

Guildhall Gainsborough  
Lincolnshire DN21 2NA  
Tel: 01427 676676 Fax: 01427 675170

## AGENDA

**This meeting will be webcast live and the video archive published on our website**

**Prosperous Communities Committee  
Tuesday, 15th March, 2022 at 6.30 pm  
Council Chamber - The Guildhall**

**PLEASE NOTE DUE TO CAPACITY LIMITS WITHIN THE GUILDHALL WE WILL BE OPERATING A REDUCED PUBLIC VIEWING GALLERY**

Those wishing to simply view the meeting will be able to watch live via:  
<https://west-lindsey.public-i.tv/core/portal/home>

**Members:**

- Councillor Owen Bierley (Chairman)
- Councillor Mrs Tracey Coulson (Vice-Chairman)
- Councillor John McNeill (Vice-Chairman)
- Councillor Stephen Bunney
- Councillor Christopher Darcel
- Councillor Michael Devine
- Councillor Jane Ellis
- Councillor Steve England
- Councillor Mrs Jessie Milne
- Councillor Jaime Oliver
- Councillor Roger Patterson
- Councillor Jim Snee
- Councillor Mrs Mandy Snee
- Councillor Trevor Young

**1. Apologies for Absence**

**2. Public Participation**

Up to 15 minutes are allowed for public participation. Participants are restricted to 3 minutes each.

**3. Minutes of Previous Meeting**

(TO FOLLOW)

To confirm and sign as a correct record the Minutes of the Prosperous Communities Committee held on Tuesday, 25 January 2022

Agendas, Reports and Minutes will be provided upon request in the following formats:

Large Clear Print: Braille: Audio: Native Language

4. **Members' Declarations of Interest**

Members may make any declarations at this point but may also make them at any time during the course of the meeting.

5. **Matters Arising Schedule**

(PAGES 3 - 4)

Setting out current position of previously agreed actions as at 7 March 2022

6. **Public Reports**

- i) West Lindsey Housing Strategy refresh (PAGES 5 - 55)
- ii) Lincolnshire Preventing Domestic Abuse Strategy (PAGES 56 - 87)
- iii) Proposals for Platinum Jubilee Celebrations (PAGES 88 - 96)
- iv) Workplan (PAGES 97 - 98)

7. **Exclusion of Public and Press**

To resolve that under Section 100 (A)(4) of the Local Government Act 1972, the public and press be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A of the Act.

8. **Exempt Reports**

- i) Hemswell Cliff Managed Estates Contract Renewal (PAGES 99 - 113)

Ian Knowles  
Head of Paid Service  
The Guildhall  
Gainsborough

Monday, 7 March 2022

## Prosperous Communities Matters Arising Schedule

### Purpose:

To consider progress on the matters arising from previous Prosperous Communities Committee meetings.

**Recommendation:** That members note progress on the matters arising and request corrective action if necessary.

### Matters Arising Schedule

Status	Title	Action Required	Comments	Due Date	Allocated To
Green	enforcement Training for Parish Councils	<p>Extract from mins 22/10/19</p> <p>in the past Officers from within the enforcement team had provided training to local residents in order that they could be certified to issue fixed penalties. The number of tickets issued by such persons however was very limited because although they had received training catching the culprit in the act still remained a challenge. This was something Officers were prepared to take away and see if further training could be offered as it had been previously and if there was desire and need in the community</p>	<p>Following the end of pandemic restrictions and the recent appointment of a new licensing &amp; community safety officer role, officers are now able to prepare delivery of enforcement training for parish councils.</p> <p>Officers will communicate with Parish Councils to gauge level of interest for the training and organise any sessions accordingly during Q1 and Q2 2022/23.</p>	31/05/22	Grant White
Green	information pack for parish councils re reporting issues	<p>Extract from mins of mtg 22/10/19</p> <p>Officers undertook to prepare a guidance and information pack for Parish Councils covering some of the top issues affecting a number of parishes, explaining how to report certain issues and the options available to them. This was welcomed.</p>	<p>A new webpage listing support for Parish Councils was created during the initial work to establish a Parish Charter: <a href="http://www.west-lindsey.gov.uk/parishsupport">www.west-lindsey.gov.uk/parishsupport</a>.</p> <p>Limited promotions of the page took place during the pandemic. A new council website is currently being developed and this page will be refreshed once launched.</p> <p>Further promotion of this dedicated webpage will take place with all Parish Councils. This is expected to take place during Q1 2022/23.</p>	31/05/22	Grant White
Green	parish charter publicity and promotion and yearly impact review	<p>approval to commence the publicity and promotion of the charter as per section 4 of the parish charter report.</p> <p>Also need to put in yearly review report as per section of the report</p>	<p>Limited promotion of the Parish Charter took place during the pandemic. Officers have recommended a review of the charter should take place earlier than scheduled to ensure it still meets it's aims and objectives following any changes in circumstances as a result of the pandemic.</p>	30/09/22	Grant White

			<p>An action to review the Parish Charter and present recommended changes will now be added to the Forward Plan for Prosperous Communities Committee. This work will be scheduled to take place during Q2 2022/23.</p> <p>Promotion of the Parish Charter will take place following any changes approved by Committee.</p>		
Green	CCTV Case studies for Members Newsletter	<p>extract from mins of mtg 14/7/2020</p> <p>Members felt it imperative that there was better reporting of outcomes directly resulting from CCTV intervention or information in order to improve public confidence. Officers undertook to publish some case studies in a future edition of the Members Bulletin</p>	<p>An annual report on CCTV for 2021 has been produced and currently having the case studies finalised for publication. This report will be published online for Members and public to view in early Q1 2022/23.</p>	30/04/22	Grant White





**Prosperous Communities  
Committee**

**Tuesday, 15 March 2022**

**Subject: West Lindsey Housing Strategy refresh**

Report by:

Assistant Director Homes and Communities

Contact Officer:

Sarah Elvin  
Homes, Health and Wellbeing Team Manager

sarah.elvin@west-lindsey.gov.uk

Purpose / Summary:

Adopt the updated West Lindsey Housing  
Strategy 2022-2024 and approve extension to  
Homelessness and Rough Sleeping Strategy

**RECOMMENDATION(S):**

1. Members accept the progress made against the previous Housing Strategy
2. Members approve and adopt the revised Housing Strategy 2022 – 2024
3. Members endorse the Lincolnshire Homelessness and Rough Sleeping Strategy for a further 12 months to the 31<sup>st</sup> December 2022.

## IMPLICATIONS

### **Legal:**

There is no statutory requirement for local authorities to have a Housing Strategy therefore there are no legal implications

**(N.B.) Where there are legal implications the report MUST be seen by the MO**

### **Financial : FIN/185/22/SJB**

None from this report.

Any funding requirements for the delivery of the action plan will require approval from the relevant committee.

**(N.B.) All committee reports MUST have a Fin Ref**

### **Staffing :**

No staffing implications. Implementation of the strategy will be within existing staff resource

### **Equality and Diversity including Human Rights :**

An EIA part 1 has been undertaken for the strategy, as this is a high level strategic document, there is no direct impact on how services are delivered to the public or human resource policies

### **Data Protection Implications :**

None directly, any that result from actions which derive from the strategy will be addressed separately

### **Climate Related Risks and Opportunities :**

The strategy covers a section on climate change and the impact that housing can have on West Lindsey's commitment to become a net-zero carbon emissions area by 2050.

The strategy recognises the huge role that housing has to play in reaching that target and identifies a number of action areas that the strategy commits to which are:

- Retrofitting existing homes
- Building new homes
- Finance and funding opportunities
- Performance and compliance

### Section 17 Crime and Disorder Considerations:

Selective licensing is detailed within this strategy as a tool for improving and transforming places, part of this scheme offers other opportunities to manage ASB related issues within the private rented sector. An increased number of property inspections, combined with additional presence in the designated areas enables the Council to focus on the highest risk issues, which are usually then linked to properties where ASB and crime have been concerns.

### Health Implications:

The right home environment is essential to good health and wellbeing throughout life. Our homes are the foundations upon which we can build happy, successful and prosperous lives. Warm, safe and secure homes enable us to lead healthy, independent lives and to recover from illness. Poor housing increases the risk of ill health and disease and can lead to an increasing demand on health and care services.

The benefits of our holistic approach to housing and health delivers physical, economic and social outcomes which in turn reduce health inequalities and enhance the wellbeing of our residents. At the same time, it ensures that health is embedded in all aspects of the councils housing agenda.

This strategy makes these key links between housing and health and details the role housing plays in health as a wider determinant.

### Title and Location of any Background Papers used in the preparation of this report:

Wherever possible please provide a hyperlink to the background paper/s  
If a document is confidential and not for public viewing it should not be listed.

### Risk Assessment :

### Call in and Urgency:

#### Is the decision one which Rule 14.7 of the Scrutiny Procedure Rules apply?

i.e. is the report exempt from being called in due to urgency (in consultation with C&I chairman)

Yes

☐

No

x

### Key Decision:

A matter which affects two or more wards, or has significant financial implications

Yes

x

No

☐

## **1. Introduction**

- 1.1 West Lindsey Housing Strategy 2018-2022 has the vision “Everyone has access to good quality housing which meets their housing need and aspiration, in a pleasing environment which enables a healthy lifestyle.”
- 1.2 To achieve the vision, three key strategic themes were identified:
  - Driving Housing Growth to meet housing need
  - Improving homes and transforming places
  - A partnership approach to support choice, wellbeing and independence
- 1.3 The current West Lindsey Housing Strategy is due to expire in 2022. A review of this strategy began in mid-2021 which determined that even though there has been a huge amount of work undertaken to meet the aspirations of the strategy, the key themes were still as relevant today as they were back in 2018 when they were adopted.
- 1.4 This led to a process which looked to refresh the existing strategy and extend out a further two years to allow for more work to be undertaken to realise the vision. A new West Lindsey Corporate Plan will be delivered in 2023. This approach will enable the Housing Strategy to contribute to delivery of a new corporate plan
- 1.5 The Housing Strategy 2022-2024 can be read at appendix 1

## **2. Progress so far**

- 2.1 To begin the refresh, it was important to look back on all that had been achieved in the past 4 years under the existing strategy. A full summary of the progress so far can be found at appendix 2.
- 2.2 There have been some highlight outcomes from the past 4 years which include:
  - over £10m of Homes England funding brought in for delivery of affordable housing
  - 232 new affordable housing units completed
  - Funding secured to deliver housing projects from GLLEP, Homes England Infrastructure Fund, Local Government Association, DLUHC, Sustainable Warmth Competition, Greener Homes Initiative
  - Viable Housing Solution established

## **3. Refresh of the Housing Strategy**

- 3.1 The refresh of the strategy involved updating all the data included within the strategy to ensure that a new evidence baseline position could be established.
- 3.2 New sections of the strategy were introduced to acknowledge the changes that have happened over the past 4 years and to understand

what challenges and opportunities those changes bring. The following sections have been added to the strategy:

- Levelling up
- Covid-19
- Climate change
- Selective Licensing

- 3.3 Another element of the strategy that has been updated is the local and national context. The legislation, policies, strategies and plans determine what national and local drivers are in place that impact upon housing and how they can then be interpreted and delivered at a West Lindsey level.

#### **4 Consultation - internal and external**

- 4.1 As part of reviewing the existing strategy, internal consultation with colleagues was undertaken to determine the progress and also understand where the strategy can further deliver on the vision.

- 4.2 Once the strategy had been drafted, this was once again consulted on internally to ensure that all identified progress alongside additional challenges and opportunities had been included.

- 4.3 A period of external consultation was then undertaken from 22<sup>nd</sup> December 2021 to 4<sup>th</sup> February 2022 where Councillors, Parish Council and residents alongside key partners and stakeholders were invited to comment on the strategy and give their thoughts on whether or not the strategy fundamentally addresses the issues of housing within West Lindsey.

- 4.4 64 consultation responses were received in total with the majority of those coming from residents.

- 4.5 The main feedback received from the consultation includes:

- General lack of amenities and services to cater for additional housing
- Additional housing not being built in the right places
- Need for affordable housing in all areas is high
- All areas cannot take additional growth.
- Maintenance of properties and housing standards need to be addressed

- 4.6 Further detail of the consultation responses and changes that have been made to the draft strategy in response to the external consultation can be found at appendix 3

#### **5 Implementation plan**

- 5.1 An implementation plan will be developed which will be monitored for delivery against the strategy and how delivery also contributes to the following overarching strategies and plans that link with the Housing

Strategy:

- West Lindsey Corporate Plan
- West Lindsey Executive Business Plan
- Joint Health and Wellbeing Strategy for Lincolnshire
- Homes for Independence blueprint
- Lincolnshire Homelessness and Rough Sleeping strategy
- Preventing Domestic Abuse Strategy
- Emerging District Health and Wellbeing Strategy

5.2 The implementation plan will be presented and monitored through the Housing and Wellbeing Board. Progress against the plan will then be reported to this committee on an annual basis

## **6 Lincolnshire Homelessness and Rough Sleeping Strategy**

6.1 The current Lincolnshire Homelessness and Rough Sleeping Strategy approved by Prosperous Communities Committee in November 2017 covered the period up to the end of 2021. The strategy has an action plan to underpin the priorities and has been led by the Homelessness Lead Officers of the seven Local Authorities across Lincolnshire. The authorities have recently contributed to a joint Strategic Lead post to, hosted by North Kesteven District Council, as a dedicated resource to lead and coordinate the delivery of this associated strategy.

6.2 This strategy was due to be reviewed in 2021, however Covid-19 presented many challenges and workstreams were re-prioritised. The focus on ensuring the 'Everyone In' campaign and vulnerable people were able to access accommodation and advice throughout the pandemic was prioritised. The recruitment process to the aforementioned new post has also created further delays.

6.3 A review of the existing strategy will take place to update on progress on previous highlighted priorities and shape workstreams to fit within pandemic recovery plans. This will be carried out by the seven local authority areas in Lincolnshire (Boston, Lincoln, East Lindsey, South Kesteven, North Kesteven, South Holland and West Lindsey).

6.4 The purpose of the review is to:

- establish the current level of homelessness across the county,
- project its likely growth (or decline) in future years,
- identify what is currently being done and by whom, and
- identify the level of resource available to prevent and tackle homelessness in the future
- identify gaps and what needs to be done to ensure a robust and sustainable response to homelessness.

6.5 In order for a comprehensive review of the homelessness strategy to be completed, it is requested that members endorse the Strategy for a further 12 months to comply with the statutory requirements.

## **7. Recommendations**

- 7.1 Members accept the progress made against the previous Housing Strategy
- 7.2 Members approve and adopt the revised Housing Strategy 2022 – 2024
- 7.3 Members endorse the Lincolnshire Homelessness and Rough Sleeping Strategy for a further 12 months to the 31<sup>st</sup> December 2022



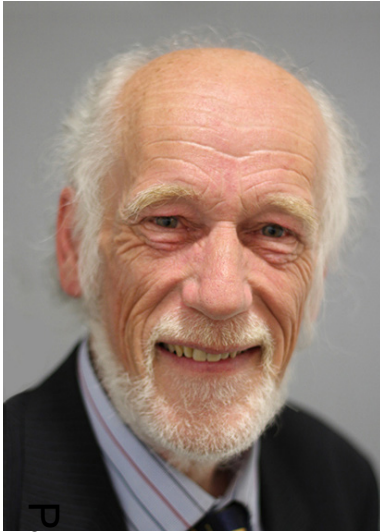
# Housing Strategy Refresh

2022/2024

Page 12







“As the Leader of West Lindsey District Council, I am delighted to bring you a refresh of our Housing Strategy. Indeed, our refreshed strategy identifies how the Council intends to continue to deliver on its important vision for housing, as well as meeting the current and future housing needs of the residents of our beautiful district.

When I look back on the progress made so far against the existing strategy, I am extremely proud of what has been achieved as a Council over the past four years in this area. The amount of work and dedication which has been undertaken by colleagues and our partners needs to be acknowledged for having been

fundamental in enabling us to get to this point, where we can look forward with even more optimism and ambition with regards to the future of housing in West Lindsey.

Good quality, safe and affordable homes can contribute immeasurably to the health and wellbeing of our residents alongside playing a vital role in the success of our communities. This is paramount to meeting the main pillars of our corporate plan, and therefore as a result, benefit every member of our community. We know our vision for housing is ambitious, and achieving that vision will never be easy in these times of constant change, but it is important that we remain ambitious and innovative in our efforts and that we keep our Corporate Plan and our local communities at the heart of everything we do.

This is an exciting time for the District, particularly with the opportunities that Levelling Up will bring. This refreshed Housing Strategy acknowledges those opportunities whilst recognising the considerable challenges that are still arising from the Covid-19 pandemic and the longer-term impacts and legacy that the next few years will bring.

I would like to thank our residents, partners, staff and other interested parties who have contributed towards the delivery of the strategy over the past four years. I look forward to the positive impact the strategy will continue to have over the next two years and beyond, for every single West Lindsey resident.”

**Cllr Owen Bierley, Leader of West Lindsey District Council**

### Introduction:

Access to good quality housing is the foundation upon which people can build happy and successful lives. This housing strategy provides an overarching plan to guide the council and its partners in tackling the major housing challenges facing the district. It aims to promote three key themes which affect housing and identifies the outcomes that the council wishes to achieve, through the implementation plan.

We are clear that our role as an enabling authority is a critical one if we are to realise our ambition to increase housing supply, meet housing need and aspirations to transform our neighbourhoods. To do so, we will need to work with a range of partners across all tenures, balancing the needs and aspirations of all within legislation and policy.

This strategy therefore aims to provide clear strategic vision and leadership in an increasingly uncertain national economic and policy climate. The strategy contributes towards the council's corporate priorities for West Lindsey and is intrinsically linked to a number of other plans and strategies, not only of the council, but also those of other key partners and stakeholders. At a time when the Authorities capacity to deliver services is reducing, the importance of maximising the potential to shape the work of partners, and work collaboratively, to deliver not only the built environment but existing housing, housing related services and to link the crucial role that housing has in health is at the heart of the West Lindsey Housing Strategy.

### Strategy review:

The Housing Strategy 2018-2022 was adopted by West Lindsey in 2018. An implementation plan was put in place to determine how the strategy would be delivered.

As the Strategy was due to be updated in 2022, a review of the strategy along with the implementation plan has been undertaken and can be found in the progress so far document at appendix 1.

The themes of the Strategy remain as relevant today as they were when it was adopted in 2018. Even though the challenges and opportunities have evolved based on the huge amounts of work that have been undertaken over the past 4 years, the three themes are still the key areas of focus for West Lindsey.





## Our Vision and Ambitions

Our vision for housing in West Lindsey is for a district where “Everyone has access to good quality housing which meets their housing need and aspiration, in a pleasing environment which enables a healthy lifestyle.”

This means that we want to ensure that every resident of West Lindsey has the opportunity to access good quality housing, which is affordable to them, within which they can build happy, successful and healthy lives.

