tenancy support/Pre tenancy training
Domestic Abuse	Rough sleeping	Financial help
Mental Health	Mental Health	Mental health
Mediation/Counselling service		Mediation
Supported accommodation	Supported accommodation	Advocacy

Key Priorities		
Members	Stakeholders	Service users
Domestic Abuse	Mental Health support	Rough sleeping
Rent arrears/Termination of AST	Tenancy Support	Rent arrears
Family breakdown	Affordable housing	Family Breakdown
Affordable housing		Relationship breakdown

8. Monitoring

Sitting beneath these priorities will be a SMART (Specific, Measurable, Achievable, , Realistic, Time-Bound) delivery plan that is reviewed annually by our partners:

- Oldham Homelessness Forum
- Oldham Strategic Housing Partnership

Responsibility for day-to-day monitoring, including of financial resources allocated to the Strategy and the Housing Options Team, will be the responsibility of the Strategic Housing service at Oldham Council.

The initial Delivery Plan below will be a live document reflecting changing needs and demand amongst homeless households. An annual update will be produced reporting against completion, removal, or addition of actions.

9. Delivery Plan

Advice and information				
Aims	Promote housing advice services to residents in Oldham to ensure they can access appropriate information and resources to prevent them from becoming homeless			
Actions	Resources Required	Partners	Timescale	Progress
Improve advice and options available to departing partners in instances of relationship breakdown, including on legal rights, mediation and relationship counselling	Staff	VCSE; GP surgeries;	Year 3	
Ensure housing advice is promoted to emerging communities to ensure awareness of housing rights and increase prevention vs. relief	Staff	Emerging Communities; SERCO; VCSE; GP surgeries	Year 2	
Increase the availability of self-service advice online such as web chat with Housing Advisors so applicants can seek early advice more easily	Staff; budgetary; ICT	Unity (IT)	Year 5	
Investigate the delivery of new digital inclusion signposting services to such as social media campaigns, stakeholder e-resources, web links etc.	Staff; budgetary; ICT	Communications	Ongoing	

Early identification				
Aims	Work together as a partnership to identify groups who might be vulnerable to homelessness at the earliest possible stage and put appropriate interventions and referral pathways in place to offer them the help they need			
Actions	Resources Required	Partners	Timescale	Progress
Ensure staff in homelessness and related services are equipped to respond to vulnerable applicants in a psychologically informed way via delivering appropriate training	Staff; budgetary	Pennine Care; IDVA; Oldham Safeguarding Adults Board	Year 3	
Review accommodation pathways for offenders leaving custody in light of changes to Probation arrangements	Staff	Probation; GMCA; Greater Manchester Prison Service; Shelter	Year 2	
Undertake promotion of referrals to local housing authority to landlords following the easing of evictions following the Covid-19 pandemic	Staff	Oldham Strategic Housing Partnership	Year 1	
Review transitions process for Children Looked After reaching 17 th Birthday to plan move-on options at earliest opportunity	Staff	Children's Services	Year 2	
Deliver training to partner agencies to promote early identification and referrals for housing advice	Staff	All partners	Ongoing	

Pre-crisis intervention				
Aims	Proactive engagement with groups who might be affected by homelessness in the future, and ensuring it isn't left too late			
Actions	Resources Required	Partners	Timescale	Progress
Review the current young person's mediation scheme to ensure it meets demand and need	Staff; budgetary	Children's Services; Procurement	Year 2	
Review structure of the Housing Options Service to ensure it is sufficiently prevention focused within resources available, including capacity for home visits and co-location	Staff	Human Resources	Year 1	
Ensure housing options for older people are sufficiently explored and well presented, and meet the needs of those with more complex needs e.g. substance misuse	Staff; budgetary	Adult Social Care; Oldham Strategic Housing Partnership; Turning Point; Pennine Care	Year 4	
Increase options available via the Bond Scheme targeted at single households, e.g. en-suite rooms in shared houses / studio apartments	Staff; budgetary	PRS Landlords; Environmental Health	Ongoing	
Review and promote financial relief funds available to clear arrears and help applicants to access and sustain housing	Staff; budgetary	VCSE; Welfare Rights	Year 4	

Review current debt and money management provision and promote availability	Staff; budgetary	Welfare Rights; VCSE	Year 4	
Participate in MASH and Adult Social Care front door review to consider potential future housing links	Staff; budgetary	Adult Social Care	Year 2	

Prevent recurring homelessness				
Aims	Identify groups who need additional support, such as rough sleepers, victims of domestic abuse and care leavers			
Actions	Resources Required	Partners	Timescale	Progress
Carry out a review of domestic abuse services in the borough and commission an appropriate response in line with the new Domestic Abuse Act	Staff; budgetary	IDVAs; Refuge; Early Help; VCSE; Adult Social Care; Children's Services; Police; Domestic Abuse Partnership	Year 1	
Undertake a peer review to establish why repeat homelessness occurs, and put measures in place to prevent this happening	Staff; budgetary	VCSE; GMCA	Year 5	
Together with Children's Services, develop young people's housing strategy with a particular focus on sufficiency for 16-17 year olds and care leavers	Staff; budgetary	Children's Services; Procurement	Year 2	
Review current commissioned services and ensure preparations are	Staff; budgetary	GMCA; Emerging Communities; Adult Social Care; Children's Services	Year 1	

made for the closure of the EU Settlement Scheme				
Source funding to extend the RSI Team or other service to support 'sofa surfers' to more proactively intervene given their transient nature and focus on more proactive interventions	Staff; budgetary	VCSE; GMCA	Year 1	
Review sources of resettlement support for rough sleepers to prevent return to the streets	Staff; budgetary	VCSE; GMCA	Year 1	
Source longer term funding to provide stability for current rough sleeping services, including RSI Team and A Bed Every Night	Staff; budgetary	VCSE; GMCA	Year 1	
Publish temporary accommodation strategy including procurement for temporary accommodation services to achieve value for money and sustainable move-on	Staff; budgetary	Procurement	Year 2	
Proactively monitor and review people being released from prison or discharged from approved premises to prevent them being released without an	Staff	Probation; Greater Manchester Prison Service	Ongoing	

address or appropriate support in place				
Seek longer term funding to continue co-locating a housing officer within Oldham Hospital	Staff; budgetary	Adult Social Care; GMCA	Year 1	

Partnership arrangements				
Impact	Working together as a Cooperative Borough to Prevent and Reduce Homelessness through shared resources, information, understanding and goals			
Actions	Resources Required	Partners	Timescale	Progress
Work to improve landlord / tenant relations through education and information on rights and responsibilities	Staff	PRS landlords; Environmental Health	Year 3	
Work together with registered providers to develop 'right-sizing' initiatives	Staff	Oldham Strategic Housing Partnership	Year 4	
Ensure homeless applicants have fair access to GP and other primary care treatment, and effective pathways into vaccination and other programmes	Staff	Homeless Friendly; Adult Social Care; Pennine Care	Year 2	
Continue to develop the role of the Local Authority Asylum Support Officers (LAASLOs) or similar service to support the integration of refugees and migrants and	Staff	Emerging Communities	Year 2	

deliver early intervention to prevent homelessness				
Work with partners to support applicants into employment to ensure they can better access and sustain housing	Staff	DWP; Get Oldham Working	Year 3	
Consider co-locating the Housing Options service within place-based integration initiatives, or upskilling relevant colleagues	Staff	Communities; Strategic Housing Partnership	Year 4	
Review protocols with and streamline access to services to promote move-on from Temporary and Supported Accommodation and access to services such as Local Welfare Provision, Jobcentre Plus and Discretionary Housing Payments	Staff	DWP; Welfare Rights; VCSE	Year 2	
Continue to lobby for long-term revenue and capital funding from bodies such as MHCLG	Staff	MHCLG; GMCA	Ongoing	
Work together with Oldham Strategic Housing Partnership to secure capital and revenue funding for long-term accommodation	Staff	Oldham Strategic Housing Partnership	Ongoing	

Review the supported accommodation gateway process in line with an updated needs assessment	Staff	Internal gateway partners; Registered providers	Ongoing	
Encourage, promote and support where required voluntary, faith & charitable sector organisations to submit relevant funding applications which enhance and support our local offer to homeless households	Staff	VCSE	Ongoing	

10. Glossary

DHP: Discretionary Housing Payment

DWP: Department of Work and Pensions

GM: Greater Manchester

GMCA: Greater Manchester Combined Authority

IDVA: Independent Domestic Violence Advocate

JCP: Job Centre Plus

MOPP: Move-On Planned Protocol/Partnership

NASS: National Asylum Support Service

PRS: Private Rented Sector

VCSE: Voluntary, Community and Social Enterprise

11. Contact

Oldham Council Strategic Housing

Housing.options@oldham.gov.uk

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Oldham Homelessness Review

2016-2020

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1. Introduction

Oldham's current homelessness strategy – Working Together to Prevent Homelessness in Oldham – was introduced in 2016. Local authorities in England have a duty to undertake a review of homelessness in their borough at least every five years and produce a homelessness strategy based on the finding of that review.

This Oldham Homelessness Review covers the period 2016-2020, and mainly focuses on the two years since the introduction of the Homelessness Reduction Act (HRA) in April 2018. The HRA not only changed the way local authorities administer homelessness applications, but introduced much more comprehensive data gathering which, based on this review, will support the develop of an insightful and responsive new homelessness strategy for Oldham.

The Review considers not only local homelessness data, but also Oldham's economical and housing market data which may influence people seeking housing advice from the local authority. It also takes into account developments across Greater Manchester and the wider country, and the impact these have had in relation to homelessness in Oldham.

2. Legislative and strategic context

The HRA was arguably the biggest change in homelessness legislation since the introduction of the 2002 Homelessness Act. It introduced new duties on local authorities to prevent and relieve homelessness, as well as reinforcing duties to provide universal and targeted advice.

The following timeline gives an overview of the progress of the HRA, and other developments in homelessness legislation, case law and related statutory guidance and provisions since 2016.

Table 1: Timeline of legal developments

Year	Development	Implications
2017	Children and Social Care Act 2017	Entitlement to Personal Advisor support for Care Leavers extended to age 25, but homelessness legislation was not extended in line with this. However, in Oldham a decision was later taken to apply automatic priority need to all Oldham care leavers until age 25
2018	Implementation of HRA 3 rd April 2018, accompanied by revised Code of Guidance	New duties on local authorities to: <ul style="list-style-type: none"> - Provide advice to anyone in the district - Assess the circumstances, housing and support needs of homeless applicants and agree a Personal Housing Plan - Take reasonable steps to prevent homelessness for those at risk within 56 days - Take reasonable steps to relieve homelessness for eligible applicants for 56 days
	Data Protection Act May 2018	Data protection laws updated to include informed consent and the right to erasure
	Implementation of Duty to Refer 1 st October 2018	Legal duty placed upon specified public bodies – such as Social Care, hospitals, Jobcentres and Probation – to refer anyone who is homeless or threatened with homelessness to the local housing authority
	Implementation of retaliatory eviction provisions contained within Deregulation Act 2015 1 st October 2018	Provisions made preventing landlords from progressing eviction in circumstances where the tenant has unresolved complaints such as disrepair. Expectation on local authorities to provide advice and take enforcement action in line with this legislation
2019	Tenant Fees Act June 2019	Ban on tenant fees for new or renewed tenancy agreements on or after 1st June 2019
	Samuels v Birmingham City Council June 2019	Supreme Court ruling on criteria for affordability and intentional homelessness
	Haringey XY v London Borough of Haringey July 2019	Reinforcement of requirement to keep Personal Housing Plans under review in line with notifications issued to the applicant such as changes in decision or circumstances

2020	Coronavirus Act March 2020	Protection from eviction for residential tenants, and introduction of mortgage holidays for homeowners
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Alongside developments in legislation there have been several local, regional and national strategies and frameworks introduced and updated which have wide ranging impacts on homelessness in the borough.

Table 2: Timeline of Local, Regional and National Strategies

Year	Strategy / Framework	Implications
2016	Ending violence against women and girls Strategy	Aims to increase reporting of often hidden crimes, to overhaul the criminal justice response to vulnerable victims and to bring more perpetrators to justice – complements, and will be supported by, wider Government work to tackle modern slavery, prevent child sexual abuse and protect girls from exploitation by gangs.
2016	Oldham Work & Skills Strategy	Sets out plans to work with local employers, training providers, schools, residents and other partners to improve the prospects of our residents and provide them with high quality and relevant skills training.
2017	The Oldham Plan	Empowering people and communities: <ol style="list-style-type: none"> 1. Inclusive Economy 2. Cooperative Services 3. Thriving Communities
2017	Oldham Domestic Violence Strategy	Tackling domestic violence is a priority for Oldham Community Safety Partnership. This strategy is currently under review considering the new Domestic Abuse Act due to come into place in 2021
2018	GM Serious & Organised Crime Strategy	Sets out how, through the ground-breaking Programme Challenger, GM intend to tackle serious and organised crime in all its forms in Greater Manchester.
2018	UK Strategy for our Veterans	Sets the intent for the delivery of public services to veterans across the UK so that by 2028 every veteran feels even more valued, supported and empowered and will never be disadvantaged as a result of their service
2019	Oldham Allocations Scheme	Introduced reasonable preference applicable to prevention, relief and other homelessness duties in line with changes

		brought about by the Homelessness Reduction Act
2019	Oldham Housing Strategy	Commitment to meet Greater Manchester Housing Provider Homelessness Pledges and develop a Temporary Accommodation Strategy
2019	Oldham's Corporate Parenting Strategy	Sets out a vision for improving the life chances of children looked after and care leavers, our shared approach for making this happen, and how we will know we are getting it right.
2019	GM Housing & Mental Health Strategy	Introduced a commitment to supporting the role housing, health and social care provision has in addressing the needs of service users.
2019	GM Drug & Alcohol Strategy	Introduced a vision is to make Greater Manchester a place where everyone can have the best start in life, live well and age well, safe from the harms caused by drugs and alcohol.
2020	Oldham Local Offer for Care Leavers	Accommodation pathways reviewed between Aftercare and Housing services, including introduction of joint housing assessments and literature for care leavers, and 'fast track' processing of housing register applications with reasonable preference awarded
2020	National Mental Health Foundation Strategy: Making Prevention Happen	Affirms a commitment to making prevention of poor mental health happen so that people across the UK can live mentally healthier lives.
2020	GM Integrated Health & Justice Strategy	Introduced to address the typically very poor physical and mental health of people, both victims and offenders, who come through the criminal justice system. Including a focus on earlier identification of health and support needs, more responsive interventions, and providing health and care services, which are equal to those available to people living in the wider community.
2021	Greater Manchester Homelessness Prevention Strategy	Continued joint working across the 10 Greater Manchester local authorities and wider Homelessness Action Network to develop and support initiatives to prevent and relieve homelessness

3. Working Together to Prevent Homelessness in Oldham 2016-21: Highlights

The 2016 Homelessness Strategy was reviewed annually with an action plan created each year based on its priorities and trends emerging within each year. The following table provides some highlights of developments which have taken place over the past 5 years.

Table 3: Highlights from previous Strategy

July 2016	Training was provided to staff and partner agencies in respect of debt advice, support and welfare reform - conditionality, sanctions, processes for alternative payments and advance payments of benefits so that they can support customers in navigating the changes to the welfare benefits system.
April 2017	A review of the Councils Allocations Scheme was commenced to ensure it meets the borough's housing needs
June 2017	The number of dispersed temporary accommodation units was increased in order to attempt to meet growing demand and minimise the use of Bed & Breakfast accommodation
December 2017	GM Entrenched Rough Sleeper SIB launched for referrals
March 2018	Joint training events with colleagues from Offending and Substance Misuse services were held to improve access to services and promote better joint working arrangements
October 2018	Phase 1 of 'A Bed Every Night' (ABEN), a GM-wide rough sleeping accommodation project, launches with 177 people accommodated. This was the first time Oldham had an ongoing dedicated winter shelter provision
April 2019	'Supporting Homeless People Better' training launched by the Housing Strategy Team, offering a half day overview of homelessness processes and legislation to partner agencies across all sectors
	Housing First launched across Greater Manchester, offering intensive support to a number of individuals experiencing multiple disadvantage including homelessness
July 2019	The Oldham Housing Advice Service – renamed Housing Options Oldham – was re-located back in house to the Council following a number of years being delivered by an external provider. This service comprised both the statutory

	homelessness and allocations functions of the Council
	The Rough Sleeping Initiative (RSI) was launched, which saw a team comprised of a Coordinator and Outreach Workers provided dedicated support to rough sleepers
	Oldham's Councils new Allocations Policy was launched on 1 st July 2019
October 2019	Phase 2 of ABEN launched working in partnership with Oldham Community Night Shelter. The provision included dedicated spaces for women / couples
	Real Change Oldham was launched by Oldham Council Leader Councillor Fielding and Lead member for Housing Councillor Roberts on World Homelessness Day. Real Change Oldham raises funds via donations from local businesses and the public to support people in the local area who are homeless or threatened with homelessness.
November 2019	Commitment made at Cabinet that Oldham Council would become a 'Homeless Friendly' Council, pledging to meet commitments around ensuring services are accessible to the needs of people experiencing homelessness
December 2019	Commitment made at Cabinet that all Oldham care leavers under the age of 25 would be considered in priority need and unintentionally homeless
March 2020	'Everyone In' response initiated following outbreak of COVID-19, offering accommodation to any known rough sleepers

4. Homelessness: analysis and trends

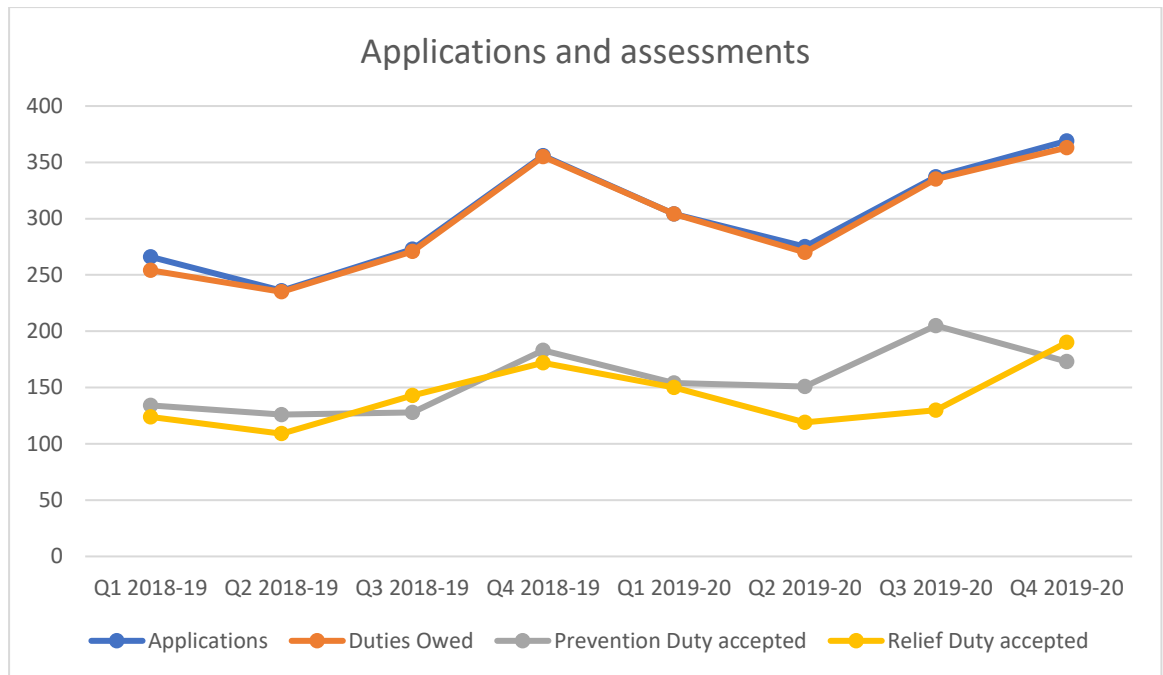
4.1 Applications and assessments

There has been a steady increase in the number of households making homeless applications over the past two years since the Homelessness Reduction Act was introduced. This trend is not exclusive to Oldham, with homelessness increasing across the country – Relief duties increased by 15% in 2019-20.

The chart below shows the total number of homeless applications made and, of those:

- The number that were owed a subsequent duty – where they were not, this was due to the household either being found not homeless or not eligible for assistance
- The number of those owed a duty where this was a ‘Prevention Duty’ – to take steps to prevent the applicant from becoming homeless
- The number of those owed a duty where this was a ‘Relief Duty’ – to take steps to relieve the applicant’s homelessness where this had already occurred.

Figure 1: Applications and Assessments



Oldham opened a comparative number of Relief duties to the national average in 2019/20, and a higher number of prevention duties – demonstrating a commitment to early intervention.

Table 4: Applications and Assessments: National comparison

	2018/19		2019/20	
	Oldham	National	Oldham	National
Applications taken	1131	287,880	1,285	304,290
Duties owed	99%	92%	99%	94.8%
Prevention duties accepted	51%	55%	54%	43.3%
Relief duties accepted	49%	45%	46%	45.3%

4.2 Homelessness prevention

Homelessness prevention is often the most positive course of action for applicants and is also the most cost effective for the Council. Prevention activity to involve helping a household to remain in their existing home or securing new accommodation for them to move to.

However, prevention activity is also resource intensive in terms of staff time and available housing options. Since the service has come back in-house to the Council it has been gradually building and

strengthening its staffing and other resources in an environment of increasing demand, so prevention performance has seen a decline. A review of the Housing Options service and its prevention options will be key in developing the 2021 Homelessness Strategy.

Table 5: Prevention Duties

	Closed prevention duties	% Successfully prevented
Q1 2018-19	32	53%
Q2 2018-19	95	49%
Q3 2018-19	141	46%
Q4 2018-19	132	48%
Q1 2019-20	138	32%
Q2 2019-20	197	40%
Q3 2019-20	179	34%
Q4 2019-20	179	34%

4.3 Homelessness relief

When households due become homeless Oldham Council acts appropriately and has historically had good performance in securing alternative accommodation for these households. However, the figures below clearly show that with the disruption caused by the service returning in house, relief activity has begun to reduce. Measures to address this will also need to be considered as part of the 2021 Homelessness Strategy.

Table 6: Relief Duties

	Closed relief duties	% Successfully relieved
Q1 2018-19	44	39%
Q2 2018-19	104	63%
Q3 2018-19	140	54%
Q4 2018-19	151	52%
Q1 2019-20	118	51%
Q2 2019-20	281	41%
Q3 2019-20	179	35%
Q4 2019-20	200	24%

Learning Point:

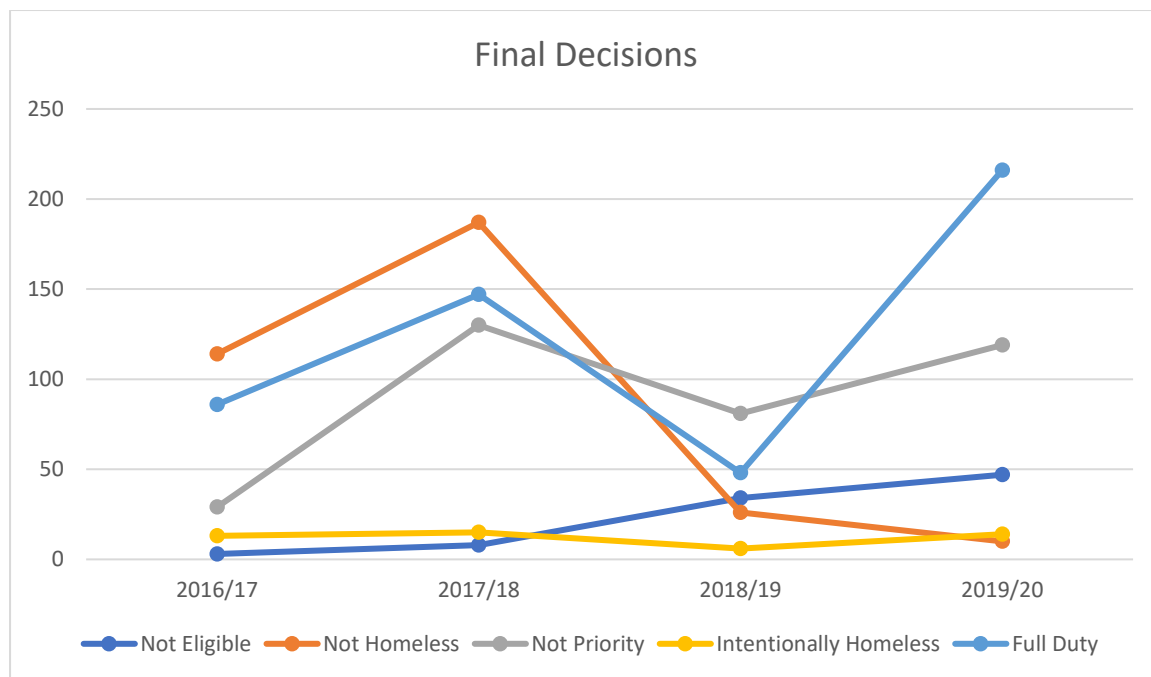
- As approaches and demand upon resources have increased, successful prevention and relief outcomes within 56 days have reduced. There needs to be greater focus on where resources are targeted – such as ensuring Prevention Duties are opened and monitored to the same level as more visible households living in temporary accommodation

4.4 Final decisions

Prior to the HRA a decision would have been reached on a homeless application almost immediately; now it is usually reached – or at least only enacted – if the Relief Duty has been ongoing for 56 days the local authority has not been able to help the applicant successfully resolve their homelessness.

Some decisions can be reached sooner; for example, a decision that the applicant is not eligible for assistance due to immigration status or is not homeless. There has been an increase in the former decisions during this review period and a decrease in the latter – potentially because of the increased assistance available through the Prevention Duty and general advice services.

Figure 2: Final Decisions



As discussed, unfortunately not all Relief Duties end with a positive outcome:

- Some households withdraw their application or lose contact with the Council during this period
- The Relief Duty only lasts for 56 days, after which the Council does not have an ongoing duty to keep taking reasonable steps for some households, e.g. those not in priority need or intentionally homeless.

After this 56-day period some of these households will still be owed an ongoing accommodation duty by the Council – the ‘full’ housing duty. The Homelessness Reduction Act was introduced in part to try and reduce the number of households moving into this duty, by focusing on earlier prevention and relief.

Table 7: Full Housing Duties Owed

	Closed relief duties	Full Duty owed	% Owed a full duty
Q1 2018-19	44	13	30%
Q2 2018-19	104	10	10%
Q3 2018-19	140	10	7%
Q4 2018-19	151	15	10%
Q1 2019-20	118	12	9%
Q2 2019-20	281	65	23%
Q3 2019-20	179	59	33%

Q4 2019-20	200	80	40%
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This therefore leaves the following proportion of households for whom no accommodation was secured within 56 days, and no ongoing duty owed; these are the households outlined in the bullet points above. This is a significant proportion of Oldham's homelessness cohort, suggesting where resources may need to be directed by the 2021 Homelessness Strategy.

Table 8: Households not successfully relieved or owed a full housing duty

	% Not successfully relieved or owed a full housing duty
Q1 2018-19	31%
Q2 2018-19	27%
Q3 2018-19	39%
Q4 2018-19	38%
Q1 2019-20	40%
Q2 2019-20	36%
Q3 2019-20	32%
Q4 2019-20	36%

4.5 Reasons for homelessness

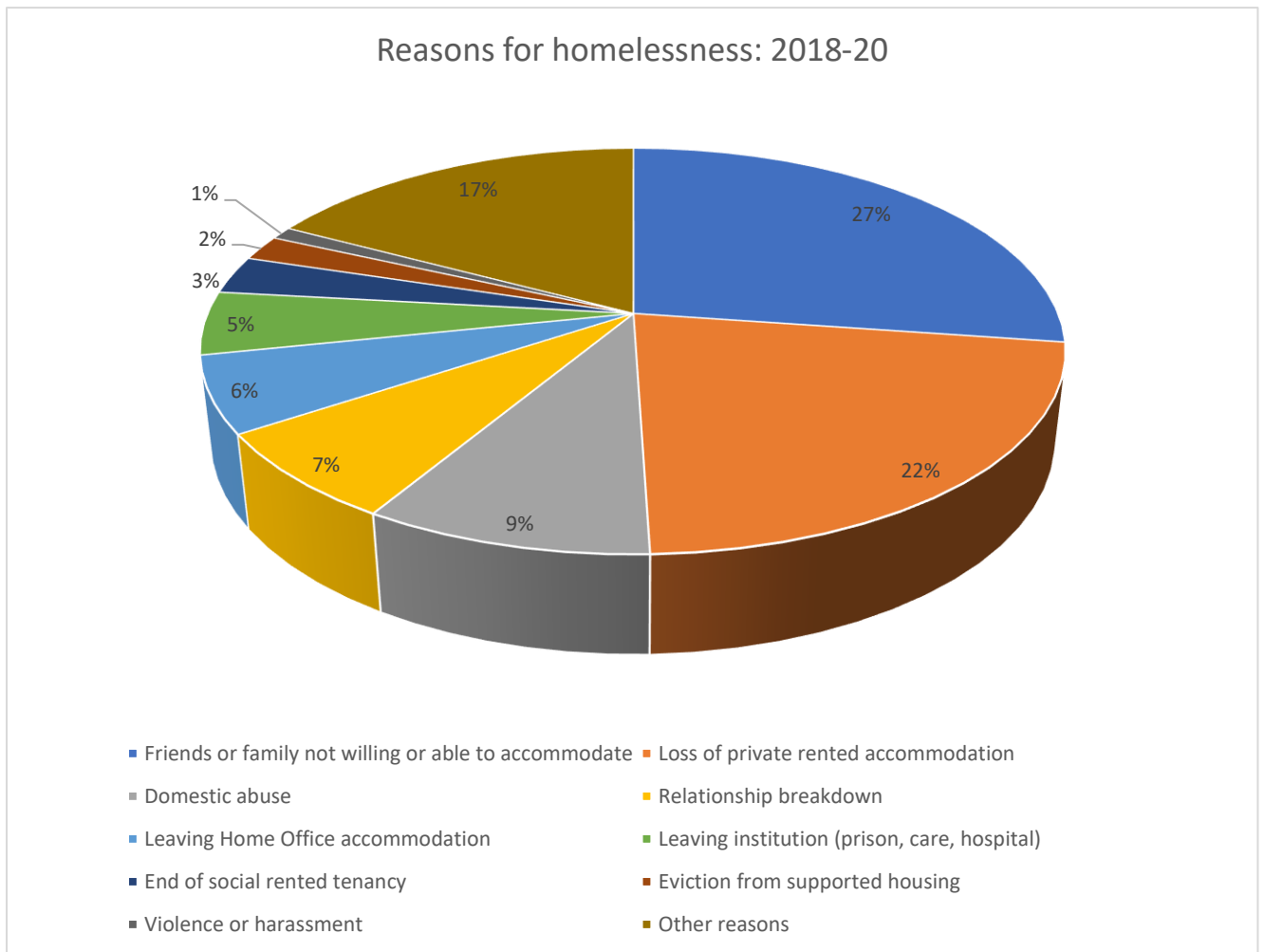
Understanding the main reasons why people present as homeless or threatened with homelessness gives the Council a better idea of how to target its resources in the 2021 Homelessness Strategy. For example, the main reason for homelessness – which continues to rise – is applicants being asked to leave by friends or family. This is an area where the Council needs to strengthen and target its prevention activity; however, it is also indicative of the issues faced across the borough in terms of affordable housing supply and demand.

The following table does not include information pre-HRA because the statistical returns at the time did not record reasons for homelessness amongst 'non-priority' households, which would therefore lead to heavily skewed information e.g. towards families rather than single person households. As can be seen from below however, trends remain broadly the same for the past two years.

Table 9: Main reasons for homelessness

	2018/19	2019/20
Asked to leave by friends or family	25%	29%
Loss of private sector accommodation	23%	21%
Domestic abuse	8%	10%
Relationship breakdown	7%	8%
Required to leave accommodation provided by the Home Office as asylum support	5%	8%
Left an institution e.g. prison, hospital, care	4%	6%
Eviction from social rented accommodation	2%	3%
Eviction from supported accommodation	1%	3%
Other forms of violence or harassment	1%	2%
All other reasons	24%	10%

Figure 3: Main reasons for homelessness



Learning Points:

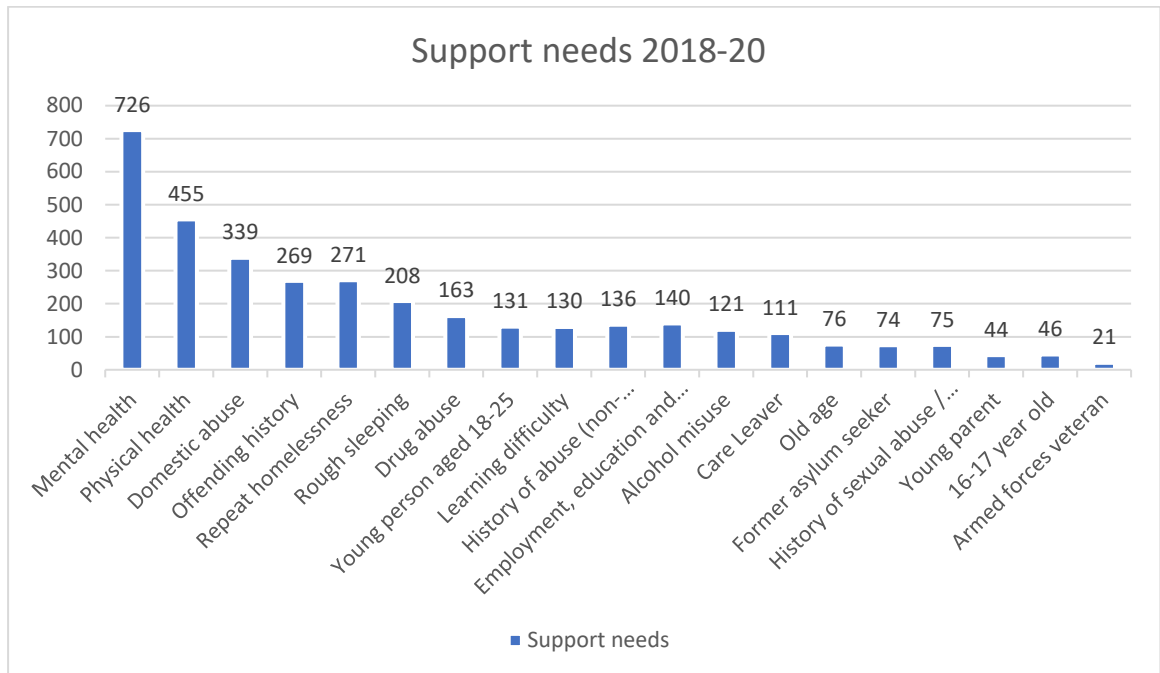
- Exclusions by friends and family are increasing; are enough resources being committed to preventing this, for example mediation and early intervention
- Domestic abuse continues to rise – how will the new Domestic Abuse Bill affect this, and how can we improve prevention options
- Loss of private rented sector accommodation remains a leading cause of homelessness nationally, but also remains a much-needed source of prevention on relief. How do we grow and retain good landlords and improve tenancy relations
- Relationship breakdowns are increasing as a cause of homelessness; how can we improve the advice and options available to departing partners prior to homelessness occurring, including education and support

4.6 Support needs

As well as understanding why applicants present as homeless, it is also important to understand what needs they have other than housing to plan responses accordingly.

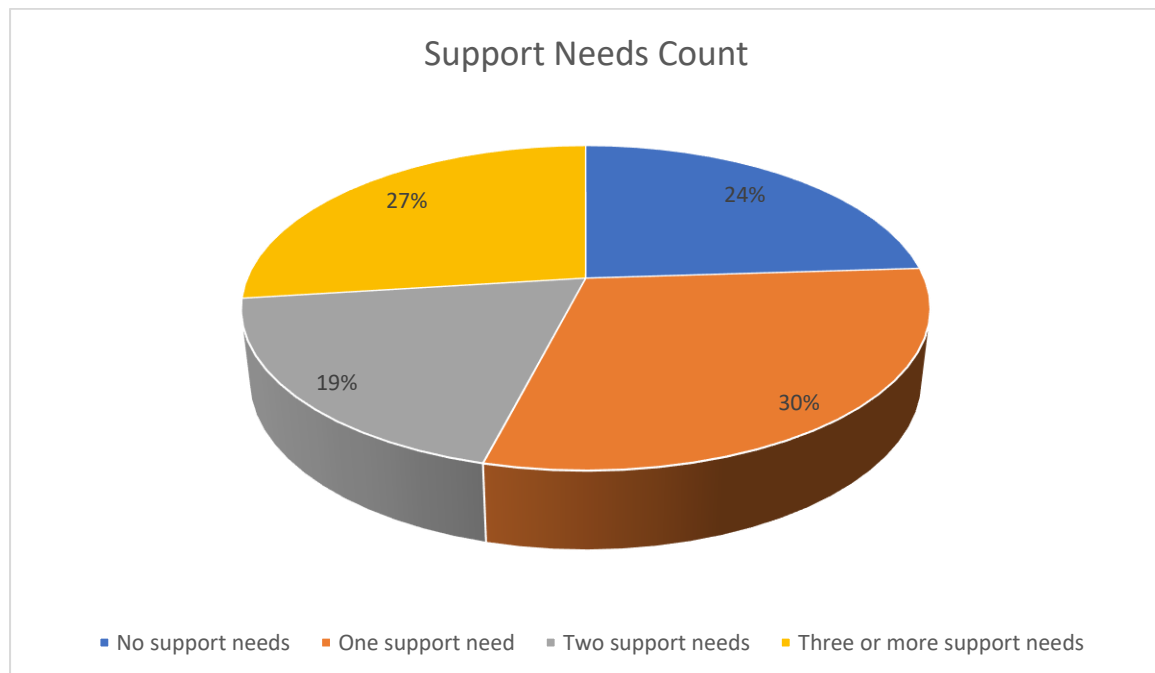
Over the past two years applicants who were homeless or threatened with homelessness were identified as having the following support needs.