Our challenge however is principally how can we meet the differing requirements of all 129 communities within the district where their needs, strengths, assets and opportunities vary so much and to do so within the context of national and local policies and strategies.

To achieve this vision we will require housing partners and providers to work together across the district to deliver priorities within three key strategic themes:

- Driving housing growth to meet housing need
- Improving homes and transforming places
- A partnership approach to support choice, wellbeing and independence

These themes are the building blocks and form the section headings of this strategy; they will underpin not only all of the Council's work on housing, but also the level of contribution we seek and need to secure from our partners to deliver our vision for the benefit of our communities.

Our ambition is primarily led by the development of new housing, West Lindsey is committed to housing growth and economic development. However, we must ensure that the level and type of growth we are seeking is supported by appropriate infrastructure and meets the needs of our residents and businesses alike. We must also ensure that the benefits associated with growth and increased investment are accessed and enjoyed by all of our residents.

Our desire through growth is therefore to create safer, stronger, more resilient and prosperous communities.

To achieve this ambition our housing strategy is embedded and aligns itself with a number of key locally adopted strategies and plans, most importantly the Central Lincolnshire Local Plan 2012-2036 (reviewed 2021) and West Lindsey District Council's own Corporate Plan 2019-2023.

We recognise that the successful delivery of our ambition through our strategic themes will require partnership working across a number of areas within the council and through collaboration with a number of key partner organisations. It will involve not only delivering new housing that meets the housing needs of our residents but raising standards and making best use of existing housing stock and by doing so reduce health inequalities, promote healthy lifestyles and maximise health and wellbeing within the district.

It is important that we consider both challenges and opportunities moving forward in an ever-changing local and national picture. These challenges and opportunities are varied and include the following;



- Need for additional new homes across all tenures
- The impact and implications of new legislation and regulation across planning, homelessness and the private sector
- Innovative affordable housing solutions and specialist housing to meet identified housing need
- Viability of development sites in some areas of the district
- Government emphasis on the increased pace of new build housing
- Increased demand on homelessness services and ongoing emphasis on homelessness prevention
- Identifying new and innovative methods to finance housing development
- Removal of housing benefit support for 18-21 year olds
- A drive to integrate housing, health and social care
- Disproportionate challenges in areas of the district requiring a strategic 'place based' approach
- The continued use of private rented sector housing to meet need
- The use of regulatory tools and powers such as Selective Licensing to improve the Private Rented Sector
- The Council's successful Levelling Up bid
- Climate Change and sustainability agenda
- Covid-19 immediate and long-term impacts on the housing sector and beyond



## West Lindsey: Who are we?

West Lindsey is the largest and one of the most rural districts within the County of Lincolnshire. West Lindsey includes villages to the north of the City of Lincoln, and covers an area of approximately 1,156 square kilometres (446 square miles).

The administrative centre of the district (and largest town) is Gainsborough, with the district also being home to the market towns of Caistor and Market Rasen.

- West Lindsey is home to some 95,667 residents and around 42,369 dwellings.
- West Lindsey has witnessed steady population growth since 2001 and ONS population projections suggest that the population of West Lindsey will rise to 105,700 by 2041, an overall increase of 10%.
- Situated in the north west of the county West Lindsey is bordered by East Lindsey, City of Lincoln, North Kesteven, Newark and Sherwood, Bassetlaw, North Lincolnshire and North East Lincolnshire Councils.
- The district is rural in nature transacted by a number of 'A' roads.
- The proportion of ethnic minority residents in West Lindsey was approximately 3.5% as of 2011. Amongst ethnic minorities, those classified as Other White, White Irish and Indian comprise the largest groups.
- West Lindsey currently has an ageing population; between the 2001 and 2011 census the median age increased by 3 years, and the 0-14 and 25-44 age groups fell.
- The district saw an increase of 15.1% in dwellings between 2001 and 2011





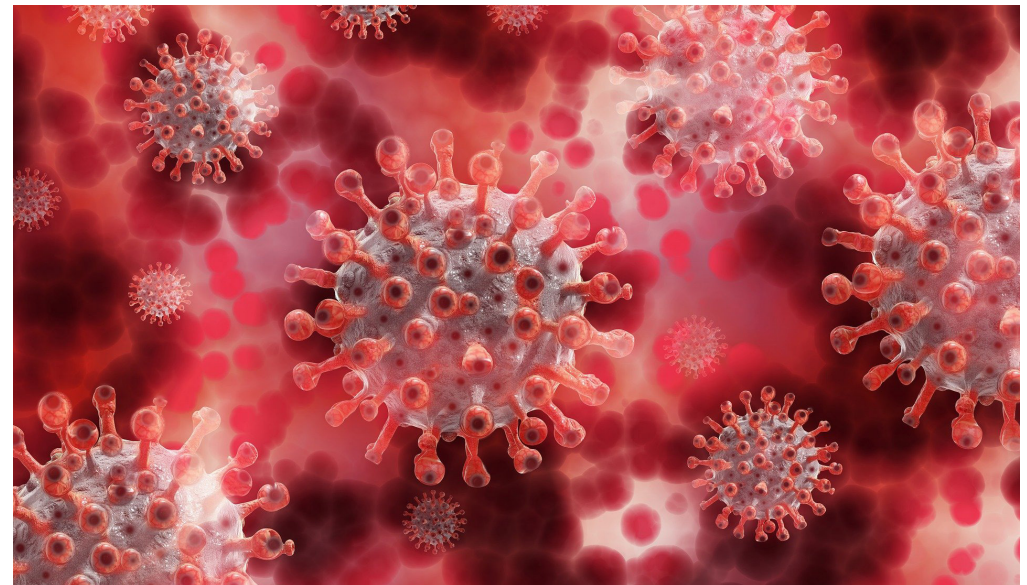
The impact of the pandemic on housing is still to be fully understood, but is clear is that it has touched almost every single aspect of the housing world.

- **Homelessness** - The 'Everyone In' campaign saw everyone rough sleeping or at risk of rough sleeping being offered temporary accommodation irrespective of priority need.
- **Private rented sector** - Changes were made to the rules around private landlords being able to give their tenants section 21 notices for eviction and court proceedings around eviction cases were halted. There are still significant delays within the court system as the backlog is tackled.
- **Domestic Abuse** - Approaches from victims of domestic abuse increased.
- **Mental Health** - A lack of access to support for people with mental health and substance misuse issues saw other cases increase in complexity and coupled with a lack of available properties in the social sector increased the council's use of bed and breakfast accommodation.
- **Private sector housing** - An increase in the number of housing disrepair issues were reported. With housing visits not being able to be undertaken for over 3 months and the courts not being available for landlord prosecutions, a backlog of cases built up making tackling poor landlords even harder.
- **The housing market** - The introduction of a stamp duty holiday saw a rise in the numbers of people looking to move house. It is anticipated that the pandemic has also changed people's thoughts on the types and location of housing they require or desire. A change people's working patterns as more people work from home or a realisation of the importance of outside space are some of the drivers for the shift in the housing market.

### Challenges ahead:

The impact from the Covid-19 pandemic on housing is yet to be fully understood and realised - however, in the short term presents challenges such as the increased cost of building, both materials and labour and availability of housing across all tenures as tenants in social housing stock choose not to move and delays in completions of new homes. In much of West Lindsey, there are lower than average house values and much of the construction is undertaken by SME's with smaller profit margins, it is therefore becoming increasingly difficult to deliver housing, to meet need, with the required contributions to make the developments acceptable.

Learning from the pandemic and its impact on housing is fundamental to the council and this strategy. As we adjust to living with Covid-19, it is important that all aspects of housing are poised to respond to both the on-going impact and amendments from Government in terms of policies and approaches.



## Levelling Up

Our 'Thriving Gainsborough 2021' proposal was successfully awarded more than £10million by central government in October 2021 as part of the Levelling Up Fund programme.

Gainsborough has one of the most deprived wards in the country and is currently facing issues around market failure alongside substantial deprivation.

Thriving Gainsborough 2024 is designed through regeneration of the town centre and local investment in cultural facilities, to revitalise the local economy and ultimately reduce the acute deprivation experienced across several wards. The five themes that underpin Thriving Gainsborough 2024 are as follows:

1. A thriving market place as the town centre piece
2. Heritage led regeneration
3. Placemaking and a green public realm
4. Transformed movement and connectivity
5. A place to live

Specifically, in relation to housing, the Levelling Up intervention will expand the successful Living Over the Shops pilot programme by bringing vacant and / or low-quality town centre properties back into use, with additional funds to ensure that high standards of heritage regeneration are achieved.

To be delivered by March 2024, the wider impact of the Levelling Up programme will be a catalytic improvement in Gainsborough Town Centre, adding to the attractiveness of Gainsborough as a destination for housing growth.

Whilst it may be acknowledged that priority on the Levelling Up agenda has been given by Government to primarily support cities and towns, we recognise that many rural places face similar challenges and levels of disadvantage. In our rural communities we will continue to work with our partners to improve access to quality and affordable housing, ensuring that new developments provide infrastructure to meet local needs.





WLDC are committed to help our district become a net-zero carbon emissions area by 2050 at the latest - in line with the UK's legally binding target.

Necessary reductions won't be achieved without the near-complete elimination of greenhouse gas emissions from UK buildings. Therefore, our Housing Strategy must aim to help drastically reduce carbon emissions. But we must also ensure homes are adequately prepared for the inevitable impacts of climate change too.

Our Sustainability, Climate Change and Environment Strategy and Action Plan was approved by Council in June 2021, with housing and protecting homes and people most at risk from climate impacts a theme that runs throughout.

There are a number of action areas that relate to our housing strategy that we are committed to here:

- 1. Retrofitting existing homes** - Ensuring existing homes are low-carbon and resilient to the changing climate is a major priority. We work with our partners to offer advice and support and help our residents to access financial assistance to encourage retrofitting of energy efficiency measures and switch to renewable energy. This cuts emissions, but also helps reduce fuel poverty, and can save money and improve living environments too.
- 2. Building new homes** - New homes should be built to be low-carbon, energy and water efficient, and climate resilient. With things like sustainable transport, waste management and access to services in mind too. These principles are enshrined in the new draft CLLP which provides a positive framework for enhancing sustainability and reaching net zero emissions.
- 3. Finance and funding** - We know that energy efficiency improvements and switching to renewable power can initially be expensive. WLDC are campaigning for more resources to help residents make those changes and positioning ourselves to bid for funding as it becomes available.

- 4. Performance and compliance** - Ensuring new homes are built and existing homes retrofitted to stated design standards and that landlords achieve minimum energy efficiency ratings.

The demographics of the district and make-up of the current housing stock are detailed elsewhere in this strategy, but factors such as older, less energy efficient, low density housing stock, combined with high levels of owner occupancy make the problem of tackling emissions more urgent but sometimes more costly to tackle at scale.

To help overcome these challenges we will need to work with partners to ensure local skills exist in housing design, construction and in the installation of new technologies.





## National and Local Context

Much of the way in which housing services are delivered is governed by legislation and national or local policies. The legislation and policies provide context to this housing strategy and the impact they have on our district including:

### **Housing White Paper (2017) 'Fixing our Broken Housing Market':**

The White paper identifies the following three main challenges facing the national housing market:

- an insufficient land supply for the required amount of housing development;
- the slow pace of development from permission to completion; and
- the need to diversify the housing market.

We recognise the need to build more homes at an increased pace and how these aspirations link to economic growth. By putting 'people first' at the centre of our strategy will do just that resulting in all sectors of the community benefitting including those trying to get onto the housing ladder, those looking for a better quality property in the private rented sector and vulnerable households seeking accommodation to meet their needs.

Although as a White Paper this was never legislated, it still informed many of the planning reforms that have been implemented since its publication and remains as the Governments most recent adopted policy position on Housing and the priorities in the sector.

### **National Planning Policy Framework (2019):**

The National Planning Policy Framework (NPPF) sets out the planning policies for England and how they are applied. It forms a significant part of the policy background for the delivery of this strategy.

The NPPF was updated in 2019 and with that came an updated methodology for assessing housing need to standardise it across the country. Alongside that, there were amended definitions of affordable

housing and a number of other housing related policies including the entry-level exception site policy, all of which have an impact on the delivery of affordable housing across the Country.



### **Localism Act 2011:**

The aim of the Act was to devolve power from central government to individuals, communities and local councils. Key measures set out in the Act include new freedoms for local government, new rights and powers for communities and individuals, reform to the planning system and reforms about local decisions made in relation to housing.

## Neighbourhood Planning Act 2017:

As with the Localism Act, the Neighbourhood Planning Act gives rights and powers to communities allowing them to shape development within their settlement or parish through the production of a neighbourhood plan. The Central Lincolnshire Local Plan provides the strategic planning guidance while neighbourhood plans set our policies and plans for settlements on a local parish level aiming to deliver locally specific community priorities. There are currently 21 Neighbourhood plans that have been made with 15 in process. Communities have embraced being able to make a difference in their areas with a considerable number coming to fruition since the legislation was enacted in 2017.



## Homelessness Reduction Act (HRA) (2017):

The Homelessness Reduction Act (2017) amends Part 7 of the Housing Act 1996. The legislation was enacted in 2018 and it introduced a number of new legal duties with resulting implications. Placing a renewed emphasis on homelessness prevention the HRA introduced duties to assess the needs of and seek to prevent homelessness for all eligible households within 56 days of them becoming homeless, irrespective of priority need or intentional homelessness.

Key changes and implications of the HRA included:

- Extension to the period of time within which a household is classed as 'threatened with homelessness' from 28 days to 56 days
- Initial duty owed to all eligible persons who are homeless
- Duty to provide advisory services
- Duty to assess every eligible applicants' case and agree a clear plan of the steps required to prevent or relieve homelessness
- Introduction of a 'prevention duty' for all eligible applicants
- Introduction of a 'relief duty' to take reasonable steps to secure accommodation for eligible homeless applicants regardless of priority need
- 'Duty to Refer' - The Act also places a duty on other local services to notify the local housing authority if they are working with an applicant who is homeless or at risk of homelessness



## First Homes:

First Homes is a new Government initiative developed to assist first time buyers who are unable to purchase properties on the open market purchase the whole of the property with a set discount.

First Homes are discounted market sale units which:

- must be discounted by a minimum of 30% against the market value;
- are sold to a person or persons purchasing their first home

Brought in via ministerial statement on 24th May 2021 this will be the government's preferred discounted market tenure and will account for at least 25% of all affordable housing units delivered by developers through planning obligations. Sitting below the national strategies and policies are a range of regional and local plans. These include:



## Greater Lincolnshire Local Economic Partnership and the Strategic Economic Plan 2016 Refresh (SEP) (2014-2030):

The Greater Lincolnshire Local Economic Partnership (GLLEP) is a partnership working with the Government to find solutions to enable the delivery of strategic projects that will drive local prosperity and economic growth. The Strategic Economic Plan 2014-2030 (SEP) is the primary document, which underpins everything the GLLEP aims to do. It sets out ambitious targets of creating 13,000 new jobs by 2030, and assisting in the creation of 100,000 new homes and helping 22,000 existing businesses grow across Lincolnshire.

## Central Lincolnshire Local Plan (CLLP) (2012-2036):

The Central Lincolnshire Local Plan – adopted April 2017 and in the process of being reviewed in 2021 – establishes a total housing target of 1086 dwellings per annum up to 2036 with the focus for future housing growth falling within the main settlements of the City of Lincoln, Sleaford and Gainsborough and in settlements that support their roles. This approach makes the most of existing services and facilities, delivering growth where it is most needed, providing opportunities to regenerate urban areas and provide new jobs and homes in accessible locations.

For West Lindsey, the Local Plan sets out the delivery target of 334 new homes per annum with 156 of those being required to be affordable. Most of this growth is planned within the Gainsborough area which includes two new Sustainable Urban Extensions.

Outside of the main urban areas the smaller towns and villages in Central Lincolnshire and certainly in West Lindsey vary in size, demography, accessibility, facilities, issues and opportunities. The CLLP determines

how each community can contribute to the delivery of a sustainable Central Lincolnshire. To maintain and enhance their roles as market towns Caistor and Market Rasen are the focus for significant but proportionate growth. The plan also allows for larger villages such as Welton, Scotter and Nettleham, which provide housing, employment and key services for the local area to maintain and enhance their roles. Levels of growth for medium and smaller villages within the district are also set out within the plan.

Policies are also included to ensure that the infrastructure that is required to support the delivery of new homes is provided at the same time.



### **Central Lincs Infrastructure Delivery Plan (CLIDP):**

Sitting alongside the CLLP the Central Lincs Infrastructure Delivery Plan identifies where and how appropriate physical and social infrastructure such as schools, roads, health facilities and open space will be needed and delivered; all which contributes to the overall quality of life for our residents.

### **West Lindsey Corporate Plan (2019-2023):**

The West Lindsey Corporate Plan sets out the Council's priorities and objectives designed to meet the many and varied needs of our district. The vision within our Corporate Plan is "West Lindsey is a great place to be where people, businesses and communities can thrive and reach their potential". The plan has three themes: Our People, Our Place, Our Council.

A number of the strategic objectives within the plan are housing related and these include:

- Ensuring housing solutions provide choice and support independence
- Improve homes and transform places
- Deliver housing led economic growth and infrastructure
- Drive Housing growth and meet need and demand, using private sector solutions where appropriate
- Ensure those in need of housing or a threat of homeless receive appropriate advice and support
- Improve housing standards and take appropriate enforcement action where necessary



### West Lindsey Economic Recovery Plan 2021-2024:

The Economic recovery plan sets out the interventions and actions that West Lindsey has taken during the pandemic in response to the devastating effects it has had on our communities and local economy. It then goes on to set out a plan and pathway that will inform the way forward towards long term recovery and economic growth centred around inclusiveness, sustainability and resilience.



### West Lindsey Sustainability, Climate Change and Environment Strategy:

West Lindsey District Council is committed to reducing its carbon footprint to net-zero by 2050 at the latest and to also playing a leadership role to ensure that the whole District can achieve the same position within the same timescale.

The Council's Sustainability, Climate Change and Environment Strategy, agreed by Council in June 2021, sets out how this will be achieved and the matters that need to be addressed. It will support the Council's vision that West Lindsey is "a great place to be where people, businesses and communities can thrive and reach their potential."

### Lincolnshire Homelessness and Rough Sleeping Strategy 2017-2021:

The Lincolnshire Homeless Strategy and Rough Sleeping 2017-2021 has been given approval from the Department for Levelling Up, Homes and Communities to extend until 2022 due to Covid-19.

The priorities of the current strategy are to protect, prevent, partnerships, place and possibility. This is focused on protecting those most vulnerable and tackling rough sleeping, preventing homelessness, working in partnership, accessing appropriate accommodation and ensuring a sustainable future for supported housing.

### The Care Act (2014):

The Care Act (2014) makes a requirement for closer cooperation between health, care and services that address the wider determinants of health, including housing; to deliver outcome based support, systems and provision to meet identified needs.



## Joint Health & Wellbeing Strategy for Lincolnshire:

Informed by the Lincolnshire Joint Strategic Needs Assessment (JSNA), the Joint Health and Wellbeing Strategy for Lincolnshire underpins the activity of the Health and Wellbeing Board. Housing is identified as a key priority for Lincolnshire in the current strategy. Activity to genuinely integrate housing, health and care has gathered momentum since 2018 in line with the national drive to better alignment resulting in the adoption by all district councils of the Homes for Independence Blueprint.

## Lincolnshire Homes for Independence Blueprint:

The Homes for Independence Blueprint, developed on by the Lincolnshire Housing, Health and Care Delivery Group, a subgroup of the Health and Wellbeing Board which recognises the crucial role that housing plays in health, focuses on the following;

- growing the supply of appropriate housing to meet a range of specific housing needs
- aiming to influence the design, location and number of homes delivered
- secure better outcomes from existing resources
- increase choice of housing that is affordable, accessible and supports people's physical, mental and financial wellbeing
- enable residents of West Lindsey and Lincolnshire to plan ahead to meet their housing needs

The Blueprint, adopted by all districts, acknowledges that living in a safe, accessible, warm home promotes good mental and physical wellbeing and helps to reduce hospital admissions, social isolation and loneliness and will be fundamental to the success of this strategy.

## People at the Heart of Care: Adult Social Care Reform White paper 2021

This white paper sets out how some of this money will be spent to begin to transform the adult social care system in England, such as new investments in:

- housing and home adaptations
- technology and digitisation
- workforce training and wellbeing support
- support for unpaid carers, and improved information and advice
- innovation and improvement

Together, these measures aim to put people at the heart of social care and move us towards our 10-year reform vision.

The current housing offer in West Lindsey is very diverse across the District reflecting the urban and rural locations and the dispersed nature of the district. The wider urban area of Gainsborough is characterised by smaller properties focused around terraced, semi-detached and flatted property, whereas in rural areas, the housing stock usually comprises of larger owner-occupied detached properties.

House prices accordingly vary greatly across the district with some smaller terraced properties in Gainsborough priced below £75,000 where in contrast prices in more rural areas can attract values in excess of £300,000.



### Key housing facts in West Lindsey:

- Non-stock holding authority
- There is an identified need for 1086 dwellings per annum across Central Lincolnshire of which 334 are needed for West Lindsey
- Need for 156 affordable homes per annum (2021-2029) across West Lindsey
- 11% of housing stock is socially rented. Below the national average with the exception of Gainsborough East Ward
- 19.6% of housing stock in the district is private rent. Diversely spread with less choice in rural areas but with areas of higher concentration.
- 56% of stock is privately rented in South West Ward of Gainsborough
- In 2021 approximately 23% of all private rented properties in West Lindsey were estimated to contain at least one Category 1 Hazard under the Housing and Health Rating System
- The West Lindsey overall ranking for deprivation is 147 out of England's 317 local authorities. This places West Lindsey slightly above the median
- Selective licensing scheme undertaken in the South West Ward Gainsborough helping tackle anti-social behaviour, poor housing standards and poor standards of housing management practices by private landlords
- Decommissioning of MOD sites without a clear exit strategy has led to the emergence of vulnerable, unstable and unsustainable communities
- The demand for housing advice, homelessness and homelessness prevention services increases steadily year on year and has done for the past 5 years



- Loss of Private Rented Sector (PRS) tenancy is the leading cause of homelessness in West Lindsey
- 12% of West Lindsey are currently living in fuel poverty
- Assistance to remain in a PRS tenancy through proactive homelessness prevention intervention is key prevention tool
- Housing people through the housing register is the number one way homelessness is prevented in West Lindsey

### Selective Licensing:

In 2016, West Lindsey embarked on a Selective Licensing scheme for a small area of the Gainsborough South West Ward. The reasons behind focussing on this area were:

- High levels of private rented sector
- Evidence of significant anti-social behaviour
- Increase resource and enhance proactive work in the private rented sector
- The area is one of the most deprived wards in the country with fuel poverty and house standards at a record low

The selective licensing scheme helped to ensure that the Council had a much more coordinated and proactive approach in regards to ensuring compliance within its private rented sector and offered methods to proactively improve the private rented sector using different legislative tools and a more focussed approach.

In addition to this, through the development of the selective licensing scheme, a greater understanding of need was evidenced, specifically the role that the private rented sector played in masking housing need. This led to an opportunity to intervene in the housing market and develop a 'Viable Housing Solution'.

Alongside reducing anti-social behaviour, the scheme actively sought to improve and then maintain property conditions. The proactive nature of the scheme enabled the Council to deal with a broader range of issues across multiple work areas such as Council Tax, Planning and Environmental Health and then to take a more joined up approach to address them. Offences and violations such as illegal eviction, sub-letting and conversion of garages and annexes without permission have all been identified in delivering the scheme. The scheme also enabled the Council to work in a more focussed and intelligence based manner with agencies such as the Police and Trading Standards.

The scheme ended in 2021 with the outcomes as follows:

- 98% of licensable properties licenced (810 properties)
- 249 properties improved as a direct result of WLDC action
- 75% reduction in housing disrepair issues
- 83% reduction in anti-social behaviour over the 5 year scheme period
- 32% decrease in empty properties in the designated area (in comparison to only 3% in the rest of the district)

Moving forward, how West Lindsey can expand Selective Licensing to some of the other challenging areas across the wider district will be key to tackling issues that are associated with a growing private rented sector, within which property conditions are poor in comparison to the national average. This will require robust evidence to determine the areas of the district where improvements can be made by introducing a Selective Licensing scheme.

Selective Licensing can also contribute to tackling some of the rural inequalities faced across the district by increasing proactive work in the private rented sector outside the South West Ward of Gainsborough.



## Positioning ourselves to meet the need and aspirations of our communities:

To address the future housing challenges and aspirations of the district our strategy sets out three key strategic themes identified through evidence gathering, to deliver our ambition. Crucially, the council cannot and will not aim to do everything itself and we are clear that leadership and service delivery on housing in West Lindsey extends beyond the council. Our approach is that the strategy should apply to all homes in the district, which means everyone involved in building, managing and supporting the people who live in West Lindsey's homes has a role to play.

We recognise that this document does not contain all of the detail, challenges, issues or possible solutions for housing in West Lindsey. In part this is because we do not have or have not yet developed all of the answers. More detail is available within the accompanying Housing Strategy Implementation Plan where, within each theme, we have identified a number of key areas of priority actions, which need to be addressed in order to meet the objectives, detailing the measures and resources required. The Implementation Plan is a working document, which forms the basis of a programme of work being delivered by the council to address issues and meet challenges and aspirations for housing and housing related services within the district.

In order to ensure this strategy is effectively implemented and meets its objectives, progress against the key actions will be monitored quarterly and reviewed annually. An annual review enables us to ensure that we have the flexibility to meet the challenges of a rapidly changing housing environment and to ensure we can be responsive to both local issues and changes to the national legislative and policy environment that will occur over the lifetime of the strategy.

This strategy is therefore a public document, which we want to be accessible to everyone. There are some groups of people that we expect will be particularly interested in some or all of the document. These include:

- Existing residents and those looking to move into West Lindsey
- Private developers and Registered Providers proposing to build new homes
- Private landlords and Registered Providers who let homes in West Lindsey, so they know what standards are expected and how those standards might be enforced
- Regional and central government agencies such as Homes England and the newly named Department for Levelling Up, Housing and Communities (formerly MHCLG)
- Public bodies and voluntary sector organisations that provide services or advice to current or future residents, so they can make sure their own work with residents is consistent with the council's approach and is linked properly to the work being done by housing providers.
- The council itself, to ensure that our approach to housing and the future challenges are consistent with our overall strategic / corporate approach
- Providers of supported housing



Page  
30









## Challenges and Opportunities:

This theme seeks to increase the supply, mix and quality of new homes across all tenures. An increase in supply encourages greater choice to meet the housing needs of existing and future residents within the district and at the same time delivers the additional benefits of infrastructure to improve not only the built environment but also the social role in improving the lives and wellbeing of our residents.



Housing growth targets for the district are set within the Central Lincs Local Plan (CLLP) which was adopted in April 2017 and is currently in the process of being updated with the revised plan due Spring 2022. Whilst a large proportion of the growth for the whole of Central Lincolnshire is planned for Gainsborough, larger villages situated in the Lincoln fringe area and the other market towns within the district will accommodate a number of new homes over the plan period.

Market Rasen, defined as a market town within the CLLP, will be the focus for significant but proportionate growth. Residential development land is allocated which can accommodate over 600 dwellings. The town has also seen the introduction of the Market Rasen Historic Building Grant programme, which is designed to be the first phase of improvements to some of the important historic buildings in the heart of the town. Alongside that, the emerging plan for markets across the whole district recognises the value of the weekly market in Market Rasen and through partnerships with Market Rasen Town Council will come the ability to strengthen the market to be the key historic feature and attraction that we know it can be in the town.

The housing market in West Lindsey has seen improvements in recent years and alongside that, there has been a vast increase in the rate of housebuilding in both the rural areas and the town of Gainsborough itself. During the Central Lincolnshire Local Plan period 2012-2036, Gainsborough will seek to accommodate a target of 4435 new homes. A major catalyst for a portion the development in Gainsborough was the designation of the town as a housing zone site in 2015 by Homes England. This provided West Lindsey with the additional capacity and expertise to focus on development of brownfield land by removing barriers, such as the cost of addressing flood risk, in areas where values may be low, that are preventing delivery and assist to bring them forward as housing.

The Greater Lincolnshire Local Enterprise Partnership (GLLEP) is a business led partnership made up of private and public sector leaders working with the government to find solutions to enable the delivery of projects, which will drive local prosperity and economic growth. Alongside opportunities that present as part of the GLLEP, there is also significant investment into the town centre as part of the Levelling up bid, which secured £10.7million to create a self-sufficient and thriving market town.

Whilst investment in the town on this scale is welcomed and will certainly have a positive impact on delivery of housing, the challenges associated with delivering this level of growth in the town are considerable. The Housing Zone designation and the successful bid to the Levelling UP fund has enabled us to raise the profile of the town but the viability of the area

remains a key issue in the centre of Gainsborough. In order to meet our ambition for growth, we need to take positive and proactive steps as an enabling authority to ensure that residential development proposals are both viable and deliverable in all parts of the district.

We want the balance of housing in the district to ensure that there are enough homes of the right types, sizes and quality for people at all stages in their lives to aspire to. Critical to West Lindsey's future economic success will be ensuring there are a number of larger homes in attractive environments, providing more choice, to attract economically active households as well as providing appropriate housing for our aging population, which will free up existing properties.



Further evidence of the diversity of the district is demonstrated by the fact there are areas where house prices are lower than average and it is assumed that because of this that these houses are 'affordable'. However, in reality, these houses may not be of the type or quality expected to meet modern expectations or in locations currently viewed as desirable. These houses therefore cannot be seen as the solution to the evidenced need for affordable housing across the district. They do however have the potential to provide other innovative opportunities to the Council and our partners.

The challenges facing the authority and our Central Lincolnshire partners to deliver the number of affordable homes in Central Lincolnshire to meet the full needs set out in the Housing Needs Assessment (2020) are considerable. The Central Lincolnshire Local Plan (adopted April 2017) policy has needed to have regard to what can viably and reasonably be achieved when taking the other policy 'asks' and developer contributions needed to deliver other forms of essential infrastructure, such as education provision and healthcare into consideration.



Another challenge which will need considerable consideration will be the Governments plans to bring in the Future Homes Standards by 2025 which should produce homes that reduce carbon emissions by 75-80% compared with current levels and become net carbon zero as the electricity grid continues to decarbonise. Homes England also have a clear strategic priority around the requirement for all Local Authorities and developers to start to understand the barriers of delivering new housing by way of Modern Methods of Construction and ensuring that these challenges can be explored and overcome. The inability to meet affordable housing need through the planning process alone is not exclusive to West Lindsey, nor indeed to the Central Lincolnshire sub-region, and is in fact reflective of a country-wide issue that is well evidenced and is a common concern for nearly all local authorities.

The challenge for West Lindsey will be to deliver additional affordable housing to help mitigate the known undersupply that the planning system can deliver. This issue will be a concern in all parts of the district. An undersupply of additional affordable homes to meet housing need will not only occur in areas where there is less delivery across all tenures but will also occur in areas where the housing market is more buoyant such as the villages on the Lincoln fringe. Clear evidence of need will be required to ensure a targeted approach can be taken to the delivery of all types of housing.

A national focus on home ownership through the government's new First Homes initiative will undoubtedly generate opportunities to support households into home ownership across the district. However, it is likely to result in fewer homes being developed for affordable rent. This creates further challenges for West Lindsey in relation to how we plan to meet the needs of those for whom home ownership is not a viable housing solution. A further challenge is for us to understand how many households will be able to afford low cost home ownership products.

As an enabling authority, we aim to continue to work in a flexible manner so that supply can adapt as the housing market and demand for homes changes ensuring that the places where we want development to happen are both viable and attractive.





# Theme 2:

Improving Homes and Transforming Places



## Challenges and Opportunities:

Improving the existing housing stock and the resulting benefits to residents, and communities is a key priority for the council. Whilst we do not own or manage any housing stock we wish to work with others to achieve a number of outcomes including raising housing standards, addressing energy efficiency and reducing fuel poverty. Reducing the number of empty homes in the district will also be addressed under this theme.

As it has grown in size, the private rented sector in West Lindsey has become increasingly more important. A healthy high quality private rented sector helps to support economic and social mobility, and can provide an affordable housing option for those households on lower incomes. As well as encouraging the development of more homes for owner occupation, we are keen to support and encourage the continued growth of the private rented sector where the accommodation (and management services) meets the required standards. We are also committed to ensuring that minimum energy efficiency standards are met in the private rented sector and will be working to actively enable this.

The quality of housing within this sector has however not always kept pace with the demands of the market and so, in places, it detracts from our vision for a thriving and prosperous district. Nowhere is this more evident than in parts of Gainsborough and in the former MoD estates. To address this, we want to raise standards and competition within the sector by increasing the quantity of new good quality homes for rent. We want private landlords to improve their offering and in doing so provide homes and the residential environments that meet aspirations. Where private landlords either cannot or choose not to respond to these challenges, we will provide advice, assistance and where necessary utilise our statutory powers to ensure standards are improved.

We recognise that the majority of landlords provide a good standard of accommodation and service to their tenants and we aim to build a more trusting relationship with landlords alongside our formal enforcement approach. The council will therefore continue to support these landlords

through a range of assistance and advice based services. Our advice will be focussed on ensuring that landlords understand their legal obligations and are signposted to the appropriate resources and advice to enable them to manage their properties effectively and to a high standard.

The Council, in partnership with other agencies will actively seek out criminal landlords and will utilise its statutory powers to deal with them. The Council has already undertaken a successful selective licensing scheme in the South West Ward of Gainsborough to address issues such as anti-social behaviour and low housing demand. This approach is in line with the Government's increased regulation for the sector and is an approach that may be required across other parts of the district. The move towards increased regulation in the sector is seen as a positive step and the approach to dealing with poor housing standards is in line with this.





There is an increased desire to consider taking a broader approach to the improvement of property conditions within the private rented sector and this is supported by the most recent stock condition survey undertaken in the district that shows that every ward in the District except one, has higher than the national average for Category 1 Hazards within the sector (13%).

This approach is in line with the Government's increased regulation for the sector and is an approach that the Council is currently exploring in further detail on the back of its first successful selective licensing scheme. There is a desire to consider whether this approach can be delivered across wider parts of the District and a robust evidence base has been developed to enable these plans to progress. The move towards increased regulation in the sector is seen as a positive step and the approach to dealing with poor housing standards is in line with this.

We also recognise the impact that empty properties can have upon all neighbours and wider neighbourhoods. As well as a wasted resource and potential blight within a community, empty properties can present a health risk, can become a focus for unwanted or anti-social activity and can adversely impact upon the image and values within a neighbourhood.

We have a strong track record of identifying and working with owners to help them bring these properties back into use and there has been a large reduction in empty properties in the past 3 years. It is key this momentum is continued through proactive work to ensure as few properties as possible are left empty. Where owners are either unable or unwilling to take the necessary steps to re-use their properties, again we are able to utilise and deploy a range of powers to aide this process.





# Theme 3:

A Partnership Approach to support  
Choice, Wellbeing and Independence

## Challenges and Opportunities:

Housing is about more than the built environment – it is about people and communities. We will only be successful in our ambition if the provision of housing and housing related services helps to meet the wider needs and aspirations of all of our residents and communities as recognised by the 'People' theme of our Corporate Plan.

We want our neighbourhoods and communities to be mixed and inclusive. To achieve this we need to ensure greater equality, resilience and stability through improvements in the amount, mix and quality of our homes. Therefore, whilst much of the early focus of this strategy prioritises the delivery of new homes and physical improvements to existing properties, we need to balance this against the need to ensure that housing in West Lindsey provides a foundation upon which people can build happy and successful lives, promoting stability, independence, health and wellbeing.

This means that we and our partners become more than landlords and service providers but take a more proactive approach to helping residents find and keep a home and by working together with them improve their health, education, skills and employment prospects and maintain their independence.

At its most extreme, the very real issues of rising homelessness and decreasing access to housing mean that there needs to be a focus on early intervention, prevention and enabling access to housing. Whilst we already placed emphasis on homelessness prevention, the duties associated with the Homelessness Reduction Act 2017 (HRA) enhanced our responsibilities to prevent homelessness for a much broader cohort of customers. Even though this increased the required workload, it also increased the ability to prevent homelessness and gave additional flexibility and opportunity to improve the proactive work that can be done to prevent homelessness.

We will continue to shift resources to tackle the causes of problems rather than just treating the symptoms. This focus upon intervention aims to reduce the number of specialist interventions and prevent crisis. In order to achieve this, we will focus on working in partnership to bring



resources together in order to maximise the impact of any interventions. Additionally, we must consider a number of challenges that are likely to impact heavily upon those who are marginalised and vulnerable to experiencing homelessness. These challenges include changes to government policy where careful management of the possible impacts are required, a continuous demand on resources in the face of tightening budgetary pressures, a fragile national economic picture and various policy areas that have the potential to impact on preventing and tackling homelessness but are not necessarily coordinated. This is all over and above the impact that Covid-19 is continuing to have and the changes that will bring about to ensure the Country is capable of withstanding another pandemic as we emerge from the impact of the current pandemic.



Alongside our ambitions for growth, we will continue our emphasis on preventing homelessness and developing a range of housing and support options to assist us to do so. Placing our homelessness prevention, growth and social regeneration efforts in the context of the Councils Growth agenda through this Housing Strategy allows us to approach this in a more holistic way. We are committed to working with a range of partners to meet the needs of those who are vulnerable to or experiencing homelessness in our district.