Figure 4: Support Needs



Applicants often had multiple and complex needs, as is evident from the chart below. Less than a quarter of homeless applicants stated to have no support needs at all in their household:

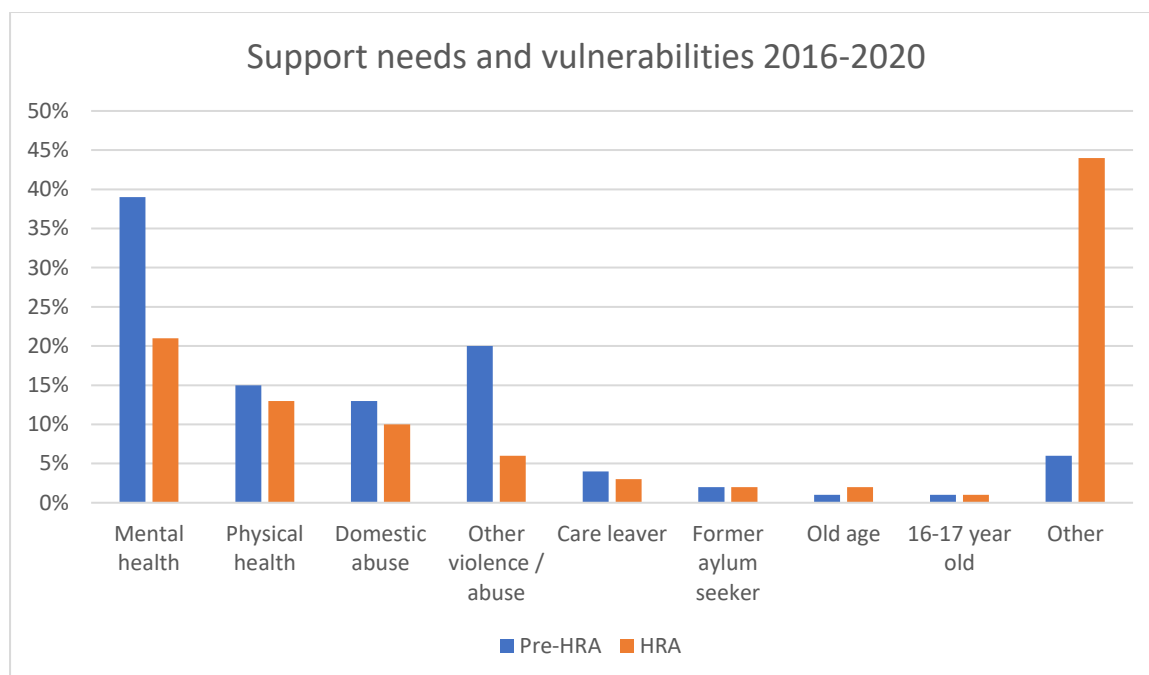
Figure 5: Count of support needs



Prior to the introduction of the HRA Councils did not record the support needs of applicants, although it was used to determine whether single applicants were 'vulnerable' under homelessness legislation where they did not meet these criteria under other categories e.g. dependent children.

The following chart gives the percentage of applicants who declared to have the following support needs across the full period. The 'other' category increased with the introduction of more detailed information collection under the HRA, whilst some other categories such as mental health have reduced because information collected is spread across all applicants, not just those found to be 'vulnerable' / in priority need.

Figure 6: Support needs and vulnerabilities 2016-20



Oldham Joint Strategic Needs Assessment (JSNA) found that levels of people living with depression were above the national average – 12% to 10.7% - so to find high levels of applicants self-declaring mental ill-health is in line with this data.

Learning points:

- One fifth of homeless applicants state to have mental health issues, with a significant proportion having co-morbidities such as substance misuse and a history of rough sleeping in the 'other' category
- Almost 15% of homeless applicants state to have physical health issues, in line with the national average. The Covid-19 has particularly brought to light 'hidden' conditions such as asthma, COPD and diabetes, and the need for effective treatment, testing and vaccination pathways for groups such as rough sleepers
- The Domestic Abuse Bill will in effect treat all people fleeing domestic abuse as being in priority need; however, in Oldham the evidence suggests that the majority of applicants already are. The Bill may however have implications for demand upon services, especially because there does appear to be evidence of repeat homelessness presentations amongst applicants who have experienced domestic abuse

- Offending history is the fourth highest identified support need amongst homeless applicants in Oldham. This could be in part because Probation and Prisons make the highest number of referrals under the Duty to Refer, but this group also appear to be over-represented in programmes such as A Bed Every Night (ABEN) and supported accommodation. Access to suitable and sustainable accommodation and support for ex-offenders therefore needs further exploration in the 2021 homelessness strategy
- Repeat homelessness and rough sleeping is a concerningly prevalent support need and has a significant rate of co-morbidity amongst other support needs such as domestic abuse, offending history and substance misuse. This points towards a need for further investigation into what will work to stop tenancies breaking down – is it pre-tenancy training, loneliness, the type of accommodation, the area, the support or something else?
- Care leavers unfortunately continue to feature amongst homeless applicants, although numbers are decreasing as measures are put in place to prepare them for adulthood at an earlier stage. The 2021 Strategy needs to consider what further steps can be taken between Aftercare, housing and support services to put in place resources to support young people in Oldham to keep reducing this number further
- Former asylum seeker numbers continue to be stubbornly high, and to a certain extent something outside of the local authority’s control. Oldham benefits from a strong third sector which is committed to supporting the integration of people who have been granted refugee status, but the backlog of households waiting to move on following the suspension of evictions during the Covid-19 pandemic will continue to present challenges into 2021 and beyond
- Old age is presenting a new challenge in homelessness, with numbers in this age group increasing from the time of the last homelessness strategy. Oldham does benefit from a range of sheltered and extra care accommodation – but is it sufficient to meet the needs of some of the older population, such as rough sleepers and ex-offenders?

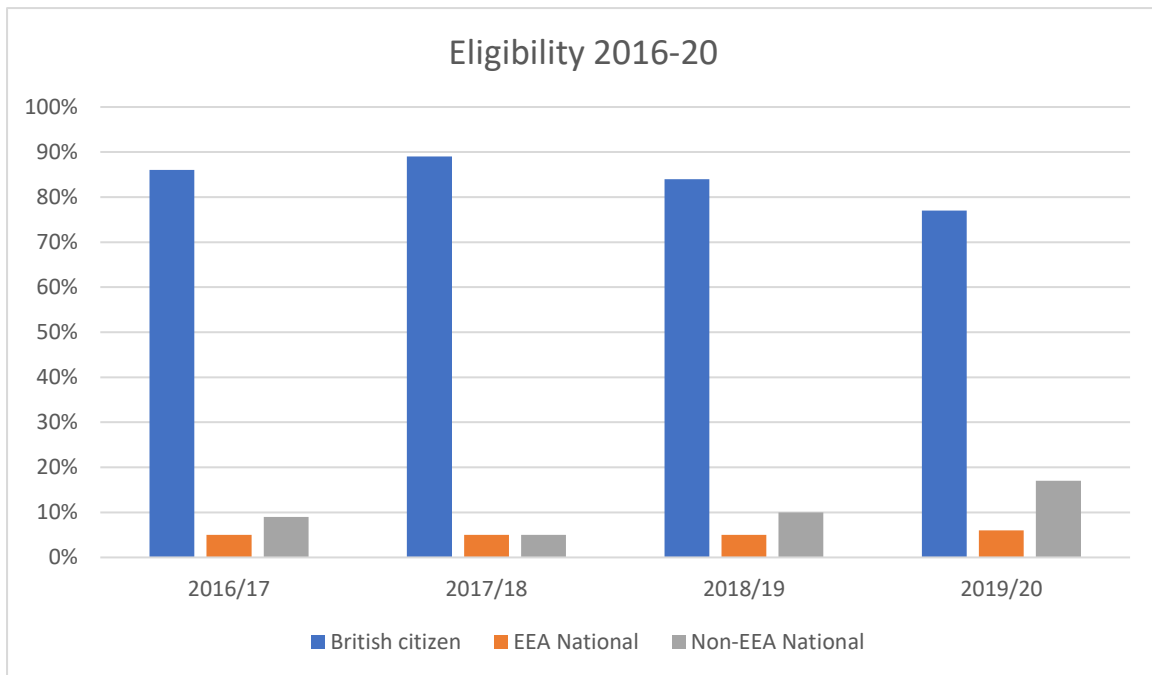
4.7 Eligibility

Local authorities must make housing advice available free of charge to anyone in the district but can only provide homelessness assistance – such as accepting prevention and relief duties – to eligible groups. These are set out in homelessness legislation and exclude households such as those who have no recourse to public funds conditions applied to their visas.

Habitually resident British or Irish citizens are the main eligible group who apply for homelessness assistance in Oldham, but there has been an increase in applications from other groups in recent years. The increase is biggest amongst EEA workers and people granted refugee status – correlating with an increase in applications from people becoming homeless after being asked to leave accommodation provided by the Home Office as asylum support.

As with other figures below, the pre-HRA figures are not directly transferable as the Prevention Duty did not exist – the 2016-18 figures reflect only households who were found to be homeless, i.e. who would nowadays be owed the Relief Duty.

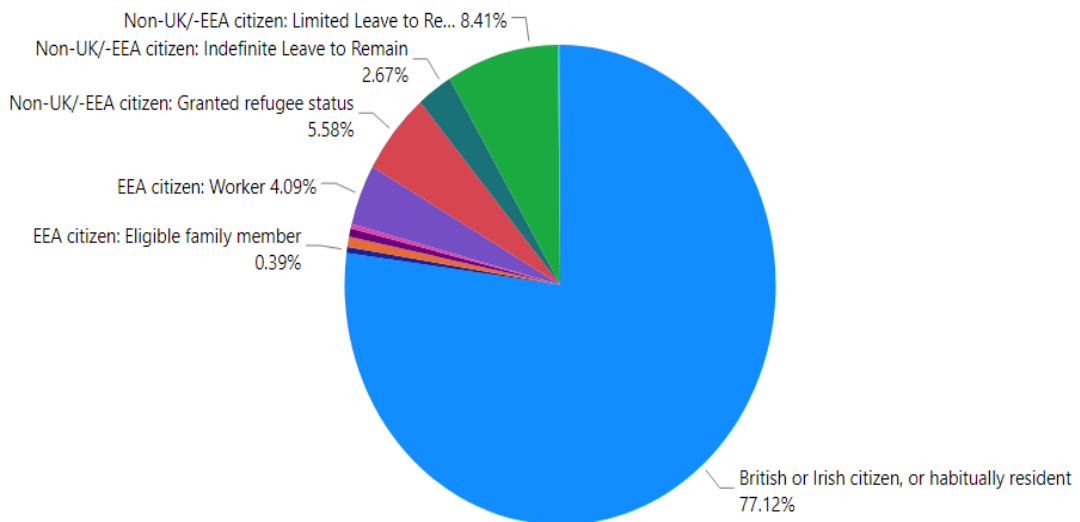
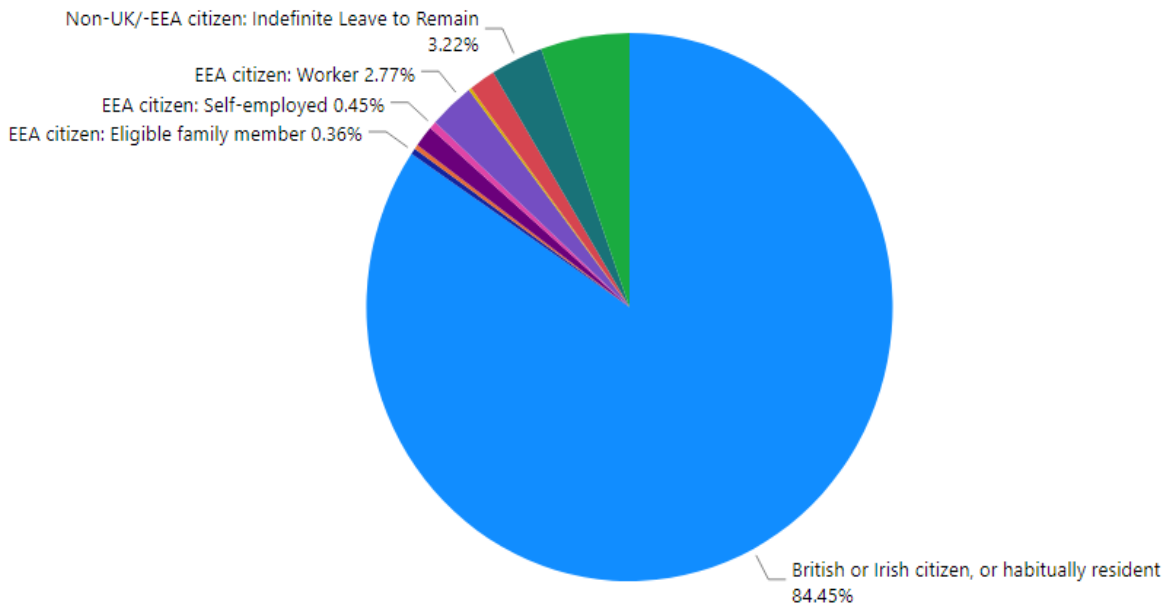
Figure 7: Eligibility 2016-20



The following charts show the change over the course of a year from 2018-19 to 2019-20 in the groups presenting as homeless – with a 5% increase in applications from those granted refugee status and 2% increase in EEA workers.

Figure 8: Eligibility breakdown 2018-20

British or Irish citizen, or habitually resident
Non-UK/-EEA citizen: Indefinite Leave to Remain
EEA citizen: Worker
Non-UK/-EEA citizen: Limited Leave to Remain
Non-UK/-EEA citizen: Granted refugee status
EEA citizen: Permanent right to reside
EEA citizen: Other
Non-UK/-EEA citizen: Other protection (e.g. humanitarian, discretionary)
EEA citizen: Eligible family member
Non-UK/-EEA citizen: Exceptional Leave to Remain
EEA citizen: Self-employed



Learning Points:

- Continue to develop the role of the Local Authority Asylum Support Officers (LAASLOs) – a time-limited service – to support the integration of refugees and deliver early intervention to prevent homelessness amongst those given leave to remain
- Ensure housing advice is promoted to emerging communities to ensure awareness of housing rights and prevent crisis situations

4.8 Demographics

4.8.1 Ethnicity

Homeless applicants are asked to provide information on their ethnicity on a voluntary basis, which can be used to establish whether any groups are disproportionately affected or not being reached by services despite being represented in Oldham.

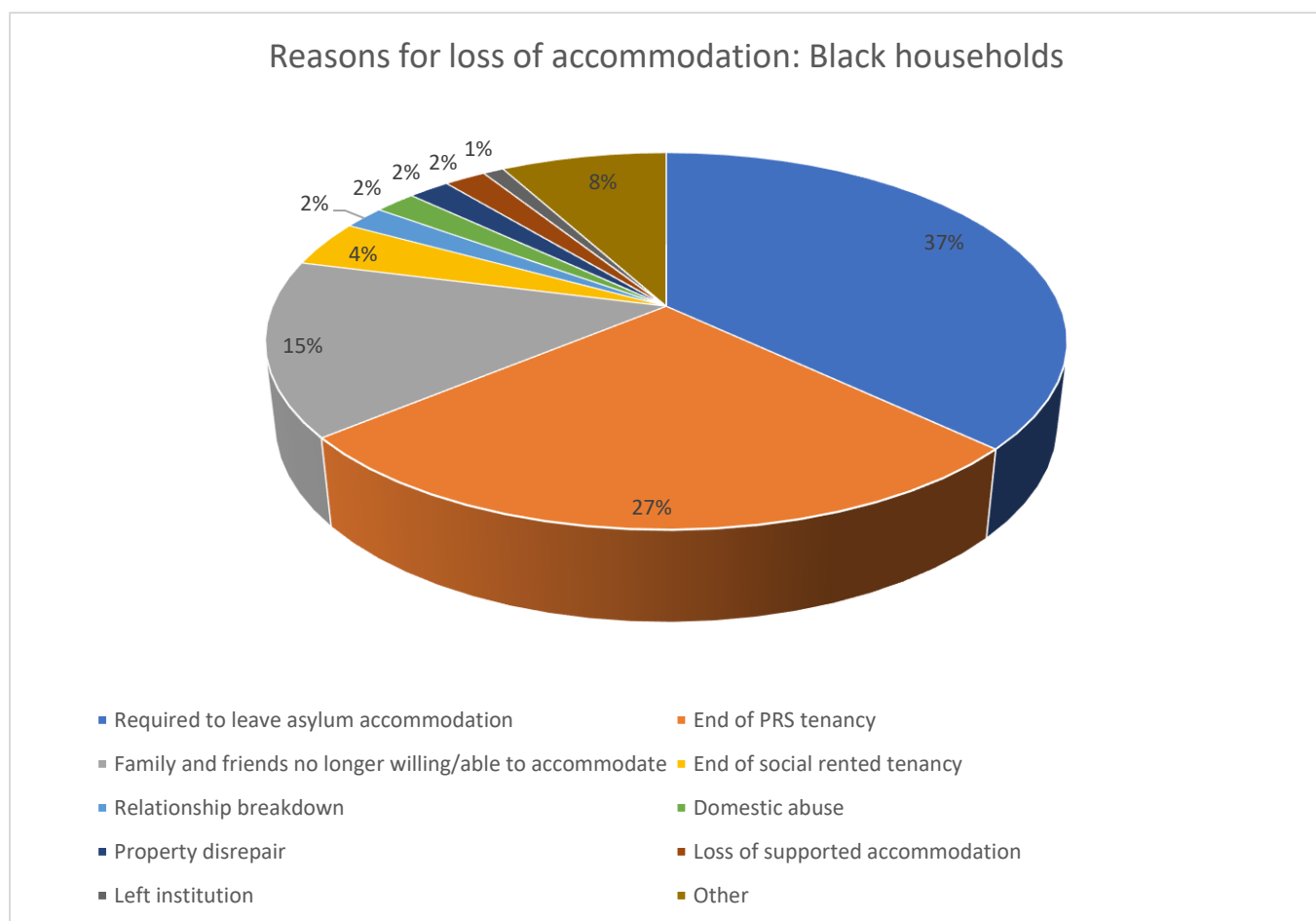
The following sets out applications under the HRA compared with UK Census Data. Whilst the last Census was in 2011 and is set to be reviewed, it does highlight some potential inequalities which require investigation through the 2021 Homelessness Strategy.

Table 10: Ethnicity

Ethnic Group	Census	HRA applications 2018-2020
White	77.5%	65.3%
Pakistani	10.1%	7.6%
Bangladeshi	7.3%	5.2%
Indian	0.7%	0.3%
Black	1.2%	9%
Mixed	1.8%	2.6%
Other	1.4%	10%

The biggest disparity between HRA applications and Census information is Black households; this is in part due to representation amongst those granted refugee status, but other reasons for loss of accommodation were in line with overall trends for all applicants, such as loss of private rented sector accommodation and exclusions by friends and family.

Figure 9: Reason for loss of accommodation: Black households



4.8.2 Age

Applications amongst different age groups have remained broadly the same during the past two years, and reflect data previously recorded for 'main housing duty' applicants under previous statutory data recording mechanisms. There has been a slight increase in presentations from over 65-year olds – which is reflected in the increase in people declaring support needs due to old age.

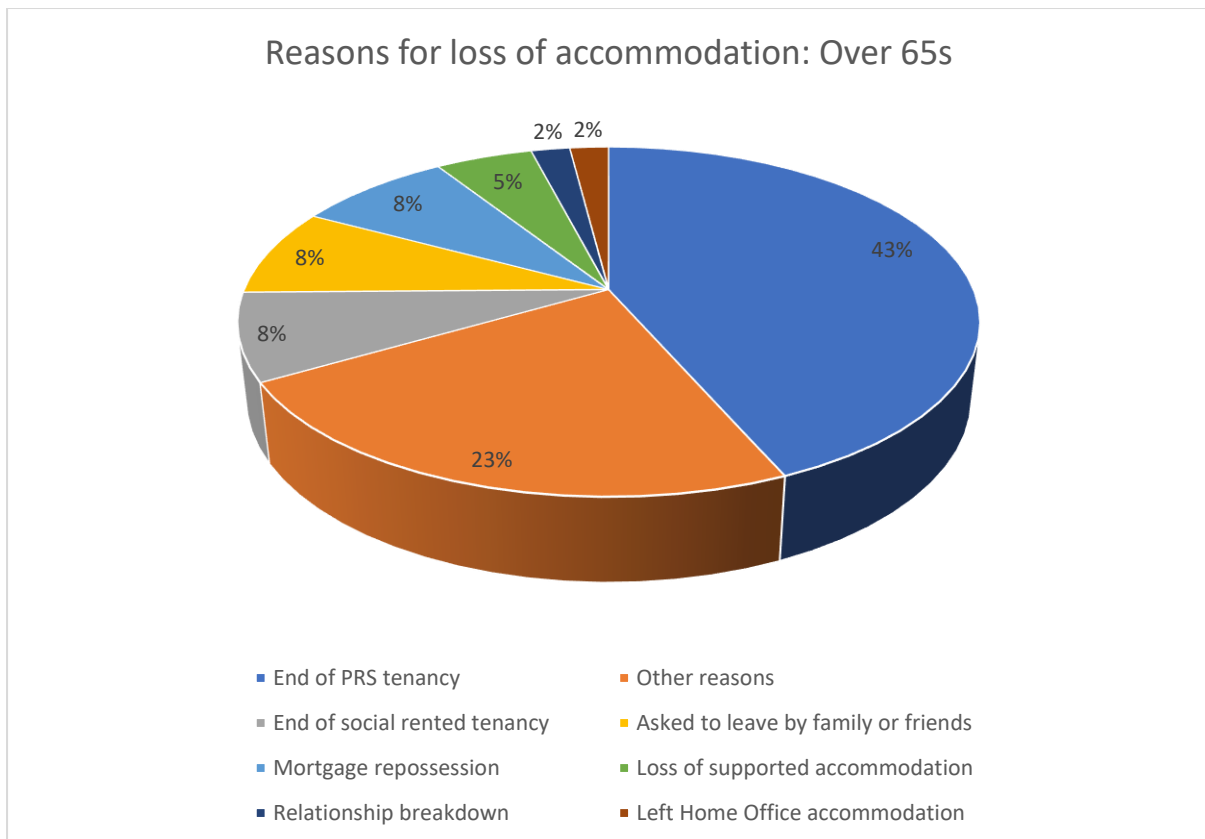
Table 11: Age

	2018/19	2019/20
16-17	9 (<1%)	12 (1%)
18-24	243 (22%)	260 (20%)
25-34	361 (32%)	430 (34%)
35-44	252 (23%)	311 (24%)
45-54	182 (16%)	185 (15%)
55-64	53 (5%)	51 (4%)
65-74	13 (1%)	21 (2%)
75+	6 (<1%)	1
Not known	0	1

The majority of over 65s became homeless due to the loss of private rented sector tenancies, in line with the main cause of homelessness. Loss of social rented and mortgaged properties were also slightly higher amongst this age group than some others, which may indicate a particular need for financial or other support to retain their properties or make a planned move to avoid homelessness.