Homelessness is a complex issue that cuts across many policy areas. Lincolnshire continues to experience an increase in homelessness, alongside an increase in the complexity of the needs of individuals and households affected by homelessness. Now more than ever we need to work together to respond to an environment of rapid change.

Local Authorities are reliant on social housing stock to meet housing need and prevent homelessness. A decrease in the supply of new social housing has the potential to significantly impact on our ability to meet our statutory duties in relation to homelessness households. A reduction in supply may also limit our ability to utilise social housing to prevent and/or alleviate homelessness before it arises, and also to limit the options available for those in need of independent accommodation (such as those presently residing in supported accommodation). We must seek to ensure that the available supply of affordable rented housing is prioritised for those in greatest need, and that those who can meet their housing needs through alternative tenures, including a good quality affordable homes in the private rented sector are supported to do so.

The loss of private rented accommodation continues to be a leading cause of homelessness in West Lindsey. Similarly, our homelessness prevention activity focuses on supporting people to remain in the private rented sector. Ensuring that the private rented offering in West Lindsey is suitable, affordable and well managed and that by seeking to intervene earlier we can prevent the loss of accommodation where possible.

In common with many areas, the population of West Lindsey is also set to witness a significant level of growth amongst older person households. As well as living for longer, many older person households prefer to continue to live in their own homes before seeking specialist accommodation. Support should therefore maintain a focus upon developing the range of services which will help many older people maintain and stay within their own homes for longer.

We do however also recognise that housing options for older people is often limited. In partnership with providers of housing and support services, we need to consider the appropriateness of more specialist accommodation with support, including retirement housing and extra care housing models alongside reviewing existing sheltered housing, which may no longer be fit for purpose to respond to long term demographic changes and support the future needs of specific groups.

Housing also plays a key role in supporting health and wellbeing. As a district council, we are well placed to have a leading contributory role in the strategic infrastructure surrounding housing, health and care as key policy areas and their associated interdependencies. Our commitment to improving health and wellbeing outcomes for communities is rooted in our Corporate Plan.

Whilst the role of housing in health, in terms of prevention and early intervention, is increasingly acknowledged, the Government's push to have all areas serviced by the new Integrated Care Systems by April 2022, bringing together partners across the system to meet health and care needs, will ensure that the role of the district council is further embedded in health. Through this housing strategy, we aim to explore the opportunities that will enable us to maximise our role.





- **Affordable Housing** - Social rented, affordable rented and low cost homes ownership options for households who cannot afford to meet their housing needs through the market. Affordable housing tenures are defined in the NPPF.
- **Affordable Rent** - Affordable rented housing is let by local authorities or Registered Providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80 per cent of the local market rent (including service charges, where applicable).
- **Department for Levelling Up, Housing and Communities (DLUHC)** - The central government department with responsibility for all housing and planning matters and has recently aligned itself to the Government's new Levelling up agenda.
- **Fuel Poverty** - A household is considered to be in fuel poverty if they have required fuel costs that were above average and were they to spend that amount they would be left with a residual income below the official poverty line.
- **Homes England** - The national housing and regeneration agency for England that provides investment for new affordable housing, improving existing social housing and working with Local Authorities to unlock barrier to development.
- **Housing Needs Assessment** - A study into the local housing market that assesses housing need and demand to inform the development of the Local Plan and the Housing Strategy.
- **Marginalised** - Those with lack of access to resources, opportunities and rights.
- **National Planning Policy framework (NPPF)** - The Government's overarching planning policy document setting out planning priorities for England and outlines an expectation for how the associated policies should be applied.
- **Owner Occupation** - Properties owner outright by the occupier or being bought by the occupier with a mortgage.
- **Priority Need** - A priority for accommodation given to specified groups of people who are homeless or threatened with homelessness under part 7 of the Housing Act 1996.
- **Private Rented Sector** - All rented property other than that rented from Registered providers and local authorities.
- **Registered Provider (RP)** - Provider of social housing registered with Homes England.
- **Sheltered Housing** - Accommodation for sale or for rent exclusively to elderly or vulnerable people often with estate management services, emergency alarm system and warden service.
- **Social rent** - Rented housing owned and managed by local authorities and housing associations.
- **Stakeholders** - Individuals or groups or organisations with an interest or concern in something.
- **Universal Credit** - A new type of benefit designed to support people who are on a low income or out of work. It replaces six existing benefits and is currently being rolled out across the UK. The new system is based on a single monthly payment transferred directly into a bank account.
- **Vulnerable** - Those at risk for a reason which means they may be unable to take care of or protect themselves from harm or exploitation.

### With Thanks to:

Central Lincolnshire Housing Needs Assessment 2020,  
Selective Licensing justification report 2021  
Acis Housing Ltd, Lace Housing Associations,  
Ongo Homes Ltd, ONS 2019, Census 2011,  
WLDC State of the District 2020

### Get In Touch:

[www.west-lindsey.gov.uk](http://www.west-lindsey.gov.uk)  
01427 676676





# Theme 1: Driving Housing growth to meet housing need

**£1.5 million**

of funding secured for the Northern Sustainable Urban Extension, which will deliver up to 2500 homes



Start made on the Southern Urban Extension, attracting

**£2.2 million**

of Homes England Funding, delivering

**454 homes**

with a total of 2500 homes planned long term

Since 2018, there's been  
**over 12 new developers**  
who have never built in the district previously



£2.8 million of developer off-site affordable housing contributions allocated, delivering an additional

**276 units**  
of affordable housing

**Over  
£10 million**

of Homes England affordable housing funding secured within the district



We have delivered  
**5 grants**

from the 'Living over the Shops' scheme, with 2 more in the pipeline

**232 new**

affordable housing units completed, 118 of which are specifically for over 55's



**£2.1 million**

of funding for development platform at Gainsborough Riverside, delivering over 130 new homes



**1429  
new-build  
houses**  
completed since 2018

There have been  
**21**

neighbourhood plans made, with 20 more in the pipeline



# Theme 2: Improving Homes and Transforming Places



Since 2018, we have awarded 332 mandatory and 22 discretionary

**Disabled Facilities Grants**

**£2.6 million**

worth of grants spent to help people remain independent in their homes since 2018



Increased capacity has enabled us to carry out

**2580 housing inspections**

over the last 5 years



We have awarded

**44 empty property grants**

since 2018?

Less than 1% of our long-term empty properties are currently empty, which is an

**all time low**

We have spent a total of

**£395,000**

under the new housing assistance policy



**Over £1 million** of funding secured from Central Government to help improve energy efficiency in homes



Selective Licensing has seen

**249 properties**

improved as a direct result of actions taken by the Council, as well as a

**75% reduction** in housing disrepair issues and a

**83% reduction** in anti-social behaviour

**Less than 100**

empty properties in the South-West Ward of Gainsborough which is the lowest ever recorded



# Theme 3: A Partnership Approach to ensure Choice and Independence



Viable Housing Solution  
in the South-West Ward of  
Gainsborough has attracted

**£1 million**

of inward investment since  
the project started 1 year ago

Working with  
Lincolnshire County  
Council and Registered  
Providers to deliver

**over 100  
new homes**

for older people



**5 units**

of temporary  
accommodation provided  
in partnership with  
Framework Housing



South-West Ward  
Regeneration Project,  
delivered by Leap,  
aims to bring

**empty  
properties**

back into use



We've further established  
**housing's  
role in health**

and adopted the  
Lincolnshire Homes for  
Independence Blueprint

**3 new roles**

created across the  
7 districts of Lincolnshire,  
covering homelessness,  
independent living and  
sustainable warmth

**Over  
£750,000**

of funding secured for 12  
properties for vulnerable  
people who are/at risk of  
homelessness

Partnership working  
with Registered Providers  
to offer planning services  
for bringing forward new

**affordable  
housing**

in West Lindsey

Rough Sleepers Initiative  
has received over

**£2 million**

in funding across West  
Lindsey, North Kesteven,  
South Kesteven and  
South Holland



Work across the 7 districts  
of Lincolnshire has led to

**more robust  
procurement**

for the spending of Disabled  
Facilities Grants funding





## **Housing Strategy refresh Consultation**

West Lindsey Housing strategy refresh 2022-2024 was consulted on from 21<sup>st</sup> December 2021 until 4<sup>th</sup> February 2022.

The consultation was available on West Lindsey website and promoted via social media. A link was also sent to all key stakeholders and partners alongside all WLDC Councillors and Parish Council contacts.

### **Feedback from consultation**

The main feedback received from the consultation includes:

- General lack of amenities and services to cater for additional housing
- Additional housing not being built in the right places
- Need for affordable housing in all areas is high
- All areas can not take additional growth
- Maintenance of properties and housing standards need to be addressed

The above points are taken from the consultation responses from residents and are either already being addressed as part of the strategy or are not for the housing strategy to address, for example, allocated housing sites and levels of housing required is set out with the Central Lincolnshire Local Plan.

### **Changes made in response to consultation**

- The way in which the strategy is laid out has been changed to try and ensure that all of the points being addressed within the consultation can be identified easily within the strategy. In the main, all of the consultation responses have been covered by the strategy so this needed to be made clearer by improving the layout.
- There have also been a number of additions to the strategy to help signpost to where points are addressed outside of the strategy.
- Amendment to figures which were inaccurate upon publication have also been made in two places

### **Summary of responses**

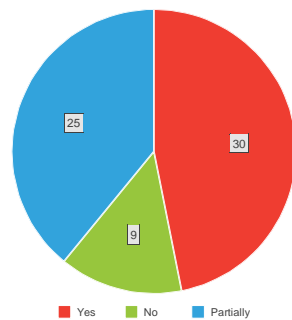
A total of 64 responses were received during the consultation period

Respondents

Respondent	Responses
WLDC Councillor	1
Parish or Town Councillor	2
Resident of West Lindsey	59
Partner organisation	2

### Q3. Do you agree that the themes of the strategy are still relevant?

Do you agree that the themes are still relevant?



Of those who answered no or partially to this, feedback was asked for around what themes they would have liked to have seen in this refreshed strategy.

The general feedback around this includes:

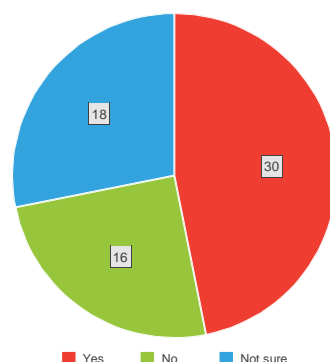
- Building enough affordable housing to meet demand in the right places
- Ensuring infrastructure is in place to support housing such as drainage, road networks and cycle ways
- Ensuring there are the facilities to serve the new housing e.g Dr's, schools communities facilities, green spaces
- Planning for climate change and energy efficiency

All responses can be found detailed at appendix 1

Q5 There are many housing issues detailed within the strategy including homelessness, a lack of affordable housing and the role of housing in tackling the climate emergency to name a few, do you feel there are any housing issues within West Lindsey not addressed by this strategy?

If so, what are they?

Do you feel there are any housing issues within West Lindsey not addressed by this strategy?



The general feedback from this includes:

- Ensuring there is the housing provision to accommodate an aging population and younger generations
- Planning for housing need, building smaller accommodation and affordable housing over larger housing in areas where it is needed

- Ensuring existing properties housing standards are addressed in all tenures of properties
- Sustainability and addressing climate change

All responses can be found detailed at appendix 1

The responses received from partner organisations, WLDC Councillors and Parish or Town Councillors all agreed that the Key Themes of the strategy were still relevant.

The full questionnaire is available at appendix 2



## Appendix 1

What other themes should be addressed by the strategy?
I understand the need for new housing but for us, in Gainsborough, the area is being swamped with new homes but the town is SEVERELY depleted of shops/businesses and the GP is flooded with patients.....where are all the jobs and facilities for all the new homes being built ?? The steep rise in crime in the area is also not going to be welcomed by all those new home owners.....someone really needs to act quickly to save Gainsborough.
I think we are building too many new houses at present and I would prefer older property to be renovated and maintained.
Houses should be built in places where there are jobs and other amenities. For example some affordable home estates recently built are completely in the wrong places, eg. the one on the A158 in Langworth. So the first theme needs to be expanded to meet people's needs, not just build houses to tick a box
Need more one bedroom flats and houses
Quality, not quantity. It would be worth considering allowing individuals to self build eco-homes in small groups. There are many UK case studies.
It is hardly a refresh more of a copy without thought to new changes
We desperately need affordable housing in our village and elsewhere. It simply is not been delivered. The council houses that were sold off have not been replaced. Any building developments( we have one in progress at the moment) do not contain affordable housing but are merely very expensive housing out of the price range of many.
Revamp of existing social housing and extend the portfolio of council owned property as well as housing association as a secondary priority. Including buying of vacant properties through use of low interest rate council borrowing powers which will lead to greater savings in the long run through income from rents as well as reduce the welfare bill by residents being able to have affordable housing that is not paid to buy to let investors and instead reinvested into the local community.
Building homes that do not contribute to climate change. Transforming homes for energy efficiency. Linking all development into sustainable transport, Inc provision of cycle lanes and charging points.
Schools, doctors & dentists, better road networks, & the complete refurbishment of the town centre, making it an attractive place for both residents & businesses to use
The town has not got the infrastructure to support more homes Dr surgery's Schools Shops Roads access
Because we don't have enough facilities in town for the amount of housing that is being built.
The Clp is a flawed strategy and if you look for example at Scotter the preferred sites for development are unsuitable owing to flood risks issues of road safety and inadequate sewerage provision and were passed because of the vested interests of elected members.
Depends where the housing growth is
No mention of public places/parks. No mention of cycle ways.
Big plans for internal and external rejuvenation of current housing stock and areas required
While I agree progress and growth needs to take place, what about all the green spaces, and nature environments that are lost. We need green spaces and need to protect wildlife in this area. Plus again growth is inevitable but there is no infrastructure in place to accommodate the extra people that will be living in our town. Doctors, dentists, vets are all under pressure with the current population so how will it cope with more ? These sort of things need sorting before people are here not after. And for a small town like Gainsborough congestion is becoming a problem
More houses built for bigger families ( 5 or more) and more 4 bedrooms built for families that need them not just have a 4 bedroom house for 1 person
The basics to support this growth. Surgeries, education etc.
Because I do not fully understand what these phrases mean! From my experience WLDC takes very little notice of local residents concerns, particularly with regards to the lack of local infrastructure & highway concerns in rural areas/villages, when applications are submitted and very often approved.
To many Housing estate going on in Market Rasen, Drains will not be able to cope and No consideration for existing residents
Many new housing developments are built on green field farm sites, taking away open areas for wildlife. They are also built without sufficient upgrading of the infrastructure to support them (drainage, roads, transport links etc) They are also often built despite local objections and purchased by people who have no interest in becoming part of the local community.

I would like to see that new builds in rural areas are either not considered or extremely tightly controlled as green belt land is rapidly disappearing nationwide.
Ecological issues. Not destroying natural environments unnecessarily.
The most pressing low cost housing need is generally in the the market towns in the district, but the plan does not seek to identify numbers to that level preferring to look at a numbers spread across the whole district. The strategy places reliance of the privater sector development to provide the housing required, but they will only develop in areas where they can make good profit not necessarily in areas of greatest need. This needs to be considered along with alternative methods of funding the building of social housing, it is not possible to just rely on the commercial market to meet the highest level of need.
I think the council needs to have better control over other agencies and that is difficult to manage when multiple agencies are involved
More green spaces and not building on existing green spaces,
Whilst I understand the national picture I do not understand where the need for housing growth is coming from in West Lindsey. I am not sure on the actual rates of homelessness or issues with affordable housing that is fit for its purpose in West Lindsey.
So many of the houses that are being built in our area are unaffordable and will not therefore solve the housing issue.
West Lindsey District Council acknowledges its rural nature and ageing population, but appears to be doing little to mitigate or better serve these requirements, let alone considering what the 'traditional family unit' requires - too much emphasis appears to be placed on the idea that housing can simply be built for young professionals who can commute. Too many villages are being swamped with new houses, whilst having their infrastructure stretched - Market Rasen is seeing hundreds of new houses being built but a public swimming pool is still three decades or more in the making. Welton has had hundreds of homes added over the last few years, with more in planning, and yet the Lincoln Eastern Bypass is still bottlenecked at the A46 and the A15 is still a problem route for commuters. Instead of creating new, full-featured communities to complement the existing rural settlements, relatively high density developments are just being shoved in with little real regard for quality of life. Community facilities, public transport, sensibly sized developments - these all need thought and consideration, especially away from Gainsborough, which appears to have that too much time and finance focused to it apropos its significance / proximity to the majority of the county's residents.
Less large homes being built on existing land (Scotter). The demand isn't there.
More doctor's and secondary schools, better hospital facilities to cope with the extra housing

What are these housing issues not addressed by this strategy?
Lack of facilities in Gainsborough i.e businesses, healthcare being able to support more people, steep rise in crime rates, lack of CCTV, lack of police, lack of jobs....all the building is a recipe for disaster at the moment.
Little or no thought has been placed by WLDC or LCC as to where exactly the housing should be in the main. It is clear that the more populated areas with more amenities are Gainsborough and Market Rasen, therefore the vast majority of WLDC. LCC housing should be in thoase areas. LCC on the other hand should concentrate on expanding the south.
Lack of support for residents who are sited in rural villages. Lack of transport and community groups
See previous answers. There are not enough facilities and amenities in some areas where affordable homes have been built. There isn't even a shop or a school in Langworth, which means anyone living there will need tp use a car on a daily basis. Can people afford cars and petrol? If not, what would these people do in those homes? They are also right next to a stream that floods regularly.
Quality of life in the housing that is provides.
Need more one bedroom flats and houses
Not enough accommodation for older residents in an aging population.
Selfbuild custom built eco friendly and affordable especially for elderly and disabled including myself with parking spaces and including area for the waste bins, etc.
Larger villages cannot cope with more new homes. They are already over allocated.
Ripping up green spaces to provide housing without looking at the housing being eco-lead, with Solar Panels/Air source heating being enforced is not tackling climate as it should. Building large 4/5 bedroom houses does not address affordable housing
Lack of affordable housing but until other issues are addressed there is no point building

Building huge luxury properties against the alleged need for affordable housing which wld seem to ignore and bend to the requirements of the developers so they can line their pockets
One storey houses or bungalows for an ageing population
Amenities for housing enough doctors and dentists paticularly and but school placements also.
Charging points for electric vehicles. The area requires more doctors, schools parking in village centers
Not addressing people already living here. Seems like you don't care about people already here
the provision and process of applying for council housing also the repairs of the acis controlled propertys
Affordable housing for younger locals. Flood risks - in our village we have raised concerns over new housing where there is and has been long term flooding but plans were still passed with scant regard to this. Plans are also being passed without ensuring that properties are being built in an environmentally way - hedging removed, no ground source heat pumps/sustainable heating methods, lack of parking when it's well known in rural areas most homes have 1 if not 2 cars because of the lack of public transport & local infrastructure!
Not enough housing for young local residents starting out
There is no detail regarding addressing local housing need at a local rather than District level. WLDC has seen plenty of housing growth over the past few years in the Lincoln fringe villages but not so much where it is really needed in Gainsborough and the market towns. Developers have preferred to build in the Lincoln fringe villages, and still more housing is being allocated to those villages in the latest plan. This not only fails to put new homes where they are most needed but leads to overdevelopment and the change in character of our larger villages.
The previous strategy included homelessness, a lack of affordable housing as key factors and three years on there there for the next 3 year strategy. This can only mean the implementation of the last strategy has failed. Why? Because wldc are not firm enough with developers who just want to build high end properties on available land and can buy their way out of providing affordable housing on the land.
Lack of infrastructure to support the amount of new housing
More powers to ensure tenants and owners of properties are tidy and well maintained, not dirty with broken windows and rubbish near the streets
All housing should have sustainable sources fitted as standard all roofs should be south facing so solar panels can be used
West Lindsey planners do not listen to the concerns of existing residents and allow developments in unsuitable areas



## West Lindsey District Council Draft Housing Strategy Consultation 2022

### HELPFUL HINTS FOR COMPLETING THIS QUESTIONNAIRE

- Please read each question carefully. In most cases you will only have to tick one box but please read the questions carefully as sometimes you will need to tick more than one box, or write in a response.
- Once you have finished please take a minute to check you have answered all the questions that you should have answered.
- If you have any questions about this survey please email the Engagement Team on [engagement@west-lindsey.gov.uk](mailto:engagement@west-lindsey.gov.uk).

### About you

Q1 Are you responding as:

- ☐ a resident of West Lindsey
- ☐ a Parish or Town Councillor
- ☐ a WLDC Councillor
- ☐ a partner organisation
- ☐ a developer
- ☐ a registered provider
- ☐ any other not mentioned above

Q2 Contact details:

Name:	<input type="text"/>
Email address:	<input type="text"/>
Telephone Number:	<input type="text"/>
Organisation:	<input type="text"/>

### Draft Housing Strategy

Q3 The draft housing strategy is a refresh of the 2018-2022 housing strategy and there are three key strategic themes within this which have not changed as part of the refresh. These themes are:

- Driving housing growth to meet housing need
- Improving homes and transforming places
- A partnership approach to support choice, wellbeing and independence

Do you agree that these themes are still relevant?

- ☐ Yes
- ☐ No
- ☐ Partially

Q4 If you selected No or Partially to Question 3, please say why and what you would like to see included:

Q5 There are many housing issues detailed within the strategy including homelessness, a lack of affordable housing and the role of housing in tackling the climate emergency to name a few. Do you feel there are any housing issues within West Lindsey not addressed by this strategy?

- ☐ Yes  
☐ No  
☐ Not sure

Q6 What are these housing issues not addressed by this strategy?

Q7 There will be an implementation plan that details how West Lindsey intend to deliver on the priorities within the Strategy. What areas would you like to see included within that plan?

### Further comments

Q8 Any other comments you wish to make regarding this Draft Housing Strategy 2022 consultation?

### Equalities questionnaire

By answering the equalities questions you will help us to understand how different groups of people from different areas feel about the draft housing strategy consultation. All responses are anonymised and you do not have to answer these to take part in the consultation.

Q9 Are you willing to answer these questions?

- ☐ Yes  
☐ No - If you answer no you will be taken straight to the end of this consultation

Q10 Are you?

- ☐ Male  
☐ Female  
☐ Transgender  
☐ Prefer not to say

Q11 Do you consider yourself disabled?

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

Q12 What age are you?

- ☐ 16-25
- ☐ 26-35
- ☐ 36-45
- ☐ 46-55
- ☐ 56-65
- ☐ 66-75
- ☐ 76 or over
- ☐ Prefer not to say

Q13 Which of these ethnic groups do you consider you belong?

- ☐ White - British, Irish or other
- ☐ Black or Black British - Caribbean, African or other
- ☐ Asian or Asian British - Indian, Pakistani, Bangladeshi or other
- ☐ Arab/Middle Eastern
- ☐ Chinese
- ☐ Mixed Race
- ☐ Other
- ☐ Prefer not to say

Q14 Which of the following best describes your faith/religion/belief?

- ☐ No religion
- ☐ Christian (all denominations)
- ☐ Muslim
- ☐ Buddhist
- ☐ Sikh
- ☐ Hindu
- ☐ Jewish
- ☐ Other faith
- ☐ Prefer not to say

Q15 Which of the following statements best describes your sexuality?

- ☐ Heterosexual/Straight
- ☐ Lesbian/Gay
- ☐ Bisexual
- ☐ Other
- ☐ Prefer not to say

Thank you very much for your time completing this questionnaire.  
Please click submit to ensure we receive your responses. You will then be taken to our website.



# Agenda Item 6b



**Prosperous Communities  
Committee**

**Tuesday 15<sup>th</sup> March 2022**

**Subject: Lincolnshire Preventing Domestic Abuse Strategy**

Report by:	Assistant Director Homes and Communities
Contact Officer:	Diane Krochmal Assistant Director Homes and Communities  diane.krochmal@west-lindsey.gov.uk
Purpose / Summary:	To introduce the duties required as a result of the Domestic Abuse Act 2021 and the Lincolnshire Preventing Domestic Abuse Strategy

## **RECOMMENDATION(S):**

- 1) Members are asked to agree the priorities set out within the Lincolnshire Preventing Domestic Abuse Strategy 2021-2024 which contribute to fulfilling the statutory duties placed on the council to support the Domestic Abuse Act 2021**

## IMPLICATIONS

### **Legal:**

The report sets out the requirements of the Domestic Abuse Act 2021

### **Financial : FIN/167/22/B/SJB**

The Council received grant funding of £31,785 from the Department of Levelling up Housing & Communities (DLUHC) for Domestic Abuse in September 2021.

Discussions are ongoing between all Districts within the County who are in receipt of the grant, to decide if this grant is to be paid over to a central pot or to be spent by the individual Councils.

If to be spent by the individual Councils, all or part of the grant may need to be transferred to the Unapplied Grants Earmarked Reserve at the end of 2021/2022 financial year to fund future years' expenditure on Domestic Abuse.

The transfer to Unapplied Grants is due to the grant not having conditions to repay if not spent in full.

### **Staffing :**

The requirements will be met within existing staff resource

### **Equality and Diversity including Human Rights :**

The Domestic Abuse Strategy is an inclusive strategy relevant to all victims of domestic abuse

### **Data Protection Implications :**

None as a result of this report

### **Climate Related Risks and Opportunities:**

Any action relating to property as a result of this strategy will seek to contribute to the councils climate change agenda

### Section 17 Crime and Disorder Considerations:

The Domestic Abuse partnership has considered other strategies and reports when developing this work;

- Tackling Violence against Women & Girls Strategy (including men and boys) 2021 (VAWAG),
- The Domestic Abuse Perpetrator Strategy for England and Wales,
- The Ministry of Defence, No Defence for Abuse 2018-2023
- The 2019 report produced by the National Rural Crime Network 'Captive & Controlled' Domestic Abuse in Rural areas.

### Health Implications:

A safe secure home where people can live happy and independent lives is a wider determinant that contributes to the health of our residents

### Title and Location of any Background Papers used in the preparation of this report :

Wherever possible please provide a hyperlink to the background paper/s  
If a document is confidential and not for public viewing it should not be listed.

### Risk Assessment :

### Call in and Urgency:

Is the decision one which Rule 14.7 of the Scrutiny Procedure Rules apply?

i.e. is the report exempt from being called in due to urgency (in consultation with C&I chairman)

Yes

☐

No

☐

### Key Decision:

A matter which affects two or more wards, or has significant financial implications

Yes

☐

No

☐



## 1. Introduction

- 1.1 The governance around the domestic abuse agenda in Lincolnshire has been reviewed in response to the Domestic Abuse Bill and a partnership consultation that took place in 2020.
- 1.2 As a result of this, and following the enactment of the Domestic Abuse Act in April 2021, Lincolnshire has developed a Domestic Abuse partnership that sits alongside the Safer Lincolnshire Partnership, the Lincolnshire Safeguarding Children's Partnership and the Lincolnshire Safeguarding Adults Board; putting Domestic Abuse at the core of the safeguarding agenda and ensuring it gets the focus and dedication it needs.
- 1.3 The partnership is made up of multi-agency representative from:
  - Lincolnshire County Council, Community Safety, Children's Services, Adult Social Care, Children's Health
  - Representatives from the District Councils
  - Lincolnshire Police
  - Lincolnshire Clinical Commissioning group
  - Lincolnshire Community Health Services
  - Victim Support
  - EDAN Lincs
  - United Lincolnshire Hospital Trust
  - Lincolnshire Partnership Foundation Trust
  - Public Health
  - Office for the Police Crime Commissioner
  - Probation Service
  - HM Courts and Tribunals
  - SSAFA – the armed forces charity
  - And other representatives where required
- 1.4 The strategy which was published on 5<sup>th</sup> January 2022 in line with Lincolnshire County Council's new statutory responsibilities under the new Act and sets out the shared ambition and key priorities for the Lincolnshire Domestic Abuse partnership in tackling domestic abuse and outlines the key areas of action over the next 3 years.
- 1.5 The Domestic Abuse Act 2021 created new burdens for local authorities and as a result extra funding was received. The additional responsibilities are set out in Section 4. West Lindsey will receive £31,812 for 2022/23 from DLUHC to meet these additional burdens. In 2021 £31,785 was received.
- 1.6 A decision was made by all district representatives to wait for the strategy priorities to be agreed to then discuss as a county how each allocation could be spent. The district could spend the allocation individually or pool their allocations following the adoption of the strategy. Discussions between districts with regard to this matter are ongoing.
- 1.7 A delivery plan will be developed in collaboration with the partnership with the aim of addressing the ambitions set out within the strategy. As a partnership it

is felt that the strategy should set out our overall ambitions, principles and objectives in tackling domestic abuse, with the delivery plan setting out how we will achieve this, ensuring a level of fluidity is built into the process in order to respond to a changing landscape. The strategy and subsequent delivery plan and commissioning plans will address the needs of all victim groups.

## **2. Why is a Domestic Abuse Strategy required?**

2.1 The Domestic Abuse Act 2021 placed a statutory requirement on Tier 1 authorities to appoint a multi-agency Domestic Abuse Local Partnership Board. Tier 2 local authorities need to work with the lead authority to fulfil the required duties.

2.2 Part 4 of the Domestic Abuse Act 2021 places a statutory framework for the delivery of support to victims of domestic abuse and their children in safe accommodation and provides clarity over governance and accountability. These functions include:

- assessing the need for accommodation-based domestic abuse support for all victims in their area, including those who require cross-border support
- develop and publish a strategy for the provision of such support to cover their locality, having regard to the need's assessment
- give effect to the strategy (through commissioning / decommissioning decisions) to monitor and evaluate the effectiveness of the strategy

2.3 The Lincolnshire Domestic Abuse Partnership has considered other relevant strategies when developing this piece of work:

- Tackling Violence against Women & Girls Strategy (including men and boys) 2021 (VAWAG),
- The Domestic Abuse Perpetrator Strategy for England and Wales,
- The Ministry of Defence, No Defence for Abuse 2018-2023 to name a few and
- The 2019 report produced by the National Rural Crime Network 'Captive & Controlled' Domestic Abuse in Rural areas.

2.4 Statistics around domestic abuse in Lincolnshire have also been taken into consideration;

- In the last five years, on average there have been over 10,000 domestic abuse incidents reported to Lincolnshire Police every year (up to April 2021).
- Of these, circa 6,000 are standard risk incidents, equivalent to around 3 in 5 reported domestic abuse incidents.
- There were 930 victims who were at high risk of serious harm or death referred into Lincolnshire's Multi Agency Risk Assessment Conference (MARAC) by partner agencies in 2020-2021.

- In the 9 months April 2020 to December 2020, 6,648 people contacted EDAN Lincs (LCC Commissioned Domestic Abuse service) for support advice regarding domestic abuse.
- Since the introduction of the Statutory Domestic Homicide Reviews in April 2011 there have been 18 cases involving 27 deaths that have met the criteria for a domestic homicide review in Lincolnshire.
- Domestic abuse is the single most prevalent assessment factor identified in children's social care assessments. It is more prevalent than the presence of factors such as mental health, alcohol misuse, drug misuse, disability and illness, emotional abuse, physical abuse, or sexual abuse.
- In Lincolnshire during 2018-19, 55.1% of assessments Lincolnshire identified domestic abuse as an issue. This is higher than the national average of 50.6%, and places Lincolnshire 42nd among the 151 local authorities in England that supplied information. (Source: Department for Education)
- Domestic abuse has also specifically been identified as a factor in 54% of all serious case reviews, which investigate child deaths relating to maltreatment, abuse and neglect.
- In 2020/21 Domestic Abuse features in 7.6% of safeguarding referrals received by Adult Social Care, however as with all Domestic Abuse this is likely under reported and sometimes difficult to record accurately within assessment factors. Out of that figure a large proportion of the abuse reported was committed by a relative, with 27 people experiencing abuse from a family carer. The highest reporting came from adults aged 18-64 and 75-84. Lincolnshire is vast and predominately rural with clusters of diverse needs.

2.6 It is important to note that due to changing landscapes the strategy and delivery plans will need to remain fluid in order to recognise developments nationally and locally.

### **3. Strategy Priorities**

3.1 The aim of the partnership is to work together in a fully committed and collaborative way to stop domestic abuse from happening through education, prevention and intervention. With this in mind the delivery priorities have been developed based on evidence provided through an extensive needs assessment

- Business Intelligence Picture - To use partner data to develop a business intelligence picture and look at a continual cycle of data analysis to support the partnerships ambitions. Evaluation and assessment against the strategy will also be developed.
- Community Engagement Picture - To assess the validity of survivor engagement programmes, communications and looking at the role of voluntary and community groups in early interventions.
- Early Intervention – Key areas have been identified to develop the approach to early response. This will include how the partnership responds to domestic



abuse risk assessment of a standard and medium risk. Currently there is no standard response like there is for high risk cases.

- Perpetrator Response – In order to tackle domestic abuse effectively the partnership needs to develop does how it responds to the behaviour of abusers
- Safe Accommodation – to consider a county wide approach to sanctuary scheme/target hardening, the need to explore move on accommodation options and further support for complex needs which would remove the need for a specific West Lindsey scheme. Further analytical work would be necessary in the development of the delivery plan with regard to this.

#### **4. Requirements for West Lindsey from the Partnership**

4.1 The Domestic Abuse Act 2021 states that persons approaching as homeless as a result of Domestic Abuse no longer have to be “vulnerable” as a result of Domestic Abuse. They will be given priority status due to the domestic abuse. This will not present a huge burden on the Home Choices service as this is the approach that has always been taken by the team prior to the act being established.

4.2 West Lindsey is already represented at the multi-agency risk assessment conferences (MARAC), domestic homicide reviews (if required) and the Domestic Abuse Operational Partnership Group.

4.3 It is still to be decided but it is likely we will be asked to represent West Lindsey as a single authority at the partnership board rather than 1 district represent all 7 areas.

4.4 The Domestic Abuse Act 2021 requires tier 2 local authorities to work with the lead authority (LCC) as far is reasonably practicable. The duties are separate to local authority housing duties under the Housing Act 1996 and Homelessness Act 2002 which does not place a requirement on authorities to provide domestic abuse victims with accommodation. This requirement will be to provide accommodation and to provide advice on how to live safely and independently. This may require additional training for front facing members of staff

4.5 There may be additional asks from the partnership to West Lindsey in the future:

- Further work could be to engage community groups with the partnership using our local knowledge to deliver early intervention awareness/training/communications.
- We could also be asked to enable the provision accommodation to meet need – this would be delivered through our housing strategy

4.6 At this time additional resource will not be required. The aim of this strategy is to provide a consistent approach across the county to domestic abuse. The partnership and strategy will assist West Lindsey in how we use resources to meet our own needs and also provide a mechanism to find solutions through the partnership to meet these needs.

## **5. Recommendation**

Members are asked to agree the priorities set out within the Lincolnshire Preventing Domestic Abuse Strategy 2021-2024 which contribute to fulfilling the statutory duties placed on the council to support the Domestic Abuse Act 2021

Lincolnshire

# Preventing Domestic Abuse Strategy

2021 – 2024



## Contents

Foreword	1
Introduction	2
What is Domestic abuse? The DA Act 2021, The Duty to provide safe accommodation	3
Understanding the picture: National Context	7
Lincolnshire Profile	8
Domestic Abuse in Lincolnshire	9
Needs Assessment and Gap Analysis	10
Shared Ambition and principles	12
Our Delivery Priorities	13
Indicators	14
Commissioning and Resourcing	15
Governance and Accountability	18
Conclusion	20

## Foreword

Domestic Abuse can, and does, happen to anyone. It is indiscriminate of age, gender, race, profession or social background. In the UK around 1 in 4 women and 1 in 6 men will be affected by domestic abuse in their lifetime and around 1 in 5 children have been exposed to domestic abuse. Whatever the number of those impacted by domestic abuse, it is too many.

The management and prevention of Domestic Abuse is a strategic priority in Lincolnshire and the authority and its partners are committed to understanding the current challenges facing the system and of the opportunities to manage Domestic Abuse differently.

Lincolnshire recognise that in response to increasing demand, the requirement for a new strategy, and the introduction of a new Domestic Abuse Act, there is now an opportunity to review and reform the system-wide approach.

As a partnership we will work collaboratively to take action against abusers, change attitudes and behaviours and we will support survivors, victims and children to ensure that our communities are able to live safe, happy and healthy lives, focusing on early intervention and prevention.

**Diane Coulson**

Lincolnshire Domestic Abuse Partnership Chair

*"I was terrified when I first started the Freedom Programme and didn't know what to expect. Linda and Kelly are lovely ladies who really do care deeply about every single person who attends the Freedom Programme and they provide a safe place for you to be able to talk.*

*I was so terrified of talking and speaking out but towards the end of the programme I managed to find my voice a little and speak with the other ladies after feeling I had to keep my mouth shut for so long. Everyone on the programme has a genuine approach of wanting to care and support each other. It helped me to feel that I wasn't alone and that I wasn't going mad, I wasn't judged, I could release my emotions and cry or get frustrated if I wanted to without being told I shouldn't. The course can make everything hit home and parts of it I found were extremely challenging but with the support from Linda and Kelly, it made it a bit easier to deal with"*

**Quote from a survivor attending the SoLDAS  
Freedom Programme**

## Introduction

This Strategy sets out the shared ambition and key priorities for the Lincolnshire Domestic Abuse Partnership in tackling Domestic Abuse and outlines the key areas of action over the next 3 years. This is an inclusive strategy relevant to all victims of Domestic Abuse.