Oldham’s JSNA data found that life expectancy is 17.2 years lower for males, and 19.6 lower for females than the national average – showing clear inequalities in the borough which may unfortunately be further impacted by housing issues. There is a real need therefore to ensure there are appropriate early intervention and prevention options available for this group.

Figure 10: Reason for loss of accommodation: Over 65s



Presentations from 16-17-year olds look to have had a modest increase, but this may be deceptive due to the way figures are reported. If we look at support needs declared, applicants stating to be a 16-17-year old in need of support have risen from 11 to 19 between 2018/19 and 2019/20; almost double. This may relate to other young people in a household led by another applicant, but still demonstrates a potential increasing need. This is supported by an increase in overall approaches for advice from this age group to the Housing Options service increasing from 44 to 63 in the same time period.

4.8.3 Household type

The past two years have seen changing trends in presentations under HRA, particularly:

- More females with dependent children approaching under the Relief Duty rather than the Prevention duty

- Conversely, single females without children seeking advice at an earlier stage
- An increasing number of single males seeking assistance under both duties

The following also demonstrates demand from household type on the Housing Options service and suggests how it could be tailored in the future to meet the needs of applicants in Oldham. For example, 59% of HRA applications are from single applicants, and 65% from all-adult households who may require a different service to families.

Figure 12: Households Types

	2018/19	2019/20	2018/19	2019/20
	Relief Duty		Prevention Duty	
Single male plus dependents	15 (3%)	15 (3%)	12 (2%)	17 (2%)
Single female plus dependents	98 (18%)	114 (19%)	182 (32%)	156 (23%)
Single male	246 (45%)	282 (48%)	153 (27%)	238 (35%)
Single female	134 (24%)	104 (18%)	78 (14%)	123 (18%)
Single – other	0	0	0	1 (<1%)
Couple plus dependents	27 (5%)	32 (5%)	82 (14%)	92 (13%)
Couple	23 (4%)	34 (6%)	35 (6%)	34 (5%)
3+ adults plus dependents	4 (1%)	3 (1%)	15 (3%)	15 (2%)
All adult household	1 (<1%)	4 (1%)	14 (2%)	4 (1%)
Not known	0	1 (<1%)	0	3 (1%)

Learning points:

- How can we increase housing options available to single males – for example through expanding the Bond Scheme and shared accommodation options for under 35s
- What support do single females with dependents require to encourage them to seek help at an earlier point and reduce presentations at Relief Duty stage
- A significant proportion of households become homeless from the private rented sector, and trends can be seen amongst BME and older households. How do we better reach these groups, for example through the voluntary sector, to provide advice at an earlier stage?
- How do we support an ageing population who may be struggling to maintain their homes – for example through financial support or promoting early help to avoid homelessness
- On the other hand, how do we prevent young people from reaching crisis point and better prepare them for independence – as an increasing number are presenting to the Housing Options service

4.8.4 Economic status

Oldham has a significant proportion of wards within the most deprived 10% or 20% in England on almost all of the measures within Indices of Multiple Deprivation. Whilst its employment rank has improved slightly from 2015 to 2019, its education, training and skills rank has worsened.

The following table shows the economic status of HRA applicants over the past two years; this information was not recorded pre-HRA. As can be seen, the number of applicants in employment had declined over the past two years and those actively job-seeking significantly increased in line with changes to Universal Credit.

Table 13: Economic Status

	2018/19	2019/20
Full-time employment	148 (13%)	126 (10%)
Part-time employment	125 (11%)	134 (10%)
Student / in training	11 (<1%)	20 (2%)
Registered unemployed	309 (28%)	615 (48%)
Not registered unemployed but seeking work	123 (11%)	53 (4%)
At home and not seeking work	77 (7%)	64 (5%)
Long term sick	227 (20%)	198 (16%)
Retired	15 (1%)	17 (1%)
Other	80 (7%)	31 (2%)
Not known	4 (<1%)	14 (1%)

According to the Oldham JSNA in 2017/18, 68.1% in Oldham were in employment which is significantly below both the North West and England averages. Youth unemployment was highlighted as a particular issue, which presents challenges in terms of securing accommodation that is compounded by the lack of accommodation available within the boundaries of the shared room rate.

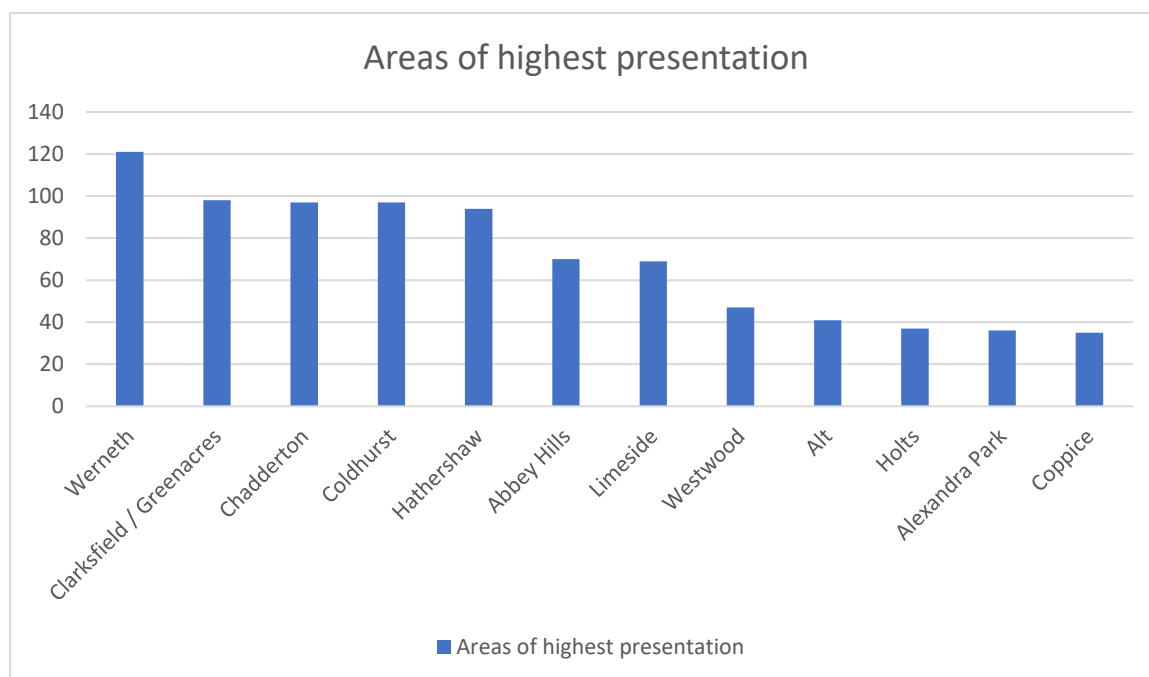
Learning Points:

- The impact of the Covid-19 pandemic is yet to be fully seen, but will have a significant impact on people in part-time and self-employment, as well as limited employment for jobseekers
- Partners in Oldham such as the Housing Authority, DWP and Get Oldham Working must work closely together to support HRA applicants into employment opportunities to ensure they can access and sustain housing
- Partners should promote whatever financial relief funds are available to clear arrears and help applicants to access housing

4.9 Geographical trends

The following chart utilises postcode data provided at the point of application to determine the most common areas HRA applicants stated to have been homeless or threatened with homelessness from in the past two years:

Figure 11: Homelessness presentations by area



The areas above include those with high concentrations of private rented sector accommodation (Clarksfield, Greenacres, Coldhurst, Hathershaw) corresponding with high numbers of presentations from households leaving assured shorthold tenancies. These areas also feature in the bottom 10% of neighbourhoods in the national indices of deprivation. In contrast, the areas seeing the lowest levels of presentation are those with lower levels of deprivation such as the Saddleworth villages and outer parts of Royton and Failsworth.

Learning Points

- How can the Housing Options service embed itself more closely within place-based integration initiatives, or upskill colleagues in the community?

4.10 Customer groups

As part of the Housing Authorities duty to provide or secure the provision of advice and information about homelessness and the prevention of homelessness, section 179(2) of the 1996 Housing Act states that housing authorities must design advice and information services to meet the needs of people within their district including, in particular, the needs of the following groups:

- people released from prison or youth detention accommodation;
- care leavers;
- former members of the regular armed forces;
- victims of domestic abuse;
- people leaving hospital;

(f) people suffering from a mental illness or impairment; and,

(g) any other group that the authority identify as being at particular risk of homelessness in their district.

The data on support needs already outlined in this Review has highlighted that several of these groups are at particular risk of homelessness, and this section explores this – and the services currently available to them – further.

4.10.1 People released from prison or youth detention accommodation

Numbers presenting under HRA 2018-20	152 ¹ / 269 (count of support needs)
Developments under 2016-21 Strategy	<p>Probation funding introduced at start of Covid-19 Pandemic to provide accommodation to non-priority groups upon discharge</p> <p>Probation part-funded the Greater Manchester Mayor’s ‘A Bed Every Night’ rough sleeping accommodation programme</p> <p>Together with the other 9 Greater Manchester housing authorities, Oldham Council part-funds a dedicated Housing Advisor within Forest Bank prison who works alongside the Through the Gate service delivered by housing charity Shelter</p>
Current services	<p>Fornightly partnership meetings between housing and Probation in place to monitor active caseloads</p> <p>Duty to refer working well, including two-way information sharing on risk between Probation and the housing authority</p> <p>Funding provided through Covid-19 continues on a temporary basis supporting non-priority households not qualifying for temporary accommodation</p>
Gaps identified	<p>Specialist supported accommodation for ex-offenders excluded from other provisions</p> <p>Direct access provision for non-priority applicants discharged from prison where duty to refer not made prior to release</p>

¹ Estimate based on Duty to Refer from prisons and Probation due to HCLIC only reporting on applicants leaving all institutions including prisons, hospitals and care homes

4.10.2 Care leavers

Numbers presenting under HRA 2018-20	75 ² / 111 (count of support needs)
Developments under 2016-21 Strategy	<p>Pledge signed by Council Cabinet committing to applying priority need and not making intentionally homeless decisions to Oldham care leavers up to the age of 25</p> <p>New housing pathway interviews and literature put in place to ensure young people leaving care have better awareness of their housing options, rights and responsibilities upon turning 18</p>
Current services	<p>Fortnightly partnership meetings between aftercare and housing to monitor active caseloads and plan for young people moving on</p> <p>Joint assessments in place for young people leaving care and those presenting as homeless</p> <p>Referral mechanisms in place for young people aged over 21 presenting as homeless who want to be reconnected to Personal Advisor support</p> <p>Tailored information is available on Oldham Council's website</p>
Gaps identified	Joint commissioning of accommodation services to be explored

4.10.3 Former members of the regular armed forces

Numbers presenting under HRA 2018-20	25*
Developments under 2016-21 Strategy	N/A
Current services	<p>Oldham Council, as part of the Greater Manchester Combined Authority, signed up to the Armed Forces Community Covenant in October 2013</p> <p>Tailored information is available on Oldham Council's website</p>
Gaps identified	Due to low numbers of presentations and responses via consultation this group have not been identified as a priority for further service development, but this will be kept under review as part of the Strategy's annual updates

² Estimate using locally held data due to above previously cited HCLIC limitations

4.10.4 Victims of domestic abuse

Numbers presenting under HRA 2018-20	225 (339 declared support needs)
Developments under 2016-21 Strategy	<p>Domestic abuse Housing First project launched across Oldham, Tameside and Stockport</p> <p>Virtual waiting pool introduced for Oldham refuge to ensure local residents were able to be prioritised for vacancies / make planned moves into a safe space</p>
Current services	<p>Ongoing joint working between IDVA service, Housing Options and housing providers to support applicants experiencing domestic abuse</p> <p>Domestic Abuse Partnership includes representation from Housing Authority and housing providers</p> <p>Oldham benefits from a specialist honour-based violence service, Project Choice – although this is at risk of discontinuation in 2021 due to funding issues</p>
Gaps identified	<p>NRPF provision continues to pose challenges in Oldham</p> <p>IDVA capacity is strained alongside that of the Housing Options service, and there is a need for joint expertise with the introduction of the Domestic Abuse Bill in 2021</p>

4.10.5 People leaving hospital

Numbers presenting under HRA 2018-20	35 ³
Developments under 2016-21 Strategy	The Oldham Hospital Discharge Protocol was reviewed in 2018, with e-learning on the Duty to Refer provided to NHS staff and ongoing relationship building undertaken by the housing authority
Current services	First Choice Homes Oldham (FCHO), a registered housing provider who were contracted to deliver homelessness and allocations services on behalf of the council up

³ Estimate based on duty to refer due to HCLIC only reporting on applicants leaving all institutions including prisons, care homes etc.

	to July 2019, employ a Hospital 2 Home officer part-funded by Oldham CCG. This officer provides housing advice to patients at Oldham Hospital and completes referrals to the housing authority where homelessness assistance is needed
Gaps identified	Since FCHO no longer deliver the statutory housing options service, consideration could be given as to whether such a role as Hospital 2 Home would benefit from being based within the current Housing Options team

4.10.6 People suffering from a mental illness or impairment

Numbers presenting under HRA 2018-20	726
Developments under 2016-21 Strategy	Services including Housing First and the Rough Sleeping Initiative (RSI) Team include Dual Diagnosis provision to support applicants to navigate mental health services
Current services	A bi-weekly Adults with Multiple Complex Needs Group meets to take a case conference approach to applicants at risk of safeguarding issues Free counselling is available via Talk, Listen, Change and Groundwork in Oldham
Gaps identified	Services continue to struggle to meet the volume of need from applicants with mental health issues. Aside from specialist provision within the Housing Options team, appropriate psychologically informed training could be an option to pursue through the 2021 Strategy

4.10.7 Any other group that the authority identifies as being at particular risk of homelessness in their district.

This review has identified that the following support needs and groups of individuals have a particularly significant representation in Oldham which requires an appropriate response in the 2021 Strategy:

- Refugees and other persons from abroad
- Persons with substance misuse issues
- Jobseekers

A review by the Rough Sleeping Initiative (RSI) Team jointly commissioned by Oldham and Rochdale Councils also identified a need for support for single people who were ‘sofa surfing’ and at risk of rough sleeping. The RSI Team found that only 31% of people referred to its service were found to be actively rough sleeping; the rest were either could not be located or were in these unstable lodging arrangements.

Learning Points

- How can services better prevent single applicants who are currently ‘sofa surfing’ or leaving Home Office accommodation from becoming future rough sleepers

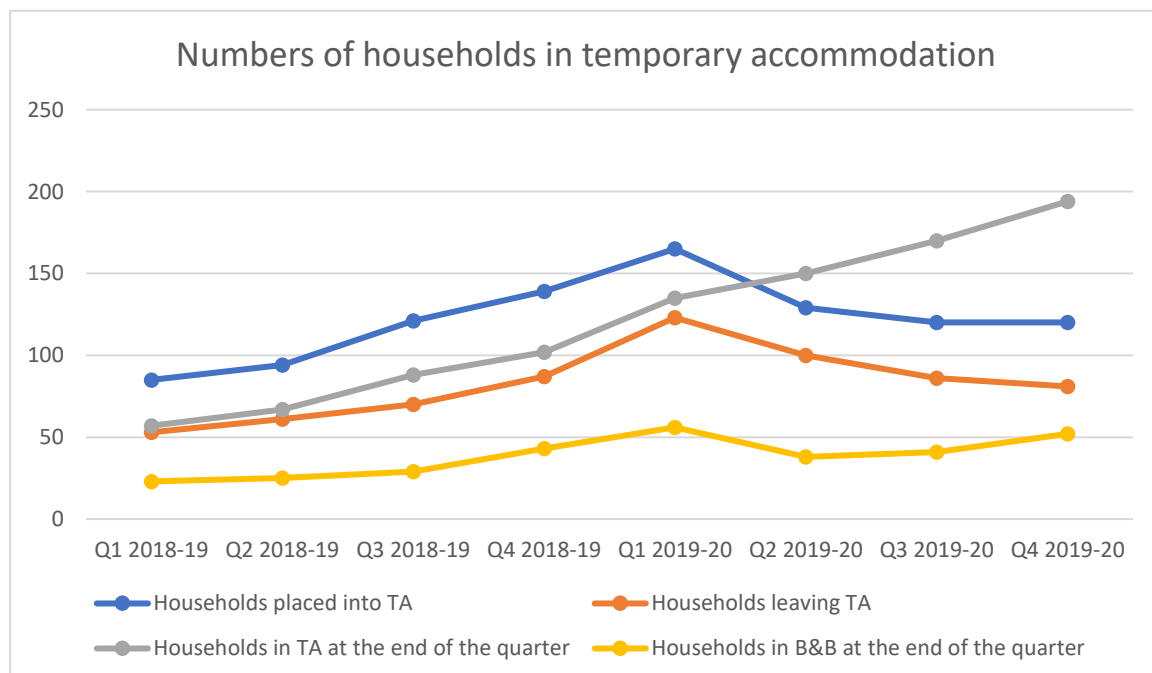
5. Temporary accommodation

5.1 Numbers in temporary accommodation

As homelessness applications have increased, so have temporary accommodation placements. Positively however the Council has proactively been reducing its use of bed and breakfast placements, with these now only being used in an emergency and for short a period as possible.

There was a slight spike in Bed and Breakfast placements at the end of March due to the COVID-19 pandemic, and the Government’s ‘Everyone In’ directive which requested that local authorities accommodate all known rough sleepers and move any residents from shared sleep spaces to more self-contained options such as Bed and Breakfast. A dedicated accommodation scheme was procured for this group in April 2020, and as of the end of June 2020 numbers in Bed and Breakfast placements had dropped to 13.