In response to the Domestic Abuse Bill and after a partnership consultation that took place in 2020 Lincolnshire has reviewed the governance of the domestic abuse agenda. Since April 2021 Lincolnshire has developed a separate Domestic Abuse partnership that sits alongside the Safer Lincolnshire Partnership, Safeguarding Children's Partnership and Safeguarding Adults Board; putting Domestic Abuse at the core of the safeguarding agenda and ensuring it gets the focus and dedication it needs.

In Lincolnshire we take Domestic Abuse very seriously and agencies have worked extremely hard to support victims, survivors and children across the county, as well as striving to introduce effective programmes that tackle the behaviour of abusers.

The partnership in Lincolnshire is very conscious of the national issues the Country is facing, particularly in relation to violence against women and girls, as well as the local nuances that impact Lincolnshire communities. With this in mind it is important to note that when writing this strategy we had in mind relevant strategies such as the Tackling Violence against Women & Girls Strategy (including men and boys) 2021 (VAWAG), The Domestic Abuse Perpetrator Strategy for England and Wales, The Ministry of Defence, No Defence for Abuse 2018-2023 to name a few and the 2019 report produced by the

National Rural Crime Network 'Captive & Controlled' Domestic Abuse in Rural areas.

As a partnership we recognise that there are further developments happening nationally and locally that will impact the Domestic Abuse agenda, particularly in relation to serious violence. With this in mind the strategy and delivery plans will be fluid to ensure we can respond to these important changes.

*“ I cannot find the words to say thank you for all you have done, I didn't know my rights until I spoke to you, thank you for giving me my freedom ”*



## What is Domestic Abuse?

It is important to remember that each person's experience of domestic abuse will be different. Not all victims want or are able to leave their abuser at a particular time, and abuse can begin, continue or escalate post-separation. Many victims may not seek to pursue a criminal justice outcome, and so appropriate support must always be offered. It is important to remember the experiences of children and young people who are living with domestic abuse and their needs in any decisions made about the adult victim.

Domestic abuse can encompass a wide range of behaviours. It does not necessarily have to involve physical acts of violence and can include emotional, psychological, controlling, or coercive, sexual and/or economic abuse under section 1(3) of the 2021 Act. Many victims will experience these abusive behaviours simultaneously. At the centre of all these abusive behaviours is the perpetrator's desire to exercise power and control over the victim.

Section 1 of the 2021 Act creates a [statutory definition of domestic abuse](#).

In addition the Care Act states that freedom from abuse and neglect is a key aspect of a person's wellbeing. Domestic violence and abuse is included in the Care Act 2014 as a specific category of harm/abuse and therefore, where an adult with care and support needs is experiencing or at risk of domestic violence and abuse, the duties set out in Section 42 of the Care Act will apply.

Abuse in relationships between those under the age of 18 years will be treated as child abuse as a matter of law and child safeguarding

procedures should be followed. Abuse involving perpetrators and victims aged between 16 and 18 could be both child and domestic abuse. It is important to remember that abuse perpetrated by someone over the age of 18 against someone under the age of 18 also constitutes child abuse as a matter of law. The statutory guide to inter-agency working to safeguard and promote the welfare of children, 'Working Together to Safeguard Children' sets out what professionals and organisations need to do to safeguard children.

## Forms of domestic abuse

Professionals and agencies must be aware that the types of abuse can differ in nature, dynamics, and impact, therefore to ensure they can deliver an effective response, there must be an explanation of the types and forms of abuse.

### Intimate Partner Abuse

It has long been accepted that domestic abuse most commonly takes place in intimate partner relationships, including same sex relationships. Such abuse in intimate relationships can vary in severity and frequency, ranging from a one-off occurrence to a continued pattern of behaviour. Abuse often continues or intensifies when a relationship has ended, which can be a very dangerous time for a victim. Post-separation abuse, including stalking, harassment and forms of physical, emotional, sexual and economic abuse controlling and coercive behaviour often continues and causes ongoing harm

## Teenage Relationship Abuse

Relationship abuse happens at all ages, not just in adult relationships. Young people can experience domestic abuse in their relationships, regardless of whether they are living together. It should be noted that if a young person is under 16 years old, the definition of domestic abuse under the 2021 Act will not apply to them, instead this abuse would be considered as child abuse. Victims under 16 would be treated as victims of child abuse and age appropriate consequences will be considered for perpetrators under 16.

Abuse may also arise out of casual relationships. Some perpetrators may deny abuse by stating that they were not in a relationship with the victim. Some victims may not self-identify as victims due to the casual nature of their relationship. Some perpetrators may have multiple romantic and sexual partners via dating apps and demonstrate abusive behaviour even though the perception is not one of being in an intimate personal relationship with the victim.

## Abuse by family members

Abuse by family members can involve abuse by any relative or multiple relatives. A wide range of family members will be considered to be “relatives” that can perpetrate and be victims of abuse, and there is no requirement for the victim and the perpetrator to live together within the 2021 Act. For instance, familial abuse may be perpetrated by children, grandchildren, parents, those with parental responsibility, siblings, or extended families. In some cases, familial abuse may be perpetrated towards a victim by more than one person in the same family. Abuse by family members also encompasses

forced marriage, “honour”-based abuse and female genital mutilation.

## Child to Parent/Carer Abuse (CPCA)

It is important to remember that this form of abuse, though commonly referred to as CPCA, can also include parents, those with parental responsibility, siblings, or extended families. There is no specific legal definition of CPCA, but it is important to recognise that CPCA is likely to involve a pattern of behaviour. This can include physical violence from a child towards a parent or other family members such as siblings and a number of different types of abusive behaviours, including damage to property, emotional abuse, and economic/financial abuse. Violence and abuse can occur together or separately. Abusive behaviours can encompass, but are not limited to, humiliating language and threats, belittling, damage to property and stealing and heightened sexualised behaviours. Patterns of coercive control are often seen in cases of CPCA, but some families might experience episodes of explosive physical violence from their child with fewer controlling, abusive behaviours.

*“ I am starting to feel more positive now, you have helped me through the darkest time of my entire life and I couldn't of done it without your full support ”*

## Domestic Abuse Act 2021

The prevention of abuse and the protection of all victims lies at the heart of the Domestic Abuse Act 2021 and the wider programme of work. The measures in the 2021 Act seek to:

- promote awareness - to put abuse at the top of everyone's agenda, by introducing a statutory definition of domestic abuse and recognise children as victims in their own right;
- protect and support victims - including by establishing in law the office of Domestic Abuse Commissioner, introducing a new Domestic Abuse Protection Notice and Domestic Abuse Protection Order and placing a new duty on tier one local authorities to provide support to victims of domestic abuse and their children in refuges and other safe accommodation;
- tackle perpetrators - extending the controlling or coercive behaviour offence to cover post-separation abuse, extending the offence of disclosing private sexual photographs and films with intent to cause distress to cover threats to disclose such material, creating a new offence of non-fatal strangulation or suffocation of another person, clarifying by restating in statute the general position that a person may not consent to the infliction of serious harm and, by extension, is unable to consent to their own death;
- transform the justice response - including by helping victims to give their best evidence in the criminal courts through the use of video evidence, screens and other special measures, and ensuring that victims of abuse do not suffer further

trauma in family court proceedings by being cross-examined by their abuser; and

- improve performance - to drive consistency and better performance in the response to domestic abuse.

The various aspects of the Act are due to be implemented at different stages as detailed in the [Commencement Schedule](#).

## Duty to Provide Safe Accommodation

Part 4 of the Domestic Abuse Act 2021 places a four-part statutory framework for the delivery of support to victims of domestic abuse and their children in safe accommodation and provides clarity over governance and accountability.

1. Section 54 specifically places a duty on each tier one local authority in England to appoint a multi-agency Domestic Abuse Local Partnership Board which it will consult as it performs certain specified functions under section 53. These are to:
  - assess the need for accommodation-based domestic abuse support for all victims in their area, including those who require cross-border support
  - develop and publish a strategy for the provision of such support to cover their locality, having regard to the need's assessment
  - give effect to the strategy (through commissioning / de-commissioning decisions)



- monitor and evaluate the effectiveness of the strategy
  - report back to central government
2. Require local authorities to have regard to statutory guidance in exercising their functions.
  3. Require the Secretary of State to produce statutory guidance, having consulted the Domestic Abuse Commissioner, local authorities and such other persons as considered appropriate. (This will be produced by the Department for Levelling Up, Housing & Communities (DLUHC))
  4. Require tier two councils to co-operate with the lead local authority, so far as is reasonably practicable.

The makeup of Local Partnership Boards may vary across local authority areas, but they are expected to include a broad range of representative partners. As a minimum, the Boards will include persons representing local authorities, victims and their children, domestic abuse charities or voluntary organisations, health care providers and the police or other criminal justice agencies.

The types of accommodation that are included/covered by the new duty are broad in recognition of the diversity of housing in which victims and their children may live. The new duty covers the provision of support to victims and their children residing in:

- refuge accommodation
- specialist safe accommodation

- dispersed accommodation
- sanctuary schemes
- move-on or second stage accommodation

There is a requirement to offer domestic abuse support through the new duty, this includes:

- advocacy support – development of personal safety plans, liaison with other services (for example, GPs and social workers, welfare benefit providers)
- domestic abuse-prevention advice – support to assist victims to recognise the signs of abusive relationships, to help them remain safe (including online) and to prevent re-victimisation
- specialist support for victims with protected characteristics and / or complex needs, for example, interpreters, faith services, mental health advice and support, drug and alcohol advice and support, and immigration advice
- children’s support – including play therapy and child advocacy
- housing-related support – providing housing-related advice and support, for example, securing a permanent home and advice on how to live safely and independently
- counselling and therapy for both adults and children

## Understanding the picture: National Context

Domestic abuse is a unique crime type. Whilst it is common, it is often hidden and therefore difficult to quantify. However, the Crime Survey for England and Wales (CSEW) estimated that 2.3 million adults aged 16 to 74 years had experienced domestic abuse in the year ending March 2020. Over 40% of victims of partner abuse have at least one child under the age of 16 years old living in the household, and Childhood Local Data on Risks and Needs estimated that 66 in 1,000 0-17 year olds lived in households where a parent is suffering domestic abuse in 2019.

The police recorded a total of 1,288,018 domestic abuse-related incidents and crimes in England and Wales (excluding Greater Manchester Police) in the year ending March 2020. This is an increase of 4% from the previous year. This follows a broader pattern of increases in police recorded domestic abuse and may reflect general improvements in crime recording by the police. This suggests that more victims are coming forward to report domestic abuse, and that there is greater police awareness of this crime. Excluding fraud, overall 15% of all police recorded crime was identified as domestic abuse related in the last year.

Domestic abuse can affect anyone, regardless of age, disability, gender identity, gender reassignment, race, religion or belief, sex or sexual orientation. Domestic abuse can also manifest itself in specific ways within different communities.

Women are disproportionately the victims of domestic abuse. Domestic abuse perpetrated on men by women and on victims in LGBT relationships is often due to the need of the perpetrator to

exert power and control over their victim. The CSEW for the year ending March 2020 estimated that 1.6 million females and 757,000 males aged 16 to 74 years experienced domestic abuse in that year. Women are more likely to experience repeat victimisation, be physically injured or killed as a result of domestic abuse and experience non-physical abuse - including emotional and financial abuse - than men.

According to the CSEW for the year ending March 2020, around one in four women aged 16 to 74 (27.6%) had been a victim of domestic abuse in their lifetime, 274 women were killed in domestic homicides between April 2016 and March 2019. In 263 cases (96%) the suspect was male.

According to the CSEW for the year ending March 2020 around one in seven men aged 16 to 74 (13.8%) had been a victim of domestic abuse in their lifetime. 83 men were killed in domestic homicides between April 2016 and March 2019. In 44 cases (53%) the suspected perpetrator of these homicides was male.

Research published by the Home Office has estimated the social and economic costs of domestic abuse in the region of £66 billion for the victims identified in England and Wales within the year 2016/17. The biggest component of the estimated cost is the physical and emotional harms incurred by victims (£47 billion), particularly the emotional harms (the fear, anxiety and depression experienced by victims as a result of domestic abuse), which account for the overwhelming majority of the overall costs. The cost to the economy is also considerable, with an estimated £14 billion arising from lost

output due to time off work and reduced productivity as a consequence of domestic abuse.

There are also additional barriers to services experienced by victims from protected groups and those experiencing multiple disadvantages. Black, Asian and ethnic minority women, women with insecure immigration status, deaf and disabled women and LGBT victims will experience further barriers when accessing services. Similarly, the co-occurrence of homelessness, drug and alcohol use, criminal justice system involvement and mental health will often mean that victims will face huge challenges when seeking support.

## Lincolnshire Profile

Lincolnshire is a large and sparsely populated county with a population of 761,224 (ONS 2019 mid-year estimate), with a 49% male and 51% female breakdown. Lincolnshire has an ageing population with 24% of residents over the age of 65 and 21% under the age of 19.

In England 18% of the population (ONS Census 2011) live in rural areas, that is in towns of less than 10,000 people, in villages, hamlets or isolated dwellings. In Lincolnshire the figure is 48%. Lincolnshire has the 16th highest county population (ONS Census 2011) in England but the 5th highest population of people who live in rural areas.

More than 50,000 people in Lincolnshire live in an area recognised as being in the 10% most deprived in the country. Urban centres and coastal towns show higher levels of deprivation than other parts of

the county (IMD 2019), which is in line with the general pattern of deprivation nationally.

Six percent of Lincolnshire households are lone parents with dependent children and just under 74,000 people are divorced or separated (including same-sex civil partnerships) (ONS Census 2011). ONS findings suggest that an estimated 2.7% of the UK population aged 16 years and over identified as lesbian, gay or bisexual (LGB) in 2019, this equates to around 17,000 people in Lincolnshire.

The residents of Lincolnshire are mainly UK born and, although diversity in Lincolnshire is ever changing, the non-white population remains small at 2.4% compared to a national non-white population of 14%. Over 28,500 people speak a foreign language as their main language. 69.3% of those speak English well which is below the national average (ONS Census 2011).

Prevalence models suggest that there are over 22,000 adults aged 18-64 living in Lincolnshire who have moderate or serious disabilities and a further 10,000+ with a Learning Disability (Source: PANSI 2019). In Lincolnshire, 17% of adults aged 16 and over suffer from a common mental disorder, with women being more likely to suffer than men. Rates of depression in Lincolnshire are above average at 10% (equivalent to 63,763 individuals), compared to 9% nationally (JSNA 2018).

## Domestic Abuse in Lincolnshire

Domestic abuse has a significant impact upon the communities and public services of Lincolnshire. Estimates from the Crime Survey for England and Wales (CSEW) year ending March 2020 suggests 5.5% of adults aged 16-74 will have experienced domestic abuse in the last year. This national figure would equate to roughly 30,200 adults aged 16-74 suffering domestic abuse in Lincolnshire (assuming a similar prevalence in Lincolnshire compared to the England and Wales average).

The true number of victims of domestic abuse is also likely to be higher when children are included. CSEW figures suggest that 41% of partner abuse victims suffered abuse while their children were in the house, and that 21% of victims disclosed that the children did see or hear what happened. (Source: Office of National Statistics) If only one child was present at each of the 21% of domestic abuse victimisations in Lincolnshire each year, this would mean that 5,500 children witnessed domestic abuse in their home each year. This means that the true number of Lincolnshire residents affected by domestic abuse each year is likely to be upwards of 35,700 adult victims and child witnesses.

In the last five years, on average there have been over 10,000 domestic abuse incidents reported to Lincolnshire Police every year (up to April 2021). Of these, circa 6,000 are standard risk incidents, equivalent to around 3 in 5 reported domestic abuse incidents.

There were 930 victims who were at high risk of serious harm or death referred into Lincolnshire's Multi Agency Risk Assessment Conference (MARAC) by partner agencies in 2020-2021. On average

238 referrals are made to MARAC every quarter (last three years ending March 2021).

There were just fewer than 2,000 referrals for adult victims of domestic abuse to specialist outreach support services in Lincolnshire (provided by EDAN Lincs) during 2020/21. For the same period there were 262 referrals for children experiencing domestic abuse supported by EDAN. In the 9 months April 2020 to December 2020, 6,648 people contacted EDAN Lincs for support advice regarding domestic abuse.

Since the introduction of the Statutory Domestic Homicide Reviews in April 2011 there have been 18 cases involving 27 deaths that have met the criteria for a domestic homicide review in Lincolnshire.

The refuges and dispersed accommodation in Lincolnshire (EDAN Lincs) supported 51 adult victims of domestic abuse during 2020/21. For the same period there were 74 children supported within the refugee. During the COVID Pandemic the refuges have had a slow turnaround of victims moving onto to alternative housing due to the housing stock available. This meant that the victims were staying in refuges for a longer period of time, however as soon as a refuge unit became available this was filled swiftly by a new family fleeing domestic abuse. SoLDAS supported 39 adult victims, with an overall 74% occupancy and an average stay of 82 days.

Domestic abuse is the single most prevalent assessment factor identified in children's social care assessments. It is more prevalent than the presence of factors such as mental health, alcohol misuse, drug misuse, disability and illness, emotional abuse, physical abuse, or sexual abuse. In Lincolnshire during 2018-19, 55.1% of assessments



identified domestic abuse as an issue. This is higher than the national average of 50.6%, and places Lincolnshire 42nd among the 151 local authorities in England that supplied information. (Source: Department for Education) Domestic abuse has also specifically been identified as a factor in 54% of all serious case reviews, which investigate child deaths relating to maltreatment, abuse and neglect.

In 2020/21 Domestic Abuse features in 7.6% of safeguarding referrals received by Adult Social Care, however as with all Domestic Abuse this is likely under reported and sometimes difficult to record accurately within assessment factors. Out of that figure a large proportion of the abuse reported was committed by a relative, with 27 people experiencing abuse from a family carer. The highest reporting came from adults aged 18-64 and 75-84.

Lincolnshire is vast and predominately rural with clusters of diverse communities. Access to domestic abuse services varies geographically and there are seasonal fluctuations in population owing to Lincolnshire's coastal resorts, all of which pose a unique challenge in equitably distributing the response to and services for domestic abuse victims in the county.

## Needs Assessment and Gap Analysis

While prevalence estimates from the CSEW have remained stable, nationally and locally there has been an increase in demand on services over the past three years, and there is a hypothesis that Covid 19 has been an accelerating factor. There is however, recognition of a high likelihood of underreporting and changes to the experience of domestic abuse. This therefore makes it necessary to investigate the true demand picture.

A diagnostic and analysis was undertaken in Lincolnshire to understand the current position of demand and performance data, communications, partnership working and strategic alignment. The findings of which underpin this strategy. What we found and know is that:

- Many of the conditions of success for an effective partnership are already in place in Lincolnshire, and the Lincolnshire Domestic Abuse Partnership has much strength to build on as it develops
- Competent, driven and united leadership
- Learning culture with willingness to pilot new ideas and honestly evaluate
- High levels of trust and honesty amongst partners with partners challenging one another, sharing honest reflections and willing to be vulnerable
- Strong sense of shared purpose with clarity on importance of the partnership and their role within it

- Ownership with partners willing to take on actions and reflect on their own contributions
- Lincolnshire has a well-established and high performing outreach and IDVA service that supports both adults and children
- Refuge spaces in the County are at recommended levels but not all of these are commissioned by the County Council
- Dispersed Accommodation is sufficient however we acknowledge that the partnership needs to better understand the needs of all victim groups
- Each District has a sanctuary scheme/target hardening, however the provision offered to victims across the County differs greatly and therefore a countywide approach would be beneficial
- We do not currently have 'move on accommodation' within Lincolnshire that meets the safe accommodation definition within the DA Act 2021 and therefore a key priority is to explore options further
- There is a continued requirement to support people with complex needs, including mental health, alcohol, and drugs issues, as well as homelessness.
- Significant changes are required to the way that information is captured, stored and shared across the partnership to support a more intelligence led approach.

- Most known interventions happen at, or after the point of crisis and there are opportunities to strengthen the existing early intervention offer
- There are opportunities to prevent DA from occurring or escalating by addressing known vulnerabilities, such as mental health problems
- There is an opportunity to move from a focus on formal services at the point of crisis to preventative community resources
- A common cross-partner approach to communications would allow for a more consistent and creative response

There are a number of key priority areas that need to be actioned in the short and long term to further develop the response to domestic abuse in Lincolnshire.

Locally we will practice a continual cycle of domestic abuse needs assessment conducted at three yearly intervals. We will take a rounded intelligence led approach in partnership, enabling us to continuously grow our understanding, identify and respond to changes and ensure the right services are in the right place.

## Shared Ambition and Principles

The aim of the partnership is to work together in a fully committed and collaborative way to stop domestic abuse from happening through education, prevention and intervention. We will do this by strengthening and standardising our data collection and recording. We will use data to make predictive and intelligence-driven decisions that maximise our resources as a partnership and allow us to understand and fill gaps in provision. We are also working with the other three statutory safeguarding boards in Lincolnshire with the aim of developing a shared prevention strategy that will look at addressing domestic abuse alongside other safeguarding risks. By working together we can achieve more joined up outcomes and make best use of our resources.

We will further invest in prevention and early intervention and think creatively about different needs and ways of engaging with those vulnerable to Domestic Abuse. We will ensure our support is strengths-based and person-centred and driven by the needs of survivors. We will raise awareness and understanding of domestic abuse, promoting change and challenging negative societal attitudes and language.

As a partnership we will take a reflective practice approach, learning and continuously improving and creating a survivor network to support others. We will be focused on the future and have a clear outcomes framework in place that demonstrates the value of our work and the difference it makes. We will take a holistic approach to tackling Domestic Abuse and look at the impact and thus the offer to victims, survivors, children and perpetrators.

## Make a change perpetrator programme

*"The support has been absolutely amazing, it's the first time I've ever spoken to anybody about it... I hadn't ever told anybody the whole truth about it all, you know, I might hint, imply a bit to a friend or somebody, but you just feel like, too ashamed, stupid, like you've done something wrong... and also people will make judgements if you don't leave somebody, whereas talking to [a support worker] just has...it's like a weight has been lifted."*

Victim/Survivor

*"So what it was, was that the Social Services Department were involved, because of something at the school, about the kids saying that daddy shouts at home and stuff. So anyway, they came round and they said to me, we can offer you some suggested courses... And at first, I was a bit sort of defensive about it, because I thought there's nothing wrong... But then after a while, I thought about it, and I said to them, actually, you know what, can you give me more information about this course?"*

Victim/Survivor

### Business Intelligence Picture

Invest time into developing our business intelligence picture for Lincolnshire, looking at partnership data and how we can develop a continual cycle of data analysis that will support the partnerships ambitions. We acknowledge that further work is needed to understand the needs of all victim groups. Evaluation and performance against the strategy and delivery plan will also be developed.

### Community Engagement

The importance of community engagement is acknowledged by the partnership; however development work would be beneficial in the following areas:

- Survivor engagement programme
- Communications activity
- Business engagement
- Community/neighbourhood engagement particularly looking at the role of the voluntary sector and community groups

### Safe Accommodation

Through the initial needs assessment we have identified some areas of work specifically looking at a county wide approach to a Sanctuary Scheme/target hardening, the need to explore move on accommodation options and the continued support for complex needs. However the partnership acknowledges that further diagnostic and analytical work needs to be undertaken in the development of the delivery plan in order to fully appreciate the need in this area, especially in relation to male victims, older people and people with protected characteristics. This will be a priority focus for the partnership.

## Our Delivery Priorities

In delivering our shared ambition we will, as a partnership, focus on the following key delivery priorities, which are based on an extensive needs assessment. The five key areas of focus for the Domestic Abuse Strategy are:

### Early Intervention

There are a number of opportunities to develop the partnerships early intervention response; however the key areas identified are:

- School and early years engagement
- Creatively using health settings to support earlier identification of Domestic Abuse and offers of support
- Developing the partnership response to standard and medium risk DASH and how that information is shared
- Further development of the partnership multi-agency training programme
- Tackling culture and language at all levels
- We will work jointly with the Adult Safeguarding Board to raise awareness of and tackle the domestic abuse of older adults

### Perpetrator Response

In order to tackle domestic abuse effectively the partnership needs to develop how it responds to the behaviour of abusers and what programmes/initiatives are most appropriate for a rural county.



The next steps to support the Domestic Abuse Strategy will be to develop a partnership delivery plan which will detail the what, how and who in each of these key areas and build further on the findings within the needs assessment, as well as a commissioning plan for accommodation based services and Outreach intervention. However as a partnership we acknowledge that continual diagnostic and analytical activity needs to be undertaken to ensure that each priority area is fully supported by relevant data and intelligence.

## Indicators

As part of our Business Intelligence delivery and our approach to needs assessment, we will routinely review data from across the partnership relating to domestic abuse.

We know we have work to do to develop the data sources available to us and will include performance indicators against our delivery plan which are both quantitative and qualitative, including activity based monitoring.

Along with indicators of our performance, we will monitor trends in demand covering:

- Police incidents and recorded crime
- Multi-Agency Risk Assessment Conference (MARAC)
- Support for victims
- Information from health services
- Children affected by domestic abuse

- Perpetrators – including serial and repeat offenders and those enrolled in perpetrator programmes
- Training participation
- Engagement and awareness raising activities (website clicks, businesses engaged)

Monitoring this data will serve to trigger questions, helping us continually grow our business intelligence, make evidence based decisions and focus resources where they are most needed.

*“ I think the sessions were very helpful. They gave me a better view of good and bad relationships. I have learnt how to spot the dominator ”*

## Quotes from professionals on the Multi-agency DA training

*"Opportunity to hear and learn from other's experiences backed by trainers' expertise. Made me reflect on the quality and the time spent in completing a DASH is of vital importance"*

LCC Children's - Future 4 Me Team

*"I found the importance of professional curiosity has more importance than I have previously thought and that how to add more notes to a DASH and SDASH form"*

Charity - Gainsborough Trinity Foundation

*"I have enjoyed discussing a case study with a variety of other professionals and looking at how we would complete a dash together, highlighting the different concerning factors. Being able to look at a case study with different sets of eyes - through different experiences, training and knowledge was very helpful and useful"*

We Are With You

*"Revisiting the DASH form has been beneficial as I don't have much experience with dealing with these cases. Looking at local cases also brought it home to me that this sort of thing happens in Lincolnshire"*

School

*"The most beneficial aspect of this training was having the opportunity to listen and share. Mary-Ann is so knowledgeable and a great delivery style so the questions that she offers to group really do promote reflection and thinking which is so powerful. We were lucky enough to have 2 colleagues who worked with adults and families who have experienced first-hand the issues which helped to really understand the reality further"*

LCC Children's - Early Years and Childcare Support

## Commissioning and Resourcing

The services currently commissioned in Lincolnshire are an Outreach and IDVA service as well as a Refuge service to support individuals experiencing Domestic Abuse and their children. In addition to the commissioned services there are other non-sustainably funded provision provided in the South of the County by a local charity SoLDAS.

The commissioned service provides:

### Independent Domestic Violence Advisor (IDVA) Service

The IDVA Service is commissioned to support victims (men, women and young people aged 16 and over) who reside within the geographical boundaries of Lincolnshire, and who have been assessed as at 'high risk' of serious harm or death, and have been referred to a Lincolnshire Multi-Agency Risk Assessment Conference (MARAC). An IDVA provides a confidential information, advocacy and advice service; assisting individuals and their families to access criminal and civil justice remedies, housing, counselling, advice, health and other support services. A two year funding award from the MOJ has meant recently a Court IDVA, Child and young person IDVA and Rural IDVA has been added to the service.

### Hospital-based IDVA

The aims of the service are to reduce the immediate risk of harm and homicide, and improve the physical and mental health outcomes of those affected by DA and receiving treatment. The hospital-based IDVA's provides immediate support and advice to victims to improve

their safety and advocacy, as well as link them and their families to longer-term specialist community-based support services.

### Outreach Domestic Abuse Support Service - Support for Adults (Women and Men)

All referrals are triaged on access into the service to ensure clients are prioritised and managed in an appropriate and timely manner. The type of support offered varies and is determined by the level of risk and need identified. A comprehensive service user led safety & support plan is formulated, bespoke to the service user and their family. The nature of the support available for adults ranges from telephone support and signposting to online resources, to evidenced-based group and intensive 1:1 therapeutic interventions specifically targeting domestic abuse.

### Outreach Domestic Abuse Support Service – Support for Children/Families

Once adults engage in the Outreach Service, families will have the opportunity to access the Family Focus programme where it is safe and appropriate to do so. The Family Focus programme consists of family group sessions with the non-abusive parent/caregiver and their child/ren together. The purpose of the support is to help the family to stay safe, assist in the rebuilding of relationships which may have been damaged or undermined by the impact of domestic abuse, and ultimately empower the non-abusive parent to meet the needs of their child/ren.

### Targeted Children's Support Service

The children and young people service is available to those aged 5 to 16 years, whose non abusive parent is already accessing Outreach

support, as well as Looked After Children, those under a Special Guardianship Order (SGO) and adopted children. Young people who have been identified as having SEND and/or are a care leaver, can access the service up to the age of 25. The support is suitable for those assessed as having higher levels of need or experiencing the more serious effects of domestic abuse. Those children will be provided specialist 1:1 therapeutic support and intervention that focus on the needs of the child, taking into account factors such as age and vulnerability.

### Refuge and Dispersed Accommodation Services

The refuge contract was re-commissioned in September 2020 as a whole County service and offers specialist accommodation for victims and children fleeing Domestic Abuse. The service provides specialist support to DA victims and children in order to address the immediate safeguarding needs of those service users but in addition provides specific support aimed at survivors moving into independent living and breaking the cycle of DA within their family.

EDAN Lincs manage two refuges in the County, a purpose built, 11 unit refuge that are all self-contained accommodation which include 3 with access for people with disabilities. A multi-occupancy refuge that has 5 self-contained ground floor units of accommodation; these have several bedrooms to accommodate families. As well as 4 dispersed properties that can accommodate families with up to 5 children, including older male dependants and male service users. This type of accommodation supports people who are more suited for independent living.

### Other provision in Lincolnshire:

SoLDAS have 8 shared units of refuge accommodation and 3 Dispersed Move on units based in the South of the County. New Refuge accommodation is due to open March 2022 – to include 10 units of shared accommodation with two attached units for male victims & children.

### Other support services offered in the South of the County:

School Intervention work with Primary & Secondary schools including 1-1 work with any children that disclose during or after the education sessions. Rural hubs that provide face to face support in the community. Move on Together offering low level, early intervention support to help survivors move on from Domestic Abuse and to bridge the gap between intensive support services and living independently. As well as the Freedom Programme which offers online & face to face delivery, 12 week programme recognising the signs and effects of Domestic Abuse and impact on children.

As well as outreach and safe accommodation services the other interventions that are in place in the County and supported by the partnership are:

- Community based perpetrator programme which is currently funded until 2023
- Stay safe team that provides a single point of access to education programmes in school aimed at supporting children and young people to stay safe and raise awareness of important issues such as healthy relationships etc

- Multi-agency Domestic Abuse training for practitioners and managers across the County. This forms part of the wider safeguarding agenda and is included in the 6 year training pathway.

New commissioning plans will be formulated based on the needs assessment and the continual cycle of analysis and diagnostic work. The commissioning for safe accommodation will form part of the wider commissioning programme for Domestic Abuse and enhance the existing provision in place. It is important where possible that commissioning within the County is undertaken collaboratively in order to create a seamless person-centred approach by which survivors, victims and children can access support and the behaviour of abusers is addressed, therefore future commissioning will be undertaken in partnership with key agencies.

*“ My daughter feels a lot safer since having completed her own safety plan, she now knows what to do, whereas before she didn’t know and that made her feel really scared when Dad came to the family home at 5am drunk and banging on the door ”*



## Governance and Accountability

With all of the above in mind, the following is an outline of the partnership and governance structure that has been developed to fulfil the new statutory requirements and respond effectively to the breadth of the DA agenda in a coordinated, collaborative and sustainable way.

The DA partnership will sit alongside the Lincolnshire Safeguarding Children's Partnership, Lincolnshire Safeguarding Adults Board and Safer Lincolnshire Partnership as a separate structure in the LCC Resources Directorate within the Community Safety Service. The DA partnership will also work closely with the Suicide Prevention steering group and Prevent workstream recognising the links between Domestic Abuse and these agendas. The DA partnership has the following groups of which separate terms of reference are available for each:

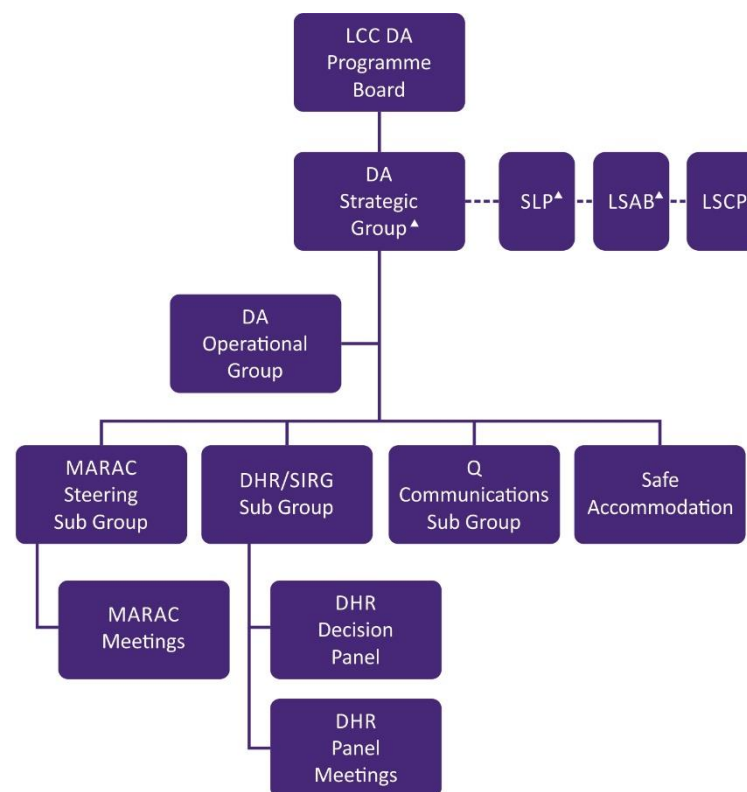
- The DA Programme Board – LCC senior leadership board
- DA Strategic partnership group (advisory role to the LCC Programme Board)
- DA Operational partnership group

Sub groups include but are not limited to:

- The MARAC Steering sub group
- DHR and learning sub group
- Q Communications sub group – this is aligned across the 4 boards and forms part of the collaboration work described
- Safe Accommodation sub group

Operational delivery groups:

- MARAC meetings
- DHR decision panel and DHR meetings



▲ We are currently working with the other three statutory boards to develop a more joined up approach to prevention. This will include exploring the development of a pooled fund to invest in prevention initiatives.

The partnership is made up of multi-agency representative from:

- Lincolnshire County Council, Community Safety, Children's Services, Adult Social Care, Children's Health
- Representatives from the District Councils
- Lincolnshire Police
- Lincolnshire Clinical Commissioning group
- Lincolnshire Community Health Services
- Victim Support
- EDAN Lincs
- United Lincolnshire Hospital Trust
- Lincolnshire Partnership Foundation Trust
- Public Health
- Office for the Police Crime Commissioner
- Probation Service
- HM Courts and Tribunals
- SSAFA – the armed forces charity
- And other representatives where required

### Collaboration opportunities between the partnerships

Domestic Abuse in particular, is a shared area of concern and cuts across the work of all four Boards/partnership structures. It is important to acknowledge that they have a role in preventing domestic

abuse and that is why this work is so vital. There is an intention to explore opportunities to integrate key functions across the key partnerships to create efficiencies, reduce duplication for partners and improve the collaborate working at both strategic and operational levels.

### Scrutiny

Lincolnshire County Council will be required to:

- Report back to central government as part of the statutory duty in relation to safe accommodation services
- Report annually to Lincolnshire County Councils Public Protection and Communities Scrutiny Committee
- Provide regular reports to Lincolnshire County Council's Chief Executive and portfolio holder/s
- Report to Lincolnshire County Councils DA Programme Board on a quarterly basis

## Conclusion

This strategy is Lincolnshire's partnership response to tackling Domestic Abuse in our county. It has been developed in consultation with key stakeholders and is as a result of a full needs assessment undertaken looking at the wider Domestic Abuse agenda. It is acknowledged within the strategy under the priority objectives, that further diagnostic and analytical activity is required in order to develop a detailed delivery plan that serves the partnership effectively, meets the statutory duties under Part 4 of the DA Act 2021, and provides the best outcomes for individuals experiencing and impacted by Domestic Abuse.

The delivery plan will be developed in collaboration with the partnership and strive to address the ambitions set out within the strategy. As a partnership we feel strongly that the strategy should set out our overall ambitions, principles and objectives in tackling domestic abuse, with the delivery plan setting out how we will achieve this, ensuring a level of fluidity is built into this process in order to respond to a changing landscape.

The strategy and subsequent delivery plan and commissioning plans will address the needs of all victim groups including those with protected characteristics.