Figure 12: Numbers of households in temporary accommodation



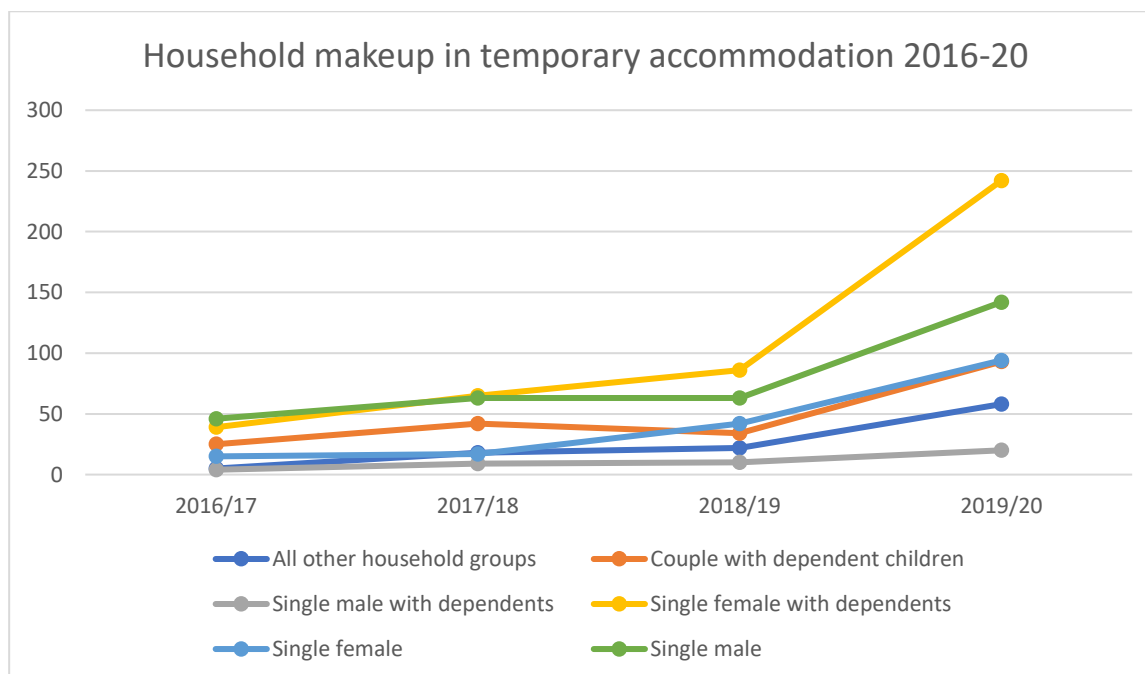
5.2 Household makeup in temporary accommodation

As with Relief Duties overall, there has been an increase in lone female parents and single males residing in temporary accommodation over the past two years. The main reasons for households entering temporary accommodation are domestic abuse and family / friends no longer willing or able to accommodate. Households leaving private rented sector accommodation are less likely to require temporary accommodation because of the longer time available to prevent homelessness – further emphasising the importance of early intervention.

Table 14: Household makeup in temporary accommodation

Household Type		2016-17	2017-18	2018-19	2019-20	Total	%
Couple with dependent children*		25	42	34	93	194	15.47%
Lone parent household with dependent children	Male Applicant	4	9	10	20	43	3.43%
	Female Applicant*	39	65	86	242	432	34.45%
One person household	Male Applicant	46	63	63	142	314	25.04%
	Female Applicant	15	17	42	94	168	13.40%
All other household groups		5	18	22	58	103	8.21%

Figure 13: Household makeup in temporary accommodation



6. Duty to Refer

The Homelessness Reduction Act introduced a new Duty to Refer which applies to specified public bodies – although other non-specified organisations can choose to refer on a voluntary basis as well. Under this duty these bodies must refer, with consent, any applicant who is homeless or threatened with homelessness to the local housing authority. These public bodies are as follows, including the number of referrals received in the 2018-20 period:

Table 15: Referral received under the Duty to Refer

Prisons	74
Youth offender institutions	0
Secure training centres	0
Secure colleges	0
Youth offending teams	0
Probation services (including community rehabilitation companies)	78
Jobcentre Plus	58
Social Services Authorities	63
Emergency departments	33
Urgent treatment centres	0
Hospitals in their function of providing in-patient care	2

The lack of referrals from youth offending agencies could be because referrals for such young people are typically made by Social Workers from the Aftercare Team under existing protocols in Oldham and would therefore be captured under Social Services Authorities figures.

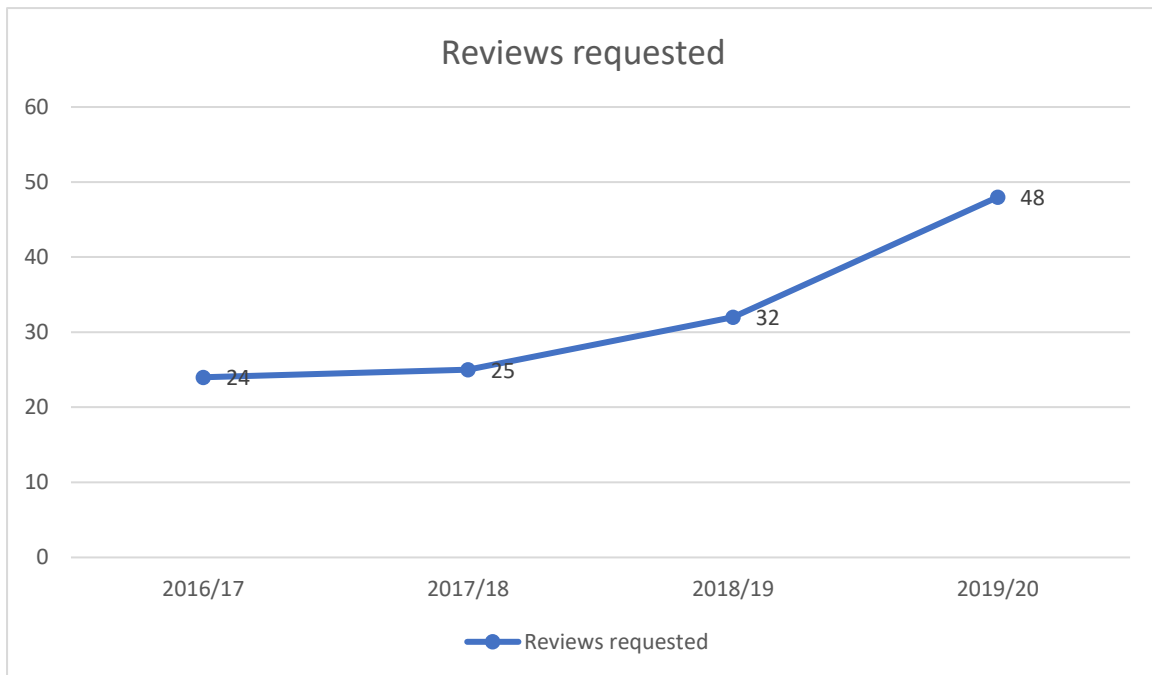
Hospital and in-patient referrals may also be artificially low due to some referrals being diverted through the FCHO Hospital 2 Home Officer.

E-Learning on the Duty to Refer and a half day HRA training course were developed by the Housing Authority in 2018 for partner agencies wanting to develop their knowledge of this subject, and promotion is ongoing via the Oldham Homelessness Forum.

7. Reviews

The HRA introduced several new points of legislation where applicants could ask for a review; as a result, the number of reviews undertaken by senior officers in Oldham has increased over the Review period.

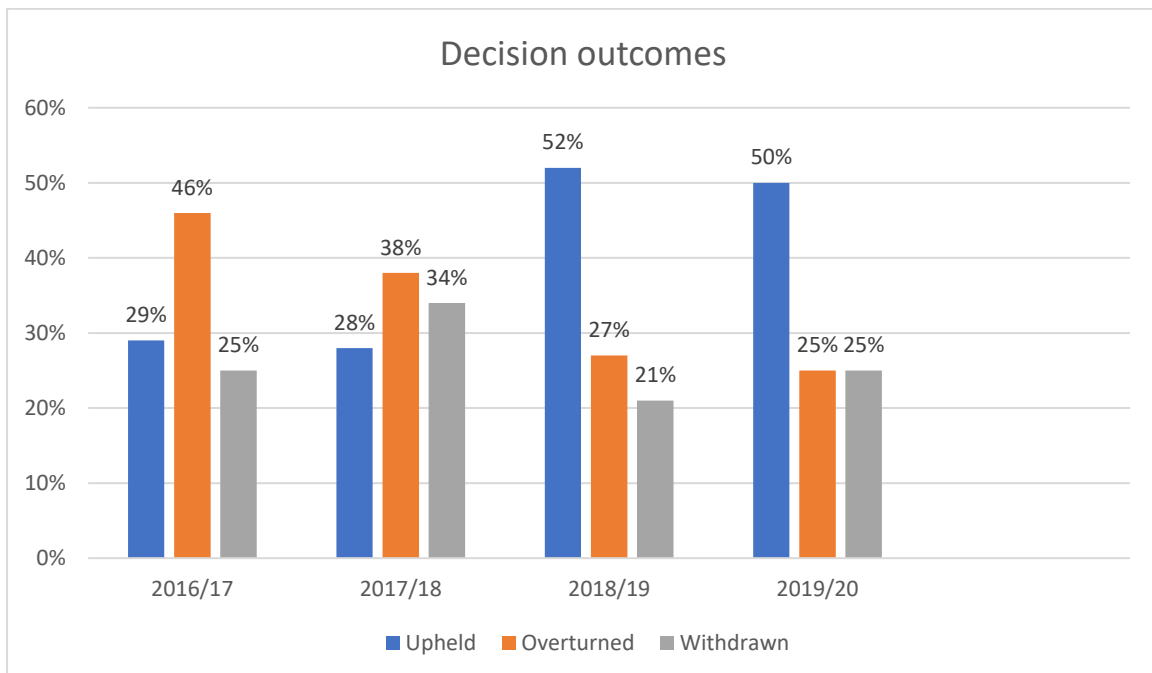
Figure 14: Reviews requested



Whilst reviews requested have increased, decision making has become more robust as review outcomes have increasingly been upheld. This is positive for ensuring resources and applicant expectations are well managed.

There have been no court appeals during this Review period.

Figure 15: Review outcomes



8. Economic factors and housing market data

8.1 Welfare Reform

The 2016 Preventing Homelessness Strategy was introduced during the time of some of the most radical welfare reforms in modern history. Whilst the pace of these changes has slowed in recent years, their effects continue to be felt, namely:

- Benefit cap, and its effects on affordability of accommodation – particularly for larger families;
- Universal Credit, including long-term claimants transitioning from legacy benefits and the effects of sanctions;
- Reduction in support available through schemes such as Support for Mortgage Interest and Free School Meals
- Child Benefit / Tax Credit limitations

Whilst perhaps not being directly attributable to homelessness, debt and affordability is certainly linked – which is something which came through strongly in the consultation for the new Homelessness Strategy.

8.2 Local Housing Allowance

Local Housing Allowance (LHA) is the rate of housing benefit – although usually paid via Universal Credit – that can be claimed against a private rented sector property, depending on household size. From 1st April 2020 the government increased rates to match the ‘30th percentile’ of rents in each area, which did lead to an increase in financial support available. This news was welcomed but rates in Oldham remain low – although are higher in Failsworth, where the Manchester LHA rate is applicable – and many tenants solely reliant on LHA to pay their rent will often need to top-up their rent from other income. Maximising incomes, such as through employment, or where possible negotiating lower rents from landlords will be a crucial element of the forthcoming Homelessness Strategy.

An accommodation option which has been growing throughout the Covid-19 pandemic in Oldham is HMO accommodation with en-suite facilities. This is not only more appealing to prospective tenants who may have concerns about shared accommodation, but more affordable than fully self-contained flats. The Council will continue to work with landlords to develop options such as these to open up suitable, affordable options for households who are homeless or threatened with homelessness throughout the lifetime of the new Strategy.

Table 15: Local Housing Allowance Rates, Oldham

Oldham and Rochdale LHA rates	
Number of rooms	Rate
Share room or bedsit	£66.39
1 bedroom	£90.90
2 bedrooms	£103.85
3 bedrooms	£126.58
4 bedrooms	£159.95

8.3 Housing Market Data

A comprehensive Housing Needs Assessment for Oldham was carried out in 2019 and used to inform the Housing Strategy. Key findings were that whilst house prices were below the national average, there was – as with many areas – a significant shortfall in the annual dwelling need in the area. The borough also faces challenges with respect to housing its ageing population, particularly with regards to adapting terraced style stock for those with physical disabilities, and housing larger families.

The Housing Needs Assessment also incorporated a household survey which found that approximately 45% of households stated to have a repair problem in their property. Problems with affordability – a theme running throughout this review – were cited as one of the main reasons for not addressing the repair problem, or not being able to move to a different property. The Council is continuing to explore options such as Selective Licensing and making grants available where possible to help drive up standards.

8.4 Social housing

Oldham Council resumed management of its housing allocations service on 1st July 2019. With this came the implementation of a revised Allocations Policy which prioritised those in housing need. Previously Oldham was a borough which had experienced several years of low demand; however, this is now no longer the case and social housing is now an extremely scarce resource.

Due to this change in policy data is difficult to compare between periods, but the following provides an overview of Allocations activity between 1st April 2020 and 31st January 2021.

What the data tells us is that only 787 properties were advertised in the first 3 quarters of 2020/21, but there were 5,906 households registered for rehousing. Larger, family size homes were particularly scarce, with demand far outstripping supply and overcrowding a particular issue in Oldham.

Table 16: Social Housing Properties Advertised via Choice Based Lettings

Bed size	Number received
1 bed	362
2 bed	288
3bed	105
4 bed	12
5 bed	20
6 bed	0
Total	787

Table 17: Live Housing Register applications as at 31/01/2021

Bed size	Band 1	Band 2	Band 3	Band 4
1 bed	1031	1395	25	31
2 bed	671	776	29	21
3 bed	537	800	24	18
4 bed	237	220	5	5
5 bed	52	18	0	0
6 bed	9	0	0	0
7 bed	2	0	0	0
Total	2539	3209	83	75

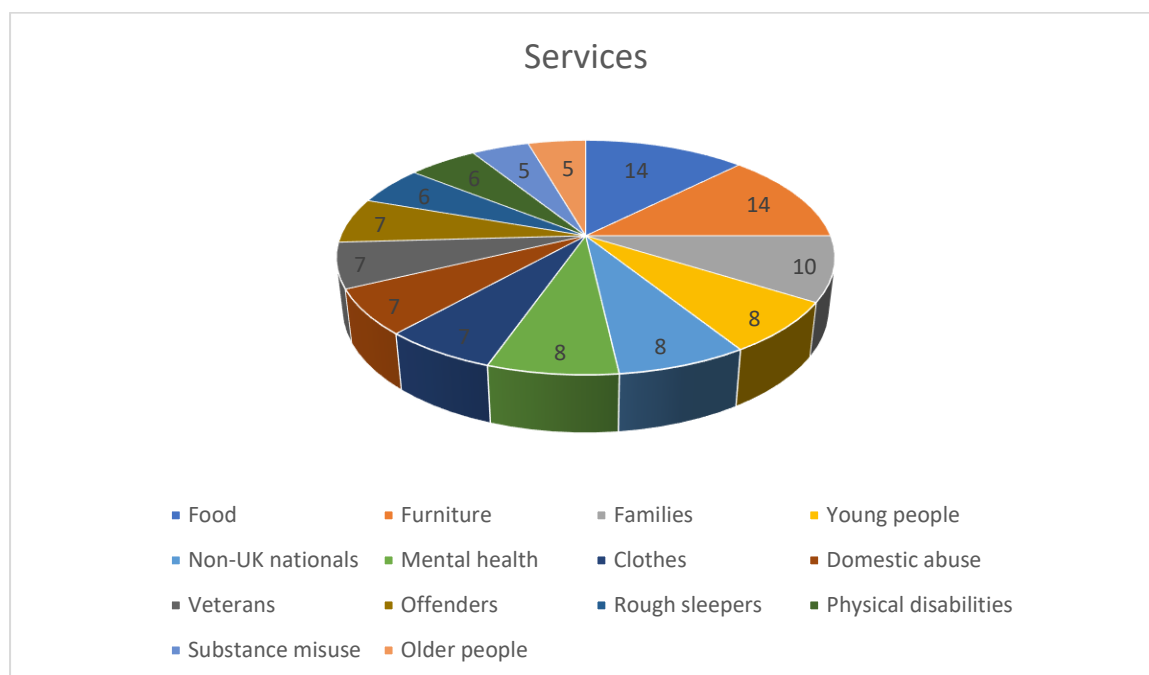
9. Service mapping

9.1 Service provision

Oldham benefits from a strong voluntary, community, faith and social enterprise sector backed by registered charity Action Together who provide free training, funding advice and other support. The Council, other statutory services and housing providers also provide a range of services within local communities.

Service mapping undertaken in December 2020 identified the following provision available within the borough:

Figure 16: Service mapping



9.2 Tools to prevent and relieve homelessness

The Housing Options Team utilises several tools to prevent and relieve homelessness, as well as referring to partners mapped out above to provide help to applicants. The Council also has wider tools at its disposal, such as Discretionary Housing Payments assistance provided through Children's and Social Care Acts, which all form part of a preventative toolkit.

The following provides an overview of specific schemes commissioned or delivered by the Housing Options Team and their cost effectiveness for consideration of expansion or redevelopment under the new Homelessness Strategy.

Table 18: Tools to prevent and relieve homelessness

Scheme	Focus	Positive outcomes per annum	Average cost per applicant
Spend to Save	Prevention / Relief	42	£361
Bond Scheme	Prevention / Relief	15	£481
Mediation	Prevention	55	£430
Nightstop	Prevention	49	£224
A Bed Every Night	Relief	60	£1,150
Rough Sleeping Initiative	Prevention / Relief	240	£167
EEA Homelessness Prevention Service	Prevention / Relief	64	£31

Learning Points:

- Whilst ABEN does appear expensive, it is an accommodation-based service so likely to have higher costs – and is mainly grant funded
- Greater use needs to be made of Spend to Save, as with previous years, because it remains a relatively low-cost options to prevent and relieve homelessness. Discretionary Housing Payments are always sought first where possible, but this fund is still a good way of opening up private rented sector options – especially where landlords are reluctant to accept paper bonds
- Mediation and Nightstop are bespoke service for young people aged 16-25. Nightstop is a short-term crisis service, which means that the cost per client is relatively high. Consideration should be given as to whether these services could be more closely aligned, and brought together with the Young People's Pathway in Oldham to ensure there is no duplication between services and young people only have to go through one 'front door'
- The EEA Homelessness Prevention Service will clearly be much needed in 2021 with Brexit and the EU Settlement Scheme closing in June but will need to be reviewed after this point as may no longer be required in its current form.

9.3 Gap analysis

Given some of the issues identified throughout the review, some of the gaps emerging could include:

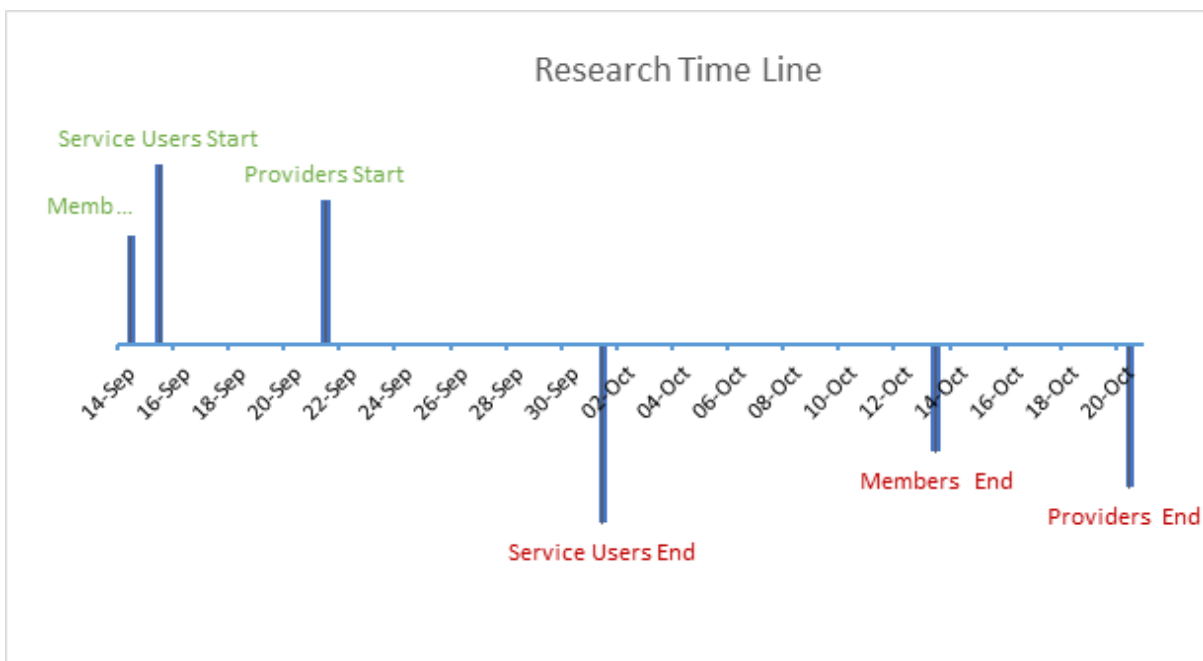
- Debt advice and money management
- Employment, training and skills
- Duplication of provision for young people – should services be more joined up
- Provision of accommodation and day centres – although this may have ceased or been suspended at the time the consultation and mapping was undertaken due to the Covid-19 Pandemic

10. Consultation

10.1 Overview

To support the development of the 2021 Homeless Strategy Oldham Council undertook a month-long period of three simultaneously running consultations promoted via a web survey link to members, stakeholders, and customers and distributed via e-mail, Oldham Homelessness Forum and Social media.

Figure 17: Consultation timeline



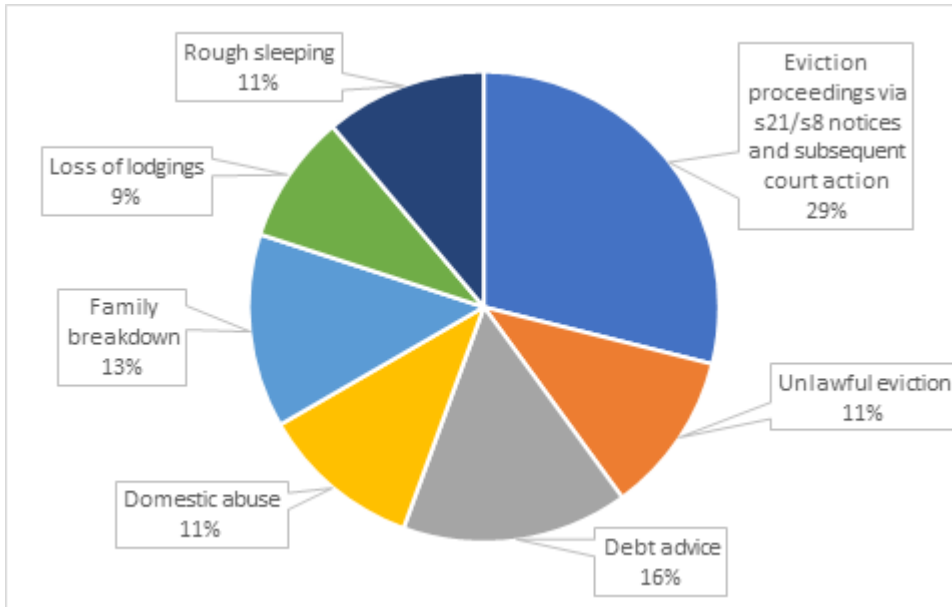
A total of 58 responses were received:

- Service users: 29
- Stakeholders: 15
- Members: 15

10.2 Members

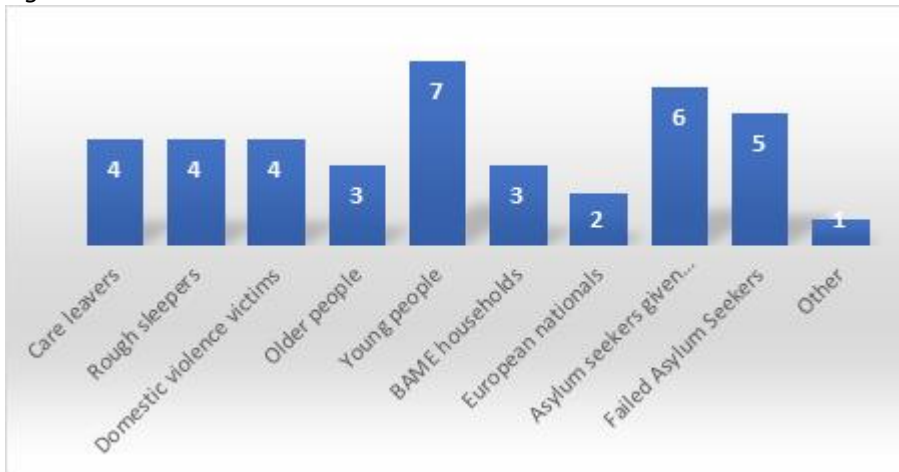
Members were asked what were the main reasons that their constituents approached them for housing advice and responded accordingly:

Figure 18: Member consultation responses



Next, Members were asked which if any of the following groups of homeless or threatened with homelessness people have you seen any increase in enquiries?

Figure 19



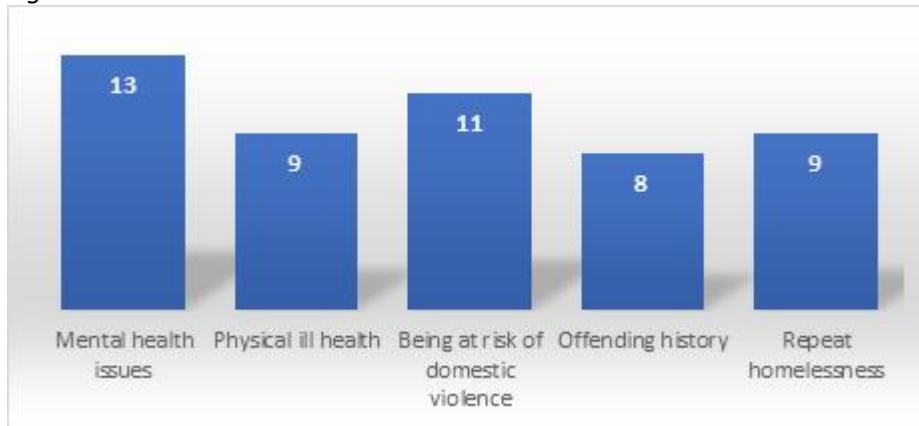
Members were asked more broadly what they thought needed to be done to address the main reasons for homelessness within Oldham. Across all five main reasons for homelessness consistent answers included:

- The need for more Affordable/Social Housing
- The need for better systems in relation to the ending of a private sector tenancy, NASS leavers and being asked to leave by friends or family
- The need to provide better support and advice in relation to the main reasons for homelessness

92% of members strongly agreed that a multi-agency approach is required to find appropriate housing and support solutions.

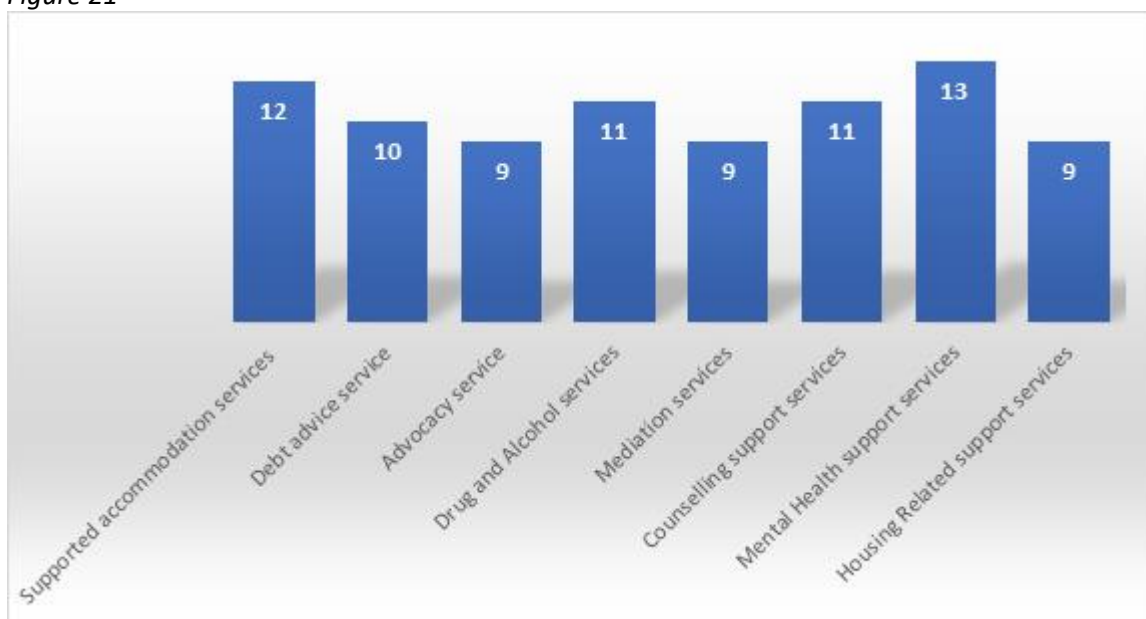
In support of this, members were asked what support they thought was needed in Oldham to meet these support needs and prevent or relieve homelessness.

Figure 20



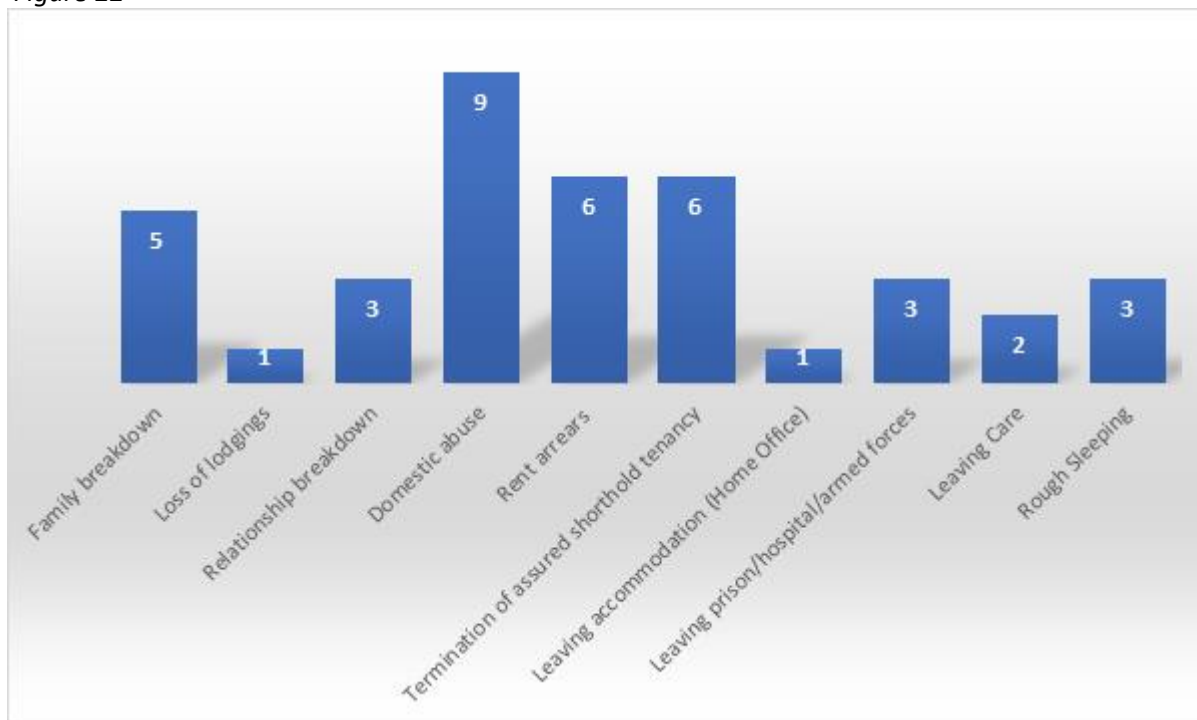
Which if any of the following services below would help to improve the services provided to those homeless or at risk of homelessness?

Figure 21



What 3 things should the new Homelessness strategy prioritise to address homelessness over the next 3-5 years? Members

Figure 22



Finally, members were asked what more we can do to help prevent homelessness in Oldham, which provoked a range of comments:

'Rethink how all elements of services work together, make service accessible with more flexibility to resolve homeless problems'

'I would like to see this included as part of the poverty truth commission, as homelessness is primarily a result of poverty and people's inability to cushion themselves from loss of income/ or their inability to save money to protect against this happening'

'Be aware that some people struggle to seek help so more outreach will be needed. Make sure advice is available in all the necessary languages'

32% suggested 'Building new/refurbishing homes'

16% each reflected on 'Providing supported/specific accommodation' and 'Financial challenges'

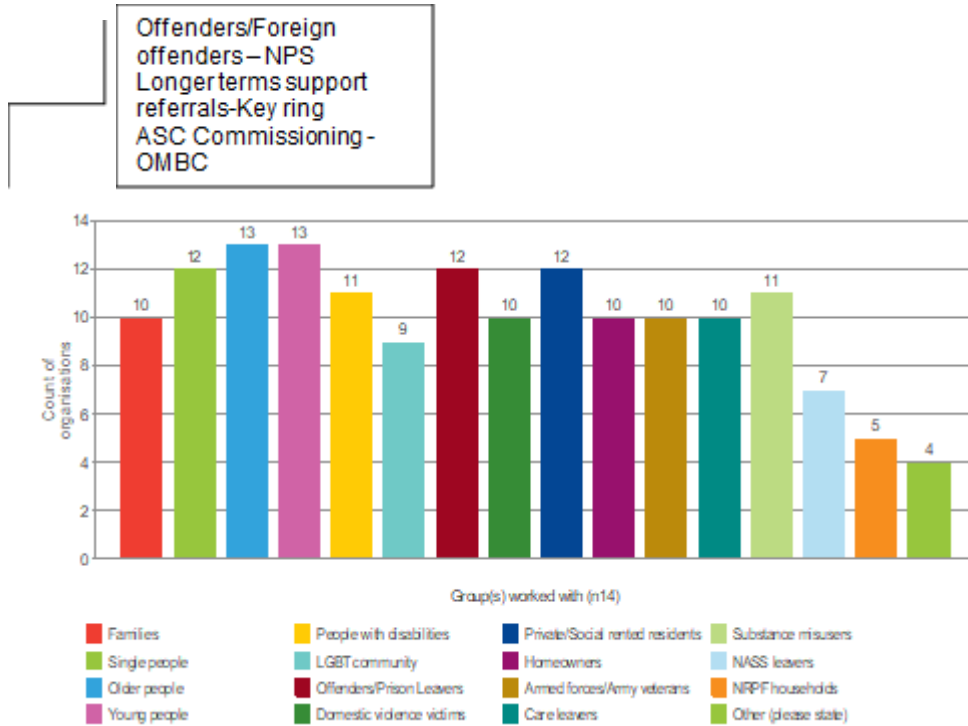
Learning Points:

- Members commented on the main causes of homelessness, particularly the end of private rented sector tenancies and domestic abuse
- There was a particular focus on 'asylum seekers' – whilst the Housing Authority is limited in its ability to assist this group, it is able to support those with refugee status and this review has identified a growing need in this area, alongside other eligible non-UK nationals
- Poverty is a thread running throughout the Review and the consultation, along with the need to help people 'cushion' themselves from loss of income

10.3 Stakeholders

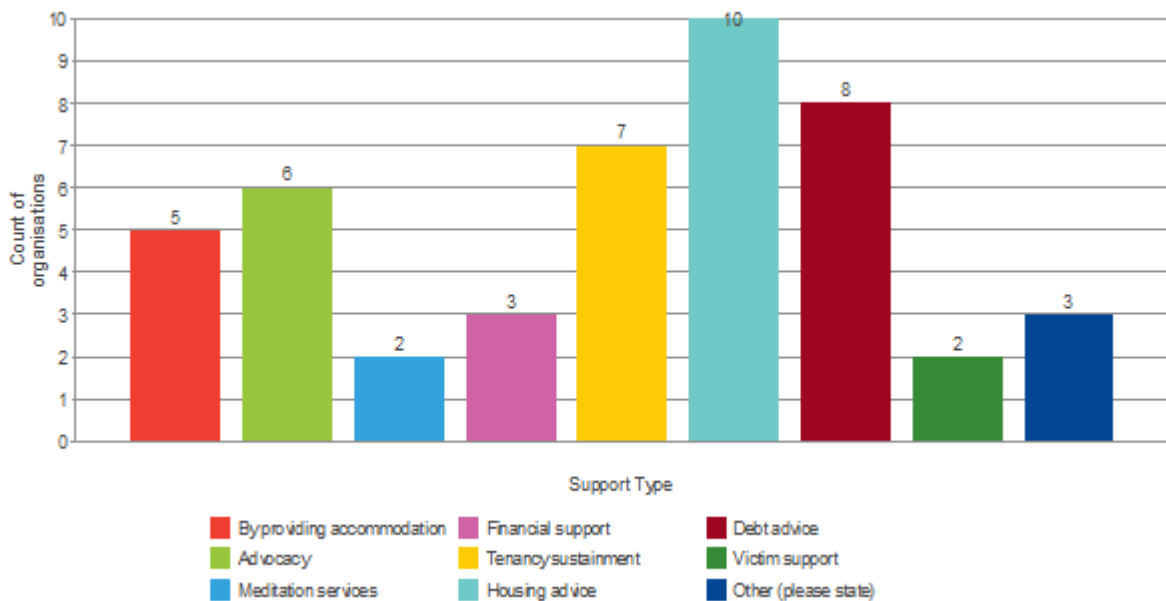
Responses were received from a wide range of stakeholders, recognising the depth and diversity of provision available across all sectors in Oldham.

Figure 23: Stakeholder consultation response



Stakeholders were asked how their organisation works to prevent and relieve homelessness and responded accordingly:

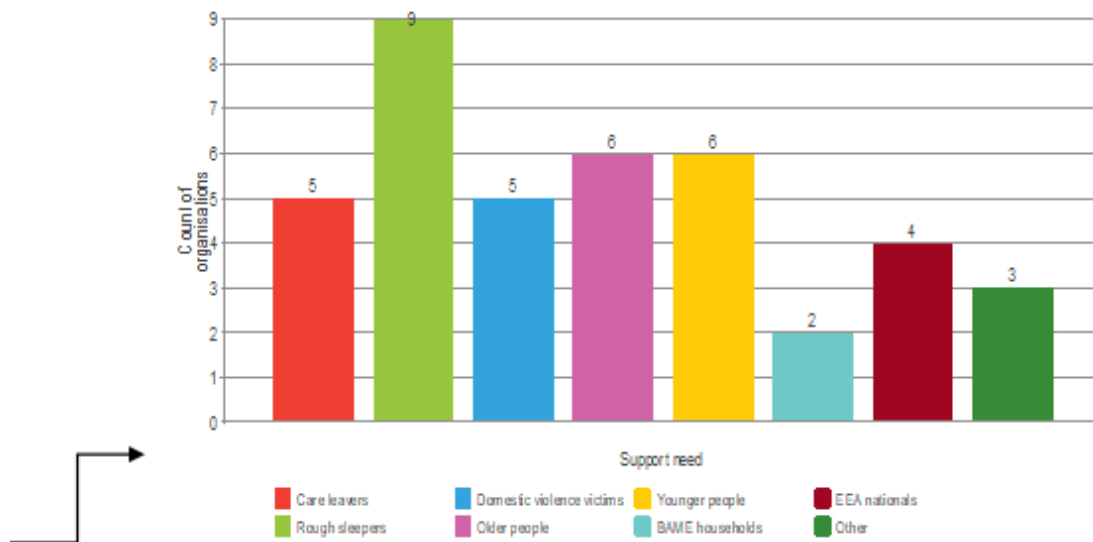
Figure 24



When asked about what further action could be taken to prevent homelessness in Oldham, most commonly respondents felt that organisations could take more actions to support those with higher needs including those with care packages, victims of domestic abuse and those with drug and or alcohol issues.

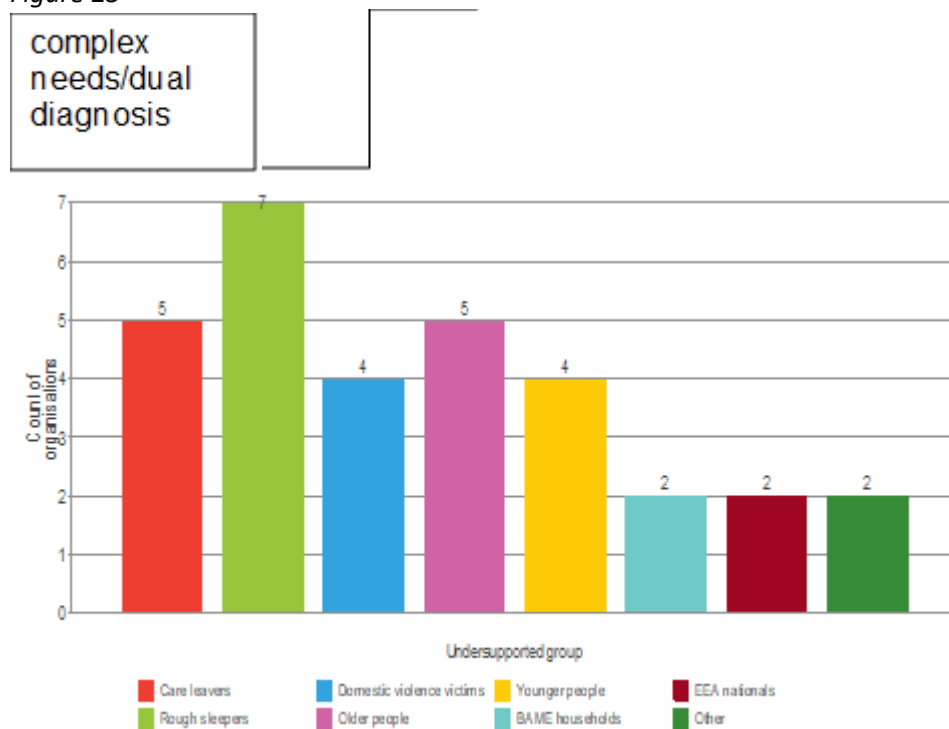
Most stakeholders said they had seen increased demand on their services, particularly from the following groups:

Figure 25



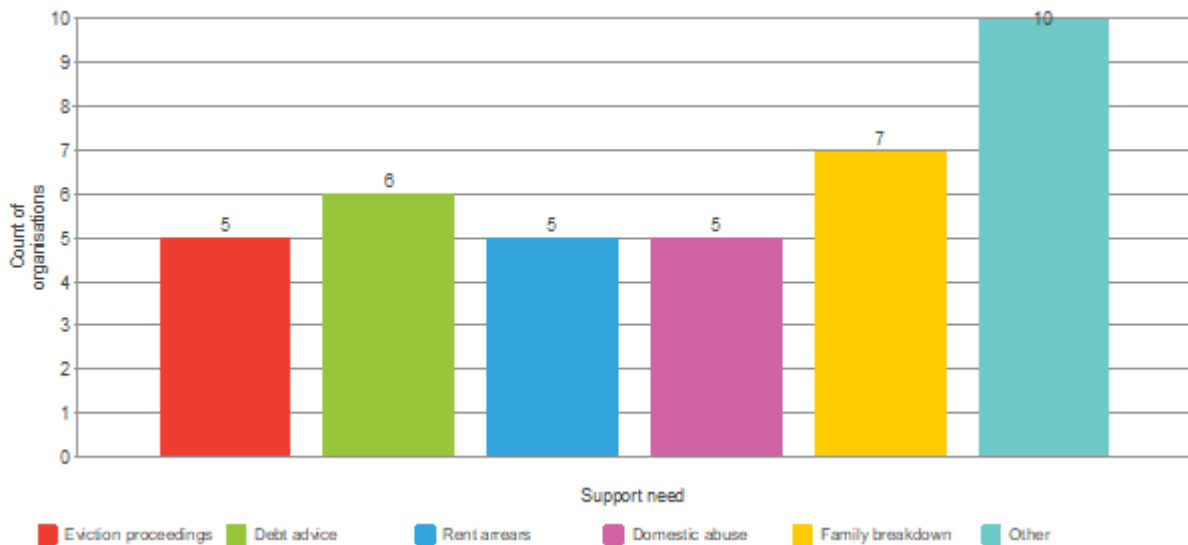
Stakeholders also highlighted these groups are requiring further support still, despite the current services available:

Figure 25



Stakeholders stated people sought help from their organisations for the following reasons:

Figure 26

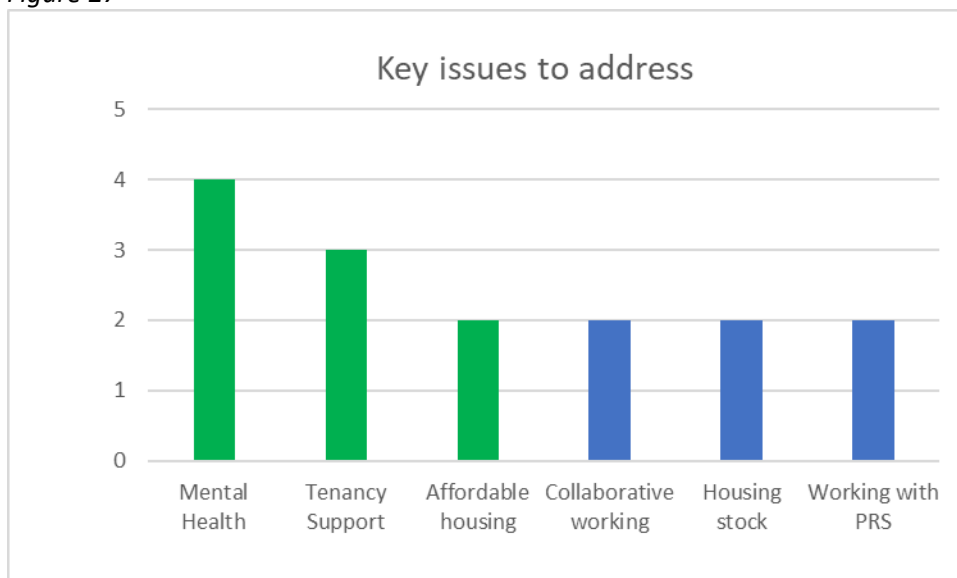


Other includes prison discharge, sofa surfing, rough sleeping and individuals with other support needs mental health, substance misuse.

Stakeholders felt these needs could be better met through increased accommodation supply and improved collaboration, customer service and communication.

What are the 3 key issues you feel that the new homeless strategy needs to address in order to holistically tackle homelessness in Oldham over the next 3-5 years?

Figure 27



The following issues were raised as being potential gaps:

Impact of welfare reform: UC, sanctions and association problems with Housing Benefit
More available accommodation, be it social or private rented or housing association

More cooperative working between agencies and the local authority
Local authority assessment of risk of those who are convicted and involved with the criminal justice system. More attention and exploration of the circumstances associated with risk posed to the public, and how these can be addressed within the current housing stock
Access to interpreters for services across Oldham
Supported accommodation
More support for those rough sleepers with complex issues – securing and sourcing longer term accommodation
Suitable move on accommodation with floating support to manage tenancy issues
Supported accommodation options for young people and care leavers. Enough resources to support people in Oldham when facing homelessness
Advocacy workers

Learning Points:

- Stakeholder responses highlighted the range of support available across Oldham, particularly with regards to housing and debt advice – something Members stated their constituents needed. An opportunity therefore arises to connect the two, and ensure people get the support they need to build their ‘cushion’
- There does however appear to be a lack of services providing mediation and victim support, which would respond to leading causes of homelessness such as domestic abuse and exclusion by friends and family
- Stakeholders reported increasing demand from young people and rough sleepers, which differed from Members – highlighting how different groups have different support networks, and how the 2021 Strategy needs to ensure housing advice services are appropriately targeted

10.4 Service Users

The survey was sent out via email, advertised on social media and particularly promoted in staffed temporary accommodation schemes such as A Bed Every Night in order to gain feedback from people with lived experience of homelessness services. Respondents stated to be from a range of ethnic and national backgrounds – reflecting Oldham’s diverse homelessness population – and has support needs including mental health problems (22%), drug dependency (16%) and offending history (12%).

Respondents were asked why did they become homeless or threatened with homelessness:

Table 19: Service user reasons for homelessness

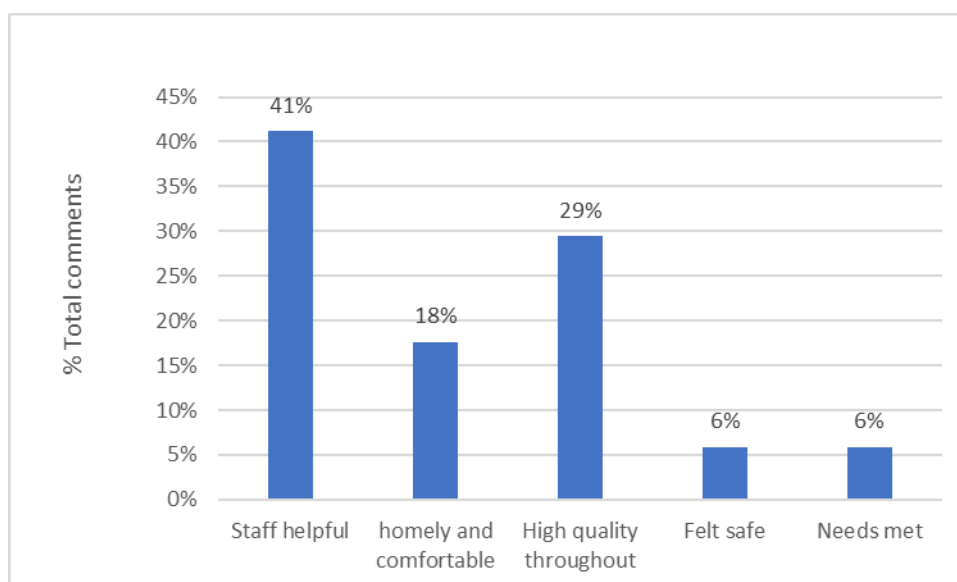
Reason	% Total	Count
Relationship breakdown with a partner	24%	7
Parents no longer willing or able to accommodate	10%	3
Other relatives or friends no longer willing or able to accommodate	10%	3
Having to leave a rented property for other reasons	10%	3
Other (e.g. homeless in emergency, sleeping rough or in hostel, returned from abroad)	10%	3
Domestic abuse	7%	2
Violence from other associates (e.g. family or friends)	7%	2

Other form of violence – please state	7%	2
Rent arrears in council tenancy	7%	2
Rent arrears in Private sector tenancy	7%	2
Left prison/on remand	7%	2
Left other institution or care (e.g. turning 18 after being looked after by the Council)	7%	2
Other forms of harassment	3%	1
Mortgage arrears (repossession or other loss of home)	3%	1
Required to leave accommodation provided by Home Office as asylum support	3%	1

Respondents living in temporary accommodation were asked questions specifically about this:

- Overall, 79% (23 of 29) respondents reported that they had been provided with temporary accommodation
- 96% stated that they did understand the temporary nature of this accommodation
- 91% stated that this accommodation was in Oldham
- Most commonly respondents reported that they had been in temporary accommodation for 1-2 months (39%)
- Three quarters of respondents stated that they understand the options available to them to find a new home
- 87% were either slightly or extremely satisfied with the standard of their accommodation

Figure 28: Service user comments about temporary accommodation



When asked what barriers they felt had prevented them to find a new home, the following findings emerged

Table 20: Service user barriers to finding a new home

	% Total	count
--	---------	-------

Something else (see below)	22%	10
Social housing application	20%	9
Rent in advance	15%	7
Rent arrears/housing related debt	13%	6
Offending history	11%	5
Support needs	9%	4
History of ASB	4%	2
No suitably adapted property	4%	2
Tenancy references	2%	1
Total	100%	46

How easy or not was it to access the information and advice and assistance you required to resolve your homelessness or threat of homelessness?

Table 21: Service user ease of accessing information and advice

	Count	Percentage
Easy or very easy	14	48
Neither	8	27
Difficult or very difficult	7	24
Total	29	100

When asked why they had found it difficult to access advice and assistance, the following reasons emerged:

Table 22: Service user ease of accessing information and advice

	Count	Percentage
Not able to get through on telephone lines	9	32
Other	9	32
Unsatisfactory response to electronic communications	8	29
Waiting times in Access Oldham	6	21
Accessibility to Access Oldham	2	7
Service opening times not suitable	1	4
Total	33	100

Although participants highlighted that they had issues in getting through on telephone lines, they also indicated that most commonly they preferred to contact the Housing option centre by telephone.

Table 23: Service user preferred channels of contact

	Count	Percentage
Telephone	23	79
In person	9	31
Social media	3	10
Third party	3	10

E-Mail	2	7
Total	39	

What service do you think are needed to meet your support needs to prevent or relieve your homelessness?

- Pre tenancy training 28%
- Mental health support 21%
- Mediation Services 10%
- Employment, education training 10%
- Advocacy services 7%

Finally, service users were asked their top three priorities for the new homelessness strategy to focus on to address homelessness in Oldham over the next three to five years

A total of 84 votes were cast across 15 potential options with the following emerging:

Table 24: Service user Homelessness Strategy Priorities

		Count	% Total
1	Rough Sleeping/Sleepers	18	21%
2	Family Breakdown	11	13%
	Relationship breakdown	11	13%
3	Rent Arrears	10	12%

Learning Points:

- Debt continues to be a theme, with rent arrears this time presenting a particular – and very real – barrier for people with lived experience of homelessness in Oldham
- The most visible form of homelessness, rough sleeping, also continues to be a top priority. This may have been slightly skewed in the service user consultation because it was heavily promoted to ABEN residents, but nevertheless this was supported by stakeholders also
- Employment and education – and the link to that ‘cushion’ – is a recurring theme again
- The main causes of homelessness are also reflected, particularly amongst single males – solutions needed for relationship breakdown and exclusion by friends and family, such as mediation, advocacy and mental health support

10.5 Common Themes from consultation

Services needed		
Members	Stakeholders	Customers
Tenancy Support	Tenancy Support	Tenancy support/Pre tenancy training
Domestic Abuse	Rough sleeping	Financial help
Mental Health	Mental Health	Mental health

Mediation/Counselling service		Mediation
Supported accommodation	Supported accommodation	Advocacy

Key Priorities		
Members	Stakeholders	Customer
Domestic Abuse	Mental Health support	Rough sleeping
Rent arrears/Termination of AST	Tenancy Support	Rent arrears
Family breakdown	Affordable housing	Family Breakdown
Affordable housing		Relationship breakdown

11. Emerging themes

The following brings together emerging themes that have come from the data, desktop analysis and consultation throughout this review – which will be used to develop the priorities and action plan for the new Homelessness Strategy

Emerging theme	Proposed response
Increasing exclusions by friends and family	Strengthened mediation resources, including reviewing the current mediation scheme
Increasing domestic abuse presentations	Carry out a review of domestic abuse services in the borough and commission an appropriate response in line with the new Domestic Abuse Bill
Increasing presentations due to loss of private rented sector accommodation	Work to improve landlord / tenant relations through education and information on rights and responsibilities
Increasing presentations due to relationship breakdown	Improve advice and options available to departing partners, including on legal rights, mediation and relationship counselling
High levels of co-morbidities of need amongst homeless applicants, such as rough sleeping, mental ill-health and substance misuse	Ensure staff in homelessness and related services are trained and equipped to respond in a psychologically informed way
Almost 15% of homeless applicants state to have physical health issues, in line with the national average. The Covid-19 has particularly brought to light 'hidden' conditions such as asthma, COPD and diabetes	Ensure homeless applicants have fair access to GP and other primary care treatment, and effective pathways into vaccination and other programmes
Offending history is the fourth highest identified support need amongst homeless applicants in Oldham, and highly over-represented in programmed such as ABEN and supported accommodation	Review accommodation options for ex-offenders with a particular focus on prevention prior to leaving custody / approved premises
Repeat homelessness and rough sleeping is a concerningly prevalent support need and has a significant rate of co-morbidity amongst other support needs such as domestic abuse, offending history and substance misuse	Undertake a peer review to establish why repeat homelessness occurs, and put measures in place to prevent this happening

Care leaver homelessness is decreasing, but continues to occur	Consider what further steps can be taken to prepare young people for adulthood and prevent future homelessness
Presentations from households leaving Home Office accommodation / former asylum seekers remain stubbornly high, and partly outside the local authority's control	Work together with partners to support early integration and intervention to prevent homelessness, especially in managing the easing of evictions following the Covid-19 pandemic
	Continue to develop the role of the Local Authority Asylum Support Officers (LAASLOs) – a time-limited service – to support the integration of refugees and deliver early intervention to prevent homelessness amongst those given leave to remain
	Ensure housing advice is promoted to emerging communities to ensure awareness of housing rights and prevent crisis situations
Presentations from older applicants is increasing, particularly from the private rented / homeowner sector	Ensure housing options for older people are sufficiently explored and well presented by housing advisors, and meet the needs of those with more complex needs e.g. ex-offenders
Presentations from 16-17-year olds are increasing	Review the current mediation service, as well as options for those who cannot remain at home
Numbers of single males, and single females with dependents in temporary accommodation is increasing	Increase options available via the Bond Scheme targeted at single households, e.g. en-suite rooms in shared houses / studio apartments
	Increase the availability of self-service advice online such as web chat with Housing Advisors so applicants can seek early advice more easily
Increasing numbers of homeless applicants are unemployed and likely to be further impacted by the Covid-19 pandemic	Work with partners to support applicants into employment to ensure they can better access and sustain housing
	Promote whatever financial relief funds are available to clear arrears and help applicants to access and sustain housing
Homelessness is disproportionately affecting certain geographical areas, particularly those already experiencing high levels of deprivation	Consider co-locating the Housing Options service within place-based integration initiatives, or upskilling relevant colleagues
Some commissioned services such as those for young people appear to overlap which may cause duplication and confusion for applicants, rather than promote effective prevention	Review and streamline current commissioned services to promote a 'one front door' approach where possible
Services for EEA Nationals will be changing with Brexit, and approaches to homelessness and support services have increased in the past two years	Review current commissioned services and ensure preparations are made for the closure of the EU Settlement Scheme
Debt and poverty run as a thread throughout homelessness, and there are doubts about whether there is enough help available to 'cushion' people against the effect of this	Review current provision and promote availability

Numbers 'sofa surfing' are continuing to increase, including those leaving NASS accommodation and intermittently rough sleeping according to research by the RSI Team	Source funding to extend the RSI Team or other service to support this group to more proactively intervene given their transient nature and focus on more proactive interventions
Short-term, time-limited interventions make it difficult for services to plan and carry out ongoing effective work e.g. the RSI Navigator and Mediation	Continue to lobby for long-term funding from bodies such as MHCLG

12. Strengths, Weaknesses, Opportunities, Threats

The following section undertakes a wider SWOT analysis of the findings of this Review, and its emerging themes. As with the previous section this will be used to develop the priorities and action plan for the new Homelessness Strategy – particularly by identifying any considerations and limitations which need to be considered.

Strengths	Weaknesses
<ul style="list-style-type: none"> • Strong VCSE sector • Housing Options service now 'in-house' at the Council with greater flexibility to make changes to service delivery • Funding for temporary Hospital Discharge worker recently secured (until March 2022) • Tenancy Relations Service – specialist private rented sector officer • Gateway Process for non-commissioned supported Housing • Rough sleeping services and non-statutory accommodation options 	<ul style="list-style-type: none"> • Duplication of service provision, e.g. young people's services without information sharing • Relatively low volume of self-service / online advice available leading to increased frontline demand on Housing Options service • Lack of affordable housing options • Increased need for shared accommodation options • Low Local Housing Allowance rates meaning lack of options / choice available in the private rented sector
Opportunities	Threats
<ul style="list-style-type: none"> • Integrated teams – more virtual working in a post-Covid world • Greater Manchester Prevention Strategy and joint funding bids • Rough Sleeper Programmes • Domestic Abuse Bill • Housing Options Service review • To increase private sector leasing arrangements • Joint commissioning 	<ul style="list-style-type: none"> • Short-term grant funding: MHCLG core grants provided year by year and other projects reliant on re-application • Need to make internal savings within the Council due to financial pressures • Growing demand due to volume of applications received • Impact of Covid-19 increased unemployment, reduction in incomes and impact on affordability of accommodation

13. Resources

As with all local authorities, Oldham Council is faced with the challenge of managing increasing demand with limited resources. The Council has the following core staffing structure within its Housing Options Service committed to the support of households who are homeless or threatened with homelessness:

Role	Number of staff	Caseload
Housing Pathway Advisors	7	50-100
Temporary Accommodation Officers	3	40-60
Apprentices	2	
Senior Housing Need Officers	2	
Tenancy Relations Officer	1	30-40
Central Access Point Officer (Supported Accommodation Assessments)	1	

Caseloads clearly need to be lowered, but additional resources need to be drawn in to help with this. Unfortunately, central government grant levels in 2020/21 did not support with this, despite being fully committed to expenditure on the homelessness service. A Housing Pathway Advisor (HPA) salary with on-costs would typically equate to £42,000; the team was uplifted by two HPAs when the funding was last increased, but a further increase in 'burdens' funding is needed to match the ongoing increase in demand which far outstrips Oldham's current grant level below:

Flexible Homelessness Support Grant	£193,534
New Burdens:	£62,418

The service has made a number of changes however to help manage caseloads, speed up assessments and provide a good service to applicants, such as utilising web-based portals, forms and letters, as well as social media apps such as 'Whatsapp' to communicate with customers. Apprenticeships have also been a valuable development opportunity as well as an affordable staffing resource – which should be developed further as part of the new Strategy. The Housing Options service should also look at whether the current 'generic' structure remains fit for purpose, or whether changes are needed such as introducing more specialisms should appropriate funding become available.

14. Next steps

The information in this Review will be used to formulate the new Homelessness Strategy for 2021-2026, with a focus on:

- Preventing homelessness in the district;
- Securing that sufficient accommodation is and will be available for people in the district who are or may become homeless; and,
- Securing the satisfactory provision of support for people in the district who are or may become homeless or who have been homeless and need support to prevent them becoming homeless again.

Appendix A: List of tables and figures

Table 1: Timeline of legal developments

Table 2: Timeline of Local, Regional and National Strategies

Table 3: Highlights from previous Strategy

Figure 1: Applications and Assessments

Table 4: Applications and Assessments: National comparison

Table 5: Prevention Duties

Table 6: Relief Duties

Figure 2: Final Decisions

Table 7: Full Housing Duties Owed

Table 8: Households not successfully relieved or owed a full housing duty

Table 9: Main reasons for homelessness

Figure 3: Main reasons for homelessness

Figure 4: Support Needs 2018-20

Figure 5: Count of support needs

Figure 6: Support needs and vulnerabilities 2016-20

Figure 7: Eligibility 2016-20

Figure 8: Eligibility breakdown 2018-20

British or Irish citizen, or habitually resident
Non-UK/-EEA citizen: Indefinite Leave to Remain
EEA citizen: Worker
Non-UK/-EEA citizen: Limited Leave to Remain
Non-UK/-EEA citizen: Granted refugee status
EEA citizen: Permanent right to reside
EEA citizen: Other
Non-UK/-EEA citizen: Other protection (e.g. humanitarian, discretionary)
EEA citizen: Eligible family member
Non-UK/-EEA citizen: Exceptional Leave to Remain
EEA citizen: Self-employed

Table 10: Ethnicity

Figure 9: Reason for loss of accommodation: Black households

Table 11: Age

Figure 10: Reason for loss of accommodation: Over 65s

Table 12: Households Types

Table 13: Economic Status

Figure 11: Homelessness presentations by area

Figure 12: Numbers of households in temporary accommodation

Table 14: Household makeup in temporary accommodation

Figure 13: Household makeup in temporary accommodation

Table 15: Referral received under the Duty to Refer

Figure 14: Reviews requested

Figure 15: Review outcomes

Table 15: Local Housing Allowance Rates, Oldham

Table 16: Social Housing Properties Advertised via Choice Based Lettings

Table 17: Live Housing Register applications as at 31/01/2021

Figure 16: Service mapping

Table 18: Tools to prevent and relieve homelessness

Figure 17: Consultation timeline

Figures 18-22: Member consultation responses

Figures 23-27: Stakeholder consultation responses

Table 19: Service user reasons for homelessness

Figure 28: Service user comments about temporary accommodation

Table 20: Service user barriers to finding a new home

Table 21-22: Service user ease of accessing information and advice

Table 23: Service user preferred channels of contact

Table 24: Service user Homelessness Strategy Priorities

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Report to POLICY OVERVIEW AND SCRUTINY COMMITTEE

Policy Overview and Scrutiny Committee Work Programme 2021/22

Chair: Councillor Colin McLaren

Lead Officer: Elizabeth Drogan, Statutory Scrutiny Officer

Report Author: Constitutional Services Officer

21st September 2021

Purpose of the Report

For the Policy Overview and Scrutiny Committee to review the Committee's Work Programme for 2021/22.

Recommendations

The Policy Overview and Scrutiny Committee is asked to note and comment on the attached Policy Overview and Scrutiny Committee Work Programme 2021/22.

1. Background

- 1.1 Overview and Scrutiny Procedure Rule 4.1 requires each Overview and Scrutiny Committee to prepare and maintain a Committee Work Programme.
- 1.2 The Policy Overview and Scrutiny Committee Work Programme presents the issues that the Committee will be considering and scrutinising during the 2021/22 Municipal Year as it works within the agreed terms of reference -
- a) To lead the development of the overview and scrutiny process in Oldham Metropolitan Borough Council, including responsibility for Member development with regard to overview and scrutiny.
 - b) To undertake strategic level scrutiny (having regard to the Prioritisation Framework where relating to significant policy/service change or an area of public or local interest) relating to:
 - Oldham Council;
 - Wholly owned Local Authority Companies;
 - Strategic Partners and Partnerships;
 - Greater Manchester Combined Authority (GMCA), Association of Greater Manchester Authorities (AGMA) and the city region generally;
 - Education (ensuring there is appropriate statutory representation of co-opted members);
 - Community issues which would include crime and disorder, cohesion, housing and environment and regeneration issues etc.; and
 - Area based issues.
 - c) To develop proposals for submission to the Cabinet and/or to scrutinize proposals of the Cabinet in respect of Policy Framework items, such items being as described at Article 4.1 to the Council Constitution.
 - d) To develop proposals for submission to the Cabinet and/or to scrutinize proposals of the Cabinet in respect of the Budget and related strategies etc., such items being as described at Article 4.1 to the Council Constitution.
 - e) To be the designated 'crime and disorder' committee pursuant to s19 of the Police and Crime Act 2006.
 - f) To establish Task and Finish groups, Inquiries etc to give in depth consideration to issues within the purview of the Committee.
 - g) To consider all Call-Ins (with the exception of called in business from the Commissioning Partnership Board) (In the event a call-in related to an education issue, the statutory co-optees would be invited to participate in that matter at the meeting).
 - h) To consider relevant matters referred from Council in accordance with Council Procedure Rule 10.11(g).
 - i) To make recommendations to the Cabinet or to any partner organisation on issues scrutinised relevant to those bodies, and where appropriate, direct to Council.
- 1.3 Among the Overview and Scrutiny Committees, the Policy Overview and Scrutiny Committee might be regarded as having the more 'strategic' role, scrutinising the Council's key policy items, annual budget proposals, and proposals with significant service and or budgetary implications, while also considering the implications for the Borough and for the Council of proposals being developed at the Greater Manchester (GM) level and by the Council's strategic partners. The strategic role can also be seen as maintaining an oversight of the thematic strands of the Oldham Plan or considering a significant community-based issue having wide ranging implications for the Borough population and

requiring detailed consideration and response by the Council alone, by the Council and its Borough partners, or by the Council, partners and wider agencies.

- 1.4 The Policy Overview and Scrutiny Committee Work Programme 2021/22 attached as an Appendix to this report has been updated since Committee Members met informally on 15th June 2021. The principal item of change relates to the convening of a special meeting on 21st July 2021 to consider two time-sensitive items where scheduling was in response to decision timescales at the Greater Manchester Combined Authority.

2. Background Papers

- 2.1 There are no background papers as defined by Section 100(1) of the Local Government Act 1972 to this report.

3. Appendices

- 3.1 The Policy Overview and Scrutiny Committee Work Programme 2021/22 v2.

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POLICY OVERVIEW AND SCRUTINY COMMITTEE

WORK PROGRAMME 2021/22

<p>Tues 15th June 2021</p> <p>As a result of guidance indicating that the number of people who gather indoors should be restricted and noting current Covid infection rates, the expiry of Regulations which removed the legal requirement for meetings to be held in person, and the nature of the programmed business, the programmed business was considered in an informal setting.</p> <p>The Leader of the Council had given</p>	Green New Deal Strategy and Generation Oldham	To receive an update on the Strategy and Funding.	Portfolio – Finance and Low Carbon. Strategic Director – Communities and Reform. Andy Hunt, Programme Manager – Community Wealth Building	Item requested by Overview and Scrutiny (O&S) Board, December 2020.
	Minimum Licensing Standards for Taxis and Private Hire	To scrutinize final proposals prior to decision making at both GM and local level.	Portfolio - Finance and Low Carbon. Deputy Chief Executive. Carol Brown, Director of Environmental Management; Neil Crabtree, Head of Public Protection; Jon Garforth, Licensing Manager	The intention to bring a further report prior to decisions being taken in the summer was advised to the O&S Board, March 2021.
	Covid-19 Recovery Strategy	To scrutinize the Covid-19 Recovery Strategy prior to consideration by Cabinet and Council.	Leader of the Council. Strategic Director – Communities and Reform. Jonathon Downs, Corporate Policy Lead	The O&S Board was consulted on the proposal in January 2021 and requested further sight of the Strategy prior to approval. Policy Framework item.
	GM 2040 Transport Strategy – Update and draft sub-strategies	To receive an update on the strategy and be briefed/ scutinise a number of draft GM 2040 Sub-Strategies prior to submission to	Leader of the Council. Deputy Chief Executive. Joanne Betts, Principal Officer Transport and Highways Policy.	Update report requested by the O&S Board, November 2020.

assurance that any recommendations made in respect of items to be considered at the Cabinet would be reported to and considered by the Cabinet.		Cabinet (for endorsement) and GMCA (for approval)		
	Equalities Strategy	To scrutinize the proposed Equalities Strategy	Leader of the Council. Strategic Director – Communities and Reform. Jonathon Downs, Corporate Policy Lead.	
Weds 21 st July 2021 Special Meeting	Joint Places for Everyone Development Plan Document (DPD) and related Statement of Community Involvement and revised Local Development Scheme	To scrutinize a proposal to develop a DPD for jobs, new homes and sustainable growth, and related matters, prior to their consideration by Council and/or Cabinet.	Portfolio – Housing. Director of Economy. Elizabeth Dryden-Stuart, Team Leader – Strategic Planning.	Scheduling related to Cabinet/Council/GMCA scheduling. Policy Framework item.
	Greater Manchester Clean Air Plan	To scrutinize final proposals in relation to the Greater Manchester Clean Air Plan.	Portfolio - Finance and Low Carbon. Deputy Chief Executive. Carol Brown, Director of Environmental Management; Neil Crabtree, Head of Public Protection.	Provisional scheduling - The intention to bring a further report prior to decisions being taken in the summer was advised to the O&S Board, March 2021.
Tuesday 27 th July 2021	Covid-19 Recovery Strategy	Committee to receive an update.	Portfolio Holder: Councillor Shah, Leader of the Council and Cabinet Member for	Item requested by Policy Overview & Scrutiny Committee 15 th June 2021

			<p>Economic and Social Reform</p> <p>Officer Contact: Rebekah Sutcliffe, Strategic Director of Communities & Reform Shelley Kipling, Assistant Director Communications, Strategy and Performance</p> <p>Report Author: Matt Drogan</p>	
	Outturn Work Programmes 2021-22		Lead Officer: Liz Drogan	Annual Report
	Policy Overview and Scrutiny Work Programme 2021-22		Lead Officer: Liz Drogan	Standard Agenda Item
Weds 1 st September 2021 Special Meeting	GM 2040 Transport Strategy – Update and draft sub-strategies	To be briefed on/scrutinise draft GM 2040 Sub-Strategies prior to submission to Cabinet and the GMCA.	Leader of the Council. Deputy Chief Executive. Joanne Betts, Principal Officer Transport and Highways Policy.	Provisional scheduling.
Tues 21 st September 2021	Delivery of low carbon infrastructure in the borough.	Scrutiny of the potential to secure a strategic commercial partner to deliver required infrastructure	Portfolio – Finance and Low Carbon. Strategic Director – Communities and Reform.	Consideration agreed by Committee, June 2021

			Andy Hunt, Programme Manager – Community Wealth Building.	
	Youth Justice Plan	To scrutinise the Youth Justice Plan for 2021/22	Portfolio - Children and Young People. Managing Director – Children and Young People. Paul Axon, Director – Young People’s Services, Positive Steps.	Policy Framework item.
	Northern Care Alliance (NCA) NHS Group - employment support, local recruitment, and ongoing items.	Update on employment and training issues related to the Royal Oldham Hospital/NCA NHS Group, including T Levels, post-Covid/Covid compliant plan, and apprenticeships.	Donna McLaughlin, Director of Social Value Creation, Northern Care Alliance NHS Group	Part of the Employment, Work and Training – ‘themed’/significant issue consideration.
	Homelessness Strategy	To further consider the Homelessness Strategy	Portfolio – Housing. Deputy Chief Executive. Bryn Cooke, Head of Housing.	O&S Board in January 2021 called for a further update report on the Strategy.
	GM Taxi Standards – Vehicle recommendations	To consider the GM taxi Standards for Vehicle recommendations	Portfolio - Finance and Low Carbon. Deputy Chief Executive. John Garforth, Licensing Manager	Update from Policy O&S in June 2021
Tues 9 th November 2021	Gambling Act 2005 Policy - refresh	To scrutinize proposed revisions to the Policy.	Portfolio - Finance and Low Carbon. Deputy Chief Executive. John Garforth, Licensing Manager.	

	Creating a Better Place and Spindles Shopping Centre	To receive updates one year after adoption of Creating a Better Place and acquisition of the Shopping Centre.	Leader / Portfolio - Finance and Low Carbon and Deputy Leader. Deputy Chief Executive. Emma Barton, Director of Economy.	
Thurs 11 th November 2021 (if required)	Admin Budget, tranche 1	To consider any initial budget proposals that may be presented by the Administration	Portfolio - Finance and Low Carbon and Deputy Leader. Anne Ryans, Director of Finance.	
Tues 23 rd November 2021 (if required)	Opposition Budget, tranche 1	To consider any initial budget proposals that may be presented by the Lead Opposition Group	Opposition Finance Spokesperson(s). Mark Stenson, Assistant Director of Corporate Governance and Strategic Financial Management.	
Tues 14 th December 2021				
Thurs 20 th January 2022	Economic Recovery Plan	To be consulted/scrutinize the draft Economic Recovery Plan which will encapsulate the Work and Skills Strategy with the Business Growth and Investment Strategy into one document and which will	Portfolio – Leader of the Council. Managing Director – Children and Young People. Jon Bloor, Head of Lifelong Learning,	Part of the Employment, Work and Training – ‘themed’/significant issue consideration.

		include a key focus on youth unemployment, with Care Leavers also featuring as part of the action plan.	Employment and Skills Service	
Thurs 27 th January 2022	Administration Budget Proposals and related Matters	Council Tax Reduction Scheme; Revenue Budget 2022/23 and Medium Term Financial Strategy; Housing Revenue Account Estimates and Proposed Outturn for 2021/22; Capital Programme and Capital Strategy; Treasury Management Strategy Statement; Section 151 Officer Report	Portfolio - Finance and Low Carbon and Deputy Leader. Anne Ryans, Director of Finance.	
Tues 8 th February	Opposition Budget Proposals	To consider budget proposals presented by the Lead Opposition Group	Opposition Finance Spokesperson(s). Mark Stenson, Assistant Director of Corporate Governance and Strategic Financial Management.	
Tues 22 nd March	Place Based Model	To receive an update on the development of the Place Based Model	Portfolio - HR and Corporate Reform. Strategic Director – Communities and Reform.	Item requested by O&S Board, March 2021.

	Young People Not in Education, Employment or Training (NEET)	To receive an update on participation and NEET rates and on activities looking to ensure appropriate opportunities for 16-18 year olds.	Portfolio – Education and Skills. Managing Director – Children and Young People. Donna Lewis, Head of Inclusion and Post 16.	Part of the Employment, Work and Training – ‘themed’/significant issue consideration

PENDING ISSUES

	Oldham Plan	Review of the Oldham Plan (formerly the ‘sustainable community strategy’)	Rebekah Sutcliffe, Strategic Director – Communities and Reform	To be refreshed following approval of the Covid-19 Recovery Strategy; timetable to be determined (provisionally January or March 2022)
	Northern Roots	To receive an update on progress on the Northern roots project	Anna DaSilva Project Director	O&S Board requested a further report when charitable status was established.
	Youth/Young People - ‘themed’/significant issue consideration.	Annual report on the British Youth Council ‘Make Your Mark’ ballot	Jodie Barber Head of Service (Youth Service and Outdoor and Environmental Education Service); Chris Lewis Lead Youth Worker working with the Youth Council	
	Poverty	Task and Finish Group		The O&S Board in January 2021 referred a report arising from a task and finish group exercise to the Cabinet for consideration.

	Selective Licensing Scheme	To scrutinise proposals	Portfolio – Housing. Deputy Chief Executive. Neil Crabtree, Head of Public Protection.	Consideration noted as delayed on the O&S Board 2020/21 Work Programme
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OTHER ACTIVITY

<p>Meeting to be arranged between the three O&S Committee Chairs and the Youth Council to assist in the appreciation of young people’s concerns and to assist in looking to ensure that the interests of young people are reflected in matters coming before the O&S Committees.</p> <p>It has also been proposed that this meeting give initial consideration to a proposals for a workshop involving Committee Members, the Youth Council and relevant officers (as agreed by the O&S Board in September 2020, to address issues relating to the development of the digital sector in the town, the review of apprenticeships across Oldham and the offering of digital apprenticeships by the Council, as raised in a Youth Council Motion to Council.</p>	<p>Head of Service (Youth Service and Outdoor and Environmental Education Service). Chris Lewis, Lead Youth Worker working directly with the Youth Council.</p> <p>John Bloor, Head of Lifelong Learning, Employment and Skills Service. Donna Lewis, Head of Inclusion and Post 16. Inputs from HR/OD, Colleges and others as required.</p>	<p>Consideration would relate to both the Employment, Work and Training and the Youth/Young People ‘themed’/significant issue considerations. As noted previously in an earlier work programme, the workshop session had not been convened to date due to Covid-19 related issues.</p>
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