## Letter from a Service User

*"To everyone at Boston Women's Aid*

*On 6th November 2021, I told T I was taking the dogs for a walk. I went out with them, grabbed the rucksack I had hidden, and walked to the school. The children were waiting with their school bags packed with a few precious things. My friend loaded us into her car and drove us away.*

*I was homeless, jobless, without transport, without money and without a future. It was terrifying.*

*The next month of talking to me while we waited for the dispersed refuge to be ready was tough. I still couldn't see my way forward. I existed in a bizarre alternate reality in which I handled my huge burden of anxiety by cleaning every square inch of C's house. We finally got the call to say the refuge was ready and C drove us to a garage. Thanks to my totally awesome mum I was able to buy a car – that was step number one on the road to recovery. We were met by R and C, and I was utterly overwhelmed. I was expecting something like the hostels I had stayed in when I was younger. I was not expecting the perfect little home equipped with all the essentials as well as the lovely touch like scatter cushions and throws.*

*That was when the serious work of picking apart the last thirteen years began. I didn't think I deserved any help. Deep down, I felt like I was the problem. I was a fraud, and you would soon discover that I didn't belong here. He had never left a lasting mark on me (ok – maybe the odd bruise – but nothing serious). Our relationship wasn't perfect but whose was?*

*Slowly I began to realise what he had done. The first revelation was how badly the children had been affected. I was devastated! They were my world and I stood by while it happened. The guilt was crippling. But by talking to you all and taking part in the Freedom Program, I began to realise what had happened.*

*I was broken and lost. The person I once was had nearly vanished. The woman that gave lectures to thousands and did adventurous things like skydiving had disappeared. All I knew how to do was keep quiet, do as I was told and not to talk back.*

*Mum was paying the rent and I knew there was no future for us if I couldn't earn a decent wage. I started applying for jobs, utterly convinced couldn't do them. But slowly my love for life was rekindled. The fact that several companies were competing for me did wonders for my confidence. This was my ticket to tomorrow.*

*The job led to a mortgage which enabled me to buy us a home.*

*And that is where we are now. My home is perfect- and it is mine. No one tells me when I am allowed to go out or how to be, no one gets cross if I am tired and want a nap. No one shouts at me for spending money on groceries. I have chosen all the furniture in my home – this may seem like a simple thing, but I didn't even get a say in what plates we had in our old home. I can wear whatever clothes I like. I can sleep in pyjamas. I can spend an hour on the phone to my mum.*

*My friends are coming back. I have learned how to play with my children. Laughter is now a common sound. When there is a problem, we all sit down and talk about it. Voices do not get raised and ultimatums no longer exist, if one of the children are sad, they can curl*



*up in my bed and I can stroke their face until they fall asleep. I am no longer constantly existing at the point of exhaustion. I have one job that finishes at 5pm – then I can decide what to do with my evenings and weekends.*

*Then there is my job, which means I can afford to pay for everything. I no longer have to go without food so I can get the children school shoes. I can buy clothes I like, and I don't have to make do with what I can find in charity shops (although I do love a charity shop bargain!). But it's not just about the money – I love my job! The work stretches my brain and I get a real sense of achievement. I work in a team that supports me. I also feel like I am showing my children what is possible to achieve. I overheard O telling their friend that mummy was really clever – and that felt like a truth. After years of being told I'm stupid, I feel valued for my knowledge.*

*If I want to go out and spend weeks in the desert helping with the conservation of elephants – I can! I can see a future where the children are grown up and I am happy. I can see a future that I want to live in, rather than the inevitable darkness and despair that I had resigned myself to.*

*We are still a work in progress, there is still a lot of healing to be done. But given how much we have already overcome I feel confident that we will get there.*

*This happened because of you. You gave us a safe place to heal and constant support for every problem we encountered along the way. I know we are one of many families that you help but it does not stop you from making us feel like we were your top priority. We never felt like we had to do any of this alone. I have managed to do all of it*

*because I had all of you metaphorically holding my hand. You took us from that dark and desperate place and showed us a way to a future full of happiness and endless possibilities.*

*What you do is incredible.*

*Somehow thank you is not enough – but they have not invented the words I need, so*

*THANK YOU!*

*Love from us all"*

# Agenda Item 6c



**Prosperous Communities  
Committee**

**Tuesday, 15 March 2022**

**Subject: Proposals for Platinum Jubilee Celebrations**

Report by:

Monitoring Officer

Contact Officer:

Ele Snow / Andrew Scott  
Democratic & Civic Officers

[ele.snow@west-lindsey.gov.uk](mailto:ele.snow@west-lindsey.gov.uk)  
[andrew.scott@west-lindsey.gov.uk](mailto:andrew.scott@west-lindsey.gov.uk)

Purpose / Summary:

To outline further proposals for commemorating  
the Queen's Platinum Jubilee

## **RECOMMENDATION(S):**

1. That Members receive the proposals for engaging with, and publicising of, district-wide celebrations for the Queen's Platinum Jubilee
2. That Members approve a further use of £20k of the Communities Grant Fund, under delegated powers, to deliver the West Lindsey Platinum Jubilee Community Fund.

## IMPLICATIONS

**Legal:** There are no legal implications.

**Financial:** FIN/190/22/SL

Costs associated with publicity or organising events will be met through existing budgets.

**Community Grant Fund:**

£500k was approved for the Community Grant Scheme for the 5 year period from 2018/2019 to 2022/2023.

As at 7<sup>th</sup> March 2022 the current balance of the Community Grants Programme is £196,800, being the remaining budget up to March 2023. This includes the allocation of £20,000 for the West Lindsey Platinum Jubilee Community Fund, approved by this committee under delegated powers in October 2021.

By allocating an additional £20,000 this will reduce the overall Community Grants Programme budget to £176,800.

Any allocated funds not awarded by the Platinum Jubilee Community Fund will be returned to the main Community Grants Programme budget.

**Staffing:** There will be no additional staffing resources required. Events organised by WLDC will be staffed from within existing resources. Publicising of non-WLDC events will fall within the remit of the Communications Team.

**Equality and Diversity including Human Rights:** All events, whether organised or publicised by WLDC, are designed to be as accessible and inclusive as possible. The range of activities available ensures that communities and individuals can engage with the celebrations as they choose.

**Data Protection Implications:** Where there is a need for information to be shared, this will be with the explicit consent of those involved – for example sharing videos or photos for use on WLDC social media will be required to provide consent.

**Climate Related Risks and Opportunities:** At every opportunity, the working group has been mindful of climate-related considerations. For example not actively engaging with the lighting of beacons, ensuring the Beacon Trails do not generate excessive paper or plastic waste and focussing on community engagement events rather than generating physical mementoes which would be likely to end up in waste bins.

**Section 17 Crime and Disorder Considerations: N/A**

**Health Implications:** Whilst there are no direct health and wellbeing schemes included in the proposals, it is anticipated that several of the activities will help promote general wellbeing, such as the Beacon Trails (out and about walking).

**Title and Location of any Background Papers used in the preparation of this report :**

Report to Prosperous Communities Committee 14 September 2021

<https://democracy.west-lindsey.gov.uk/documents/s25991/to%20Consider%20Proposals%20from%20the%20Jubilee%20Group.pdf>

**Risk Assessment:**

**Call in and Urgency:**

**Is the decision one which Rule 14.7 of the Scrutiny Procedure Rules apply?**

i.e. is the report exempt from being called in due to urgency (in consultation with C&I chairman)

**Yes**

☐

**No**

**X**

**Key Decision:**

A matter which affects two or more wards, or has significant financial implications

**Yes**

☐

**No**

**X**



## **1 Introduction**

- 1.1 On 6 February this year Her Majesty The Queen became the first British Monarch to celebrate a Platinum Jubilee, marking 70 years of service to the people of the United Kingdom, the Realms and the Commonwealth.
- 1.2 To celebrate, events and initiatives are due to take place throughout the year, culminating in a four day UK bank holiday weekend from Thursday 2 June to Sunday 5 June. Celebrations will include public events and community activities, as well as national moments of reflection on The Queen's 70 years of service.
- 1.3 In addition, initiatives including The Queen's Green Canopy and the Platinum Pudding competition will create a nationwide lasting reminder of The Queen's Jubilee.
- 1.4 At its meeting on 14 September 2021, the Prosperous Communities Committee resolved to receive a report detailing further proposals for the celebrations for the Queen's Platinum Jubilee. These proposals were discussed at a meeting of the Platinum Jubilee Working Group on 27 January 2022 and are detailed below.

## **2 The Queen's Green Canopy**

- 2.1 The Council will continue to promote the National Scheme, with several WLDC Councillors involved in their own planting events.
- 2.2 Details, photos and video footage of these events will be shared with the Communications Team, to be incorporated into the Jubilee comms, such as via social media.
- 2.3 Locations of each planting can also be loaded into the interactive nationwide map for everyone involved in The Queen's Green Canopy.
- 2.4 The National Association of Civic Officers (NACO) will also be holding a tree planting event on 11 March (70<sup>th</sup> day of the year in which the Queen marks her 70<sup>th</sup> anniversary). It is hoped as many civic leaders as possible will all plant a tree to mark The Queen's Platinum Jubilee, with West Lindsey already registered to be a part of this.
- 2.5 Once NACO have received all details from participants, a bound book will be created which will include all names of councils participating, the name of the person planting the tree alongside the office they hold, the type of tree planted and a few words saying where it was planted. The book will then be sent to the Queen for the Platinum Jubilee weekend in June.
- 2.6 This event will also form part of the publicised events across WLDC communications channels.

### **3 Song for the Commonwealth**

- 3.1 A Song for the Commonwealth has been selected to celebrate the Queen's Platinum Jubilee:  
<https://www.commonwealthresounds.com/projects/the-queens-platinum-jubilee/a-song-for-the-commonwealth/>
- 3.2 The Democratic and Civic Officer has shared this information with schools across the district, promoting involvement and inviting photos and video recordings to be submitted to the Communications Team in order for a video collage to be compiled and shared online.
- 3.3 The Trinity Arts Centre Manager has also asked a group to learn the song, record it on stage at the theatre and upload it to YouTube to be shared on social media.
- 3.4 All recordings and video collage will be prepared for 'going live' on Thursday 2 June, when live performances will be taking place around the country.
- 3.5 Details of the Song for the Commonwealth will also be publicised across the district for choirs and community groups to arrange their own involvement and join the live performance time should they wish.

### **4 Platinum Pudding Competition**

- 4.1 Fortnum & Mason is inviting people to invent the Jubilee Pudding for The Queen's Platinum Jubilee in 2022. The winning pudding will be an important part of the celebrations marking Her Majesty's 70 years as Monarch and the creator of the winning pudding will be invited to be at the centre of the celebrations. This was promoted earlier this year online via social media and contact has been made with schools across the district to consider their own version of this event.
- 4.2 Where schools and local communities are choosing to run their own version of this competition, they have been invited to submit details to WLDC for promotion and publicising of their events. It has been suggested that Ward Members could be invited to 'judge' their local competitions or the Chairman could undertake a 'pudding tour' of the district. This element is yet to be defined as it depends on schools and community groups sharing details of their events with WLDC.

### **5 Beacon Trail**

- 5.1 The Beacon Trail (<https://highstreetsafari.com/jubilee>) is a nationwide initiative where, prior to the celebration of the Queen's Platinum Jubilee on 2 June 2022, Town or Parish Councils (or local community groups) can apply to host a specially created augmented reality trail incorporating seven key locations in their area.

5.2 Any location large or small can host a trail, whether or not there will be a beacon lighting event in the area. Enrolment in the scheme costs £499 with all materials supplied. Funding for this could be applied for through the Platinum Jubilee Community Grants Scheme.

5.3 An image of how the trail is designed to work is given below:



5.3 Officers have approached Gainsborough, Caistor and Market Rasen Town Councils, with both Gainsborough and Market Rasen so far indicating their involvement.

5.4 Benefits of the scheme include:

- Increase footfall on two public holidays – trail will take place over the May Day bank holiday and the summer half term
- Creates excitement before the big day
- 95% of the set-up is done for organisers – just need to identify 7 locations
- It's contactless and paperless so good for the environment
- Full analysis report after the event including footfall, business engagement and return on investment
- National marketing campaign and toolkit
- Encourage schools to take part in colouring comp and display winners on the trail
- Business incentives – they will liaise with the venues to engage them getting special discounts for players and increasing footfall for them.
- Engaging story, children can take a mission complete selfie with digital badge.
- Free to take part – just need a smart device to take part.

## **6 Interactive Events Map – Events Across West Lindsey**

- 6.1 Officers are exploring the potential for an interactive map showing event locations throughout the district. Event details will either show up when the pin is hovered over, or underneath the map. Pins could be displayed as a crown rather than a pin.
- 6.2 All events communicated to WLDC could be added to the map, allowing for members of the public to access event information in one place and creating a lasting record for the future.
- 6.3 Communities, local councils and other organisations will be invited to share their event information once the map is available.
- 6.4 If an interactive map is not feasible, we will share communications with local councils asking for event information to be shared with us, in order for us to continue to promote district-wide events via usual communication channels and a dedicated page on the website.

## **7 Illuminating West Lindsey**

- 7.1 In place of organised beacon lightings, it has been suggested that key locations across the district be lit up in purple for the Jubilee weekend.
- 7.2 Locations suggested include the Trinity Arts Centre, the Guildhall, the Operational Services Depot at Caenby Corner and churches in Gainsborough and Market Rasen. Officers are making enquiries as to the practicalities of this.
- 7.3 Where it is not possible for local communities to 'light up in purple', they could be invited to decorate prominent buildings in purple colours should they wish.

## **8 Seventy Acts of Service**

- 8.1 The Platinum Jubilee also marks the milestone occasion of the Queen's 70 years as the Head of the Church of England. To mark this, the organisation 'HOPE Together' is inviting people to join in with 'Seventy Acts of Service', as a way to help serve their local communities.
- 8.2 Ideas provided on the website and as a downloadable PDF include calling on your neighbour to say hello, cleaning a communal work or home area that would usually be left for someone else, taking time to talk to people you meet in your day, donating items or time to charity, or sending a thank you note to someone who has helped you.
- 8.3 This provides an opportunity for everyone to be involved in the Jubilee celebrations on a personal level and in a way they can choose and influence themselves.



- 8.4 The downloadable PDF can be shared as part of the Jubilee publicity and is available via  
<https://www.theplatinumjubilee.com/wp-content/uploads/2022/02/Platinum-Jubilee-70-Acts-of-Service-3.pdf>

## **9 Lincolnshire Show**

- 9.1 The theme for this year's Lincolnshire Show is also the Platinum Jubilee and it is hoped that elements of these celebrations can be incorporated, for example using the video montages on display.

## **10 Platinum Jubilee Community Fund**

- 10.1 The Platinum Jubilee Community Fund was launched in late 2021 and is providing grants of up to £700 towards a wide range of jubilee related projects. The scheme is delivered using our existing community grant scheme mechanisms and utilises an allocation of budget from the community grants programme budget overseen by Prosperous Communities Committee.
- 10.2 This fund was initially established with an allocation of £20,000. As of 1 March 2022 we have made 10 grant awards totalling £6,390 leaving a total £13,610 remaining. As of 1 March 2022 officers have a further 28 applications received or due to be submitted. Based on current number of applications being made, officers forecast we will have fully allocated the £20k fund budget before the final closing date in May 2022. The Community Grants Panel may also need to begin making more difficult decisions on awards due to not having enough budget for the amounts being applied for.
- 10.3 Officers recommend making a further allocation of community grant programme budget to the delivery of the Platinum Jubilee Community Fund of £20,000. This would be a total of £40,000 being utilised for the delivery of the fund. The level of interest in the fund has been greater than expected boosted by many communities across West Lindsey seeking to deliver Jubilee related projects and events. By increasing the budget for the fund it will ensure we can continue to support eligible projects that mark this incredibly special occasion and achieve wider community outcomes. It will enable officers to continue using a dedicated fund for Jubilee related projects rather than receiving applications to our other schemes such as the Councillor Initiative Fund or Match Funding Grant.
- 10.4 As of 7 March 2022 the current balance of the Community Grants Programme budget is £196,800 (£96,800 2021/22, £100,000 2022/23). By allocating an additional £20,000 this will reduce the overall Community Grants Programme budget to £176,800, until March 2023.
- 10.5 Any allocated funds not awarded by the Platinum Jubilee Community Fund will be returned to the main Community Grants Programme budget.

## **11 Conclusion**

- 11.1 Members are asked to receive the proposals for engaging with, and publicising of, district-wide celebrations for the Queen's Platinum Jubilee.
- 11.2 Members are also asked to approve a further use of £20k of the Communities Grant Fund, under delegated powers, to deliver the West Lindsey Platinum Jubilee Community Fund.

## Prosperous Communities Work Plan (as at 7 March 2022)

### Purpose:

The table below provides a summary of reports that are due on the Forward Plan for the remainder of the Civic Year.

### Recommendation:

1. That members note the contents of this document.

Title	Lead Officer	Purpose of the report
<b>15 MARCH 2022</b>		
Proposals for Platinum Jubilee Celebrations	Katie Storr, Democratic Services & Elections Team Manager	To outline further proposals for Jubilee celebrations.
West Lindsey Housing Strategy refresh	Sarah Elvin, Housing Communities Project Officer	The report will be looking to approve the refresh of the housing strategy
Lincolnshire Preventing Domestic Abuse Strategy	Diane Krochmal, Assistant Director Homes and Communities	To introduce the Lincolnshire Preventing Domestic Abuse Strategy
Hemswell Cliff Managed Estates Contract Renewal	Shayleen Towns, Senior Community Action Officer	WLDC Estate Management Contract with Hemswell Resident Company comes to an end 31 March 2023. This report is to ask for Committees approval for a further 5 years renewal contract offer.
<b>3 MAY 2022</b>		
Corporate Enforcement Policy	Andy Gray, Housing and Enforcement Manager	To review and approve the Corporate Enforcement Policy
Local Enforcement Plan (Planning Enforcement) and Customer Charter	Andy Gray, Housing and Enforcement Manager	To seek approval for the updated Local Enforcement Plan (Planning Enforcement) and Customer Charter

Annual Update on Health related work	Diane Krochmal, Assistant Director Homes and Communities	to provide Members with an update on Health related work
Public Health Funerals Policy	Andy Gray, Housing and Enforcement Manager	To seek approval for the Policy relating to Public Health Funerals, for which the Council is responsible for under S46 of the Public Health (Control of Disease) Act 1984.
Selective Licensing - Future Proposals	Andy Gray, Housing and Enforcement Manager	To provide Councillors with final proposals for any future Selective Licensing Scheme
Regulation 19 - Central Lincolnshire Local Plan Consultation Response	Rachael Hughes, Development Contributions Officer	To agree the formal response by West Lindsey District Council to the Central Lincolnshire Local Plan Review Regulation 19 Consultation
Environment and Sustainability Strategy Progress Report	Steve Leary, Commercial Waste Manager	Following approval at Council on 28 June 2021, this report contains a summary of progress and reports on the delivery of the action plan in the intervening period.
Visitor Economy Strategy 2022	Wendy Osgodby, Senior Growth Strategy & Projects Officer	The purpose of this paper is to obtain endorsement of the West Lindsey District Visitor Economy Strategy 2022.



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

Document is Restricted

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted