

Evaluation of P3 Gainsborough Housing and Support Project



**By RedQuadrant for
West Lindsey District Council**

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Executive summary

Context

West Lindsey District Council (WLDC) has partnered with P3 to deliver the Gainsborough Housing and Support Project, which aims to develop a viable housing solution for Gainsborough with a focus on the South West ward. WLDC made an agreement with P3 - a grant funding agreement of £ 1 million, along with gifting 12 properties - on 31st March 2021. P3 has and will continue to acquire the remainder of the funding needed from social investment providers. There is a considerable need to invest in housing within the ward. It is the 24th most deprived area of England and has notable issues around housing quality, empty homes, absent landlords, and social inequalities.

Method

RedQuadrant were asked by WLDC to undertake a review of the scheme's effectiveness. We undertook this review in October-December 2023. We used a mixture of qualitative and quantitative approaches to evidence the impact of P3's housing project to date and to set a baseline for measurement of ongoing impact. For this evaluation, we focused on three areas- the progress of property acquisitions, tenant, stakeholder and community experiences of this project and performance against P3's stated outputs – using a mixture of desktop analysis and stakeholder interviews to assess progress.

Findings

We found that P3 are on schedule in acquiring their property portfolio with 64 properties acquired from 2021 to 2023 against a target of 110-120 properties within 10 years. This included eighteen previously empty properties, including four properties that had been empty for six months or more. The profile of properties acquired was somewhat different from expected since P3 experienced some difficulty purchasing empty properties and 31 of the purchased properties had sitting tenants. P3 and all stakeholders noted their desire for P3 and others to continue to work to acquire empty properties as they can cause many problems such as infestations, general property disrepair and anti-social behaviour.

Experiences of the tenants living in P3 properties that we heard from, and stakeholders and partners working with P3, have been overwhelmingly positive. Tenants reported that P3 as a landlord were vastly different from their experience with other landlords – that they are responsive and proactive in ensuring their property is safe and hazard-free. Partners see P3 as an involved organisation and are keen to work with them to further improve the South West ward. Specifically, stakeholders highlighted the positive impacts of P3's refurbishments on the street scene and partners praised their involvement in community activities such as the monthly walkabouts and community events.

P3 are meeting all of the outputs they outlined in their original business plan. In addition, they are contributing in other ways such as bringing more income to the South West ward through their use of local contractors and businesses whenever possible and supporting community events both financially and with staff time and resources.

Challenges

Some challenges have been experienced: Property prices and the cost of borrowing increased rapidly after this project started, causing P3 recently to pause property purchases until the market stabilises. Some acquired properties required substantial refurbishment to bring them up to a high standard and the increasing cost of supplies and lack of availability of appropriately skilled contractors added delays to their ability to rent out some properties. This has then had an impact on rental income therefore this project currently has a deficit. P3 remain committed to the project and have internal approval to finance this deficit; they are forecasting a small surplus to be reinvested into the community next financial year.

P3 purchasing their property has had positive impacts for the sitting tenants – improved quality of property and more stability. However, a few of the sitting tenants were found to have high levels of support needs. P3 has worked hard to signpost tenants to other support agencies and advocated on their behalf; in some cases, this was successful but in others, support was not available or oversubscribed. There has also been a level of confusion in P3's role amongst stakeholders and the wider community. This confusion has focused on a lack of understanding of what P3's role in this project is – in particular, how much support they are offering to tenants and what tenants are appropriate for these P3 properties. P3 is well known for offering supported housing, and support to people with a range of complex needs and this may have caused the confusion. P3 are keen to raise their profile locally and stakeholders agreed this was important, especially in clarifying their role as a landlord, not a supported housing provider, for this project.

Recommendations

We have proposed some detailed recommendations below but, in summary, P3's project impact could be strengthened by further developing its internal policies, raising its community profile, and potentially exploring further ways to support tenants.

Future evaluations

We have suggested a collection of measures to a) evaluate this project going forward without undue administrative impact on P3, and b) evaluate the wider community impact of this project and others which are focused on regenerating the South West ward.

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Context

West Lindsey District Council (WLDC) has a partnership with P3 to deliver the Gainsborough Housing and Support Project, the purpose of which is to develop a viable housing solution for Gainsborough with a focus on the South West ward. WLDC made an agreement with P3 - a grant funding agreement of £ 1 million, along with gifting 12 properties - on 31st March 2021. Alongside this investment from West Lindsey, P3 required additional social investment to raise capital to purchase and refurbish homes to a high standard. P3 committed to raising not less than £2 million from Social and Sustainable Capital (SASC) (a social investment fund) and not less than £2 million from a social investment provider. So far, P3 have used a £1.5m loan from Social and Sustainable Capital (SASC), which allowed them to fund 25 of the property purchases in 2022/23. P3 is now looking at strengthening its offer with more focus on applying for revenue grants to enhance its activities and services.

There is a considerable need to invest in housing within the ward. It is the 24th most deprived area of England and has notable issues around housing quality, empty homes, absent landlords, and social inequalities. The ward has a high proportion of privately rented properties (56.7% - 1,752 properties) compared to elsewhere in West Lindsey and nationally (19%) – in West Lindsey, the proportion of privately rented homes ranges from 9.7% in Sudbrooke and 33% in Scampton). In 2022, 45% of privately rented properties in the South West ward (792 properties) had serious hazards and 1074 properties were subject to ASB incidents. This equates to 613 ASB investigations per 1000 properties which is significantly higher than all other wards in WLDC¹.

There is also the perception that other local authorities were using Gainsborough to house some of their homeless residents due to the low housing costs, and therefore that many people living in the area were transient and could not put down roots.

WLDC is looking for this project to deliver the following for Gainsborough residents:

- Safe affordable, and quality housing
- A safer place to live
- Community stability
- A lifetime tenancy for the people of Gainsborough
- Improved outcomes for people who live within the homes and the broader community

¹ Metastreet Housing Report – West Lindsey District Council <https://www.west-lindsey.gov.uk/sites/default/files/2022-02/Metastreet%20Housing%20Report%20-%20West%20Lindsey%20District%20Council.pdf>

The outcomes that WLDC are seeking from this housing project are:

- Improved quality of housing stock within the South West ward of Gainsborough
- Tenure security
- Improved environment and street scene
- Improved community cohesion and community stability
- Delivery of additional outcomes, benefits and impacts as a result of improved housing

Developmental Theory of Change



P3 outlined their Theory of Change for this project in their original business plan in 2021 (left).

Figure 1: Theory of Change for P3 viable housing project

This report provides an initial evaluation of the project to:

- evidence of the successes of what the project has done so far;
- quantify that success wherever possible;
- set a baseline for measurement of future evaluation and impact for longer-term outcomes.

Methodology

We undertook this review in October-December 2023. We used a mixture of qualitative and quantitative approaches to evidence the impact of P3's housing project to date and to set a baseline for measurement of ongoing impact.

Background

1. Desk review

We reviewed the following documents to understand the background context and current performance:

- P3 business plan, annual report 22/23, WLDC funding agreement
- P3 Viable housing solution monitoring, property rents
- P3 policies
- Home Choice nominations to P3 properties
- Case study and quotes from P3 tenants and partners
- Data on ASB, housing enforcement, early presentation of waste cases
- Wider contextual strategies and reports from WLDC and Lincolnshire County Council
- National data sets from the Office for National Statistics (ONS) and Department for Levelling Up, Housing & Communities (DLUHC) and the Police

2. Stakeholder engagement

We spoke to or corresponded with the following people to understand perspectives on and experiences of P3 and their project:

- Cllr Young - Leader of the Council and Gainsborough South West ward member
- Cllr McGhee - Gainsborough South West ward member
- Sarah Elvin - Homes, Health, and Wellbeing Manager, WLDC
- Gemma Bukel, Deputy CEO, P3
- Hannah Kavanagh, Programme lead P3
- Charlotte Greenley, Service Development Manager, P3
- Shayleen Towns, Growth and Specials Project Officer, WLDC
- Andy Gray, Housing and Environmental Enforcement Manager, WLDC
- Barry Rooks, Together Initiative Lead, Voluntary Centre Services
- A P3 tenant via an introduction from P3

Measuring performance

We considered three areas when assessing the success and impact of P3's project:

- Property acquisitions against plan
- Tenant and community experience
- P3 outputs, as outlined in their business plan

1. Property purchases

One of the primary outputs required from the project is for P3 to acquire properties, in order to act as a high-quality, responsive and responsible private landlord.

In P3's business plan, they committed to the following outputs:

- 12 homes to be rented on an Intensive Housing Management² basis, with rents and service charges totalling £250/week in the first year.
- 100 homes to be rented at affordable rent levels (initially £95/week).

To measure progress against these goals, we used P3's monitoring sheet as our source which identifies properties acquired and associated dates.

2. Tenant and community experience

A critical area to understand the overall impact of this project is the experiences of tenants living in P3 properties under this project, as well as the wider impact on the South West ward. We used evidence from our discovery to identify any impacts on P3 tenants and the area.

3. P3 outputs

P3 outlined the anticipated outputs (i.e. services or results that contribute to achieving outcomes, goals, and long-term impacts) of the project and their associated outcomes (which for many are long-term goals or impacts) in their business plan - extract below.

In our evaluation, we focused on the listed outputs – considering measurements to confirm the outputs are being met, and/or reasons why they are not, for example, changes in the availability of housing stock. We also highlight other outputs or outcomes from the project so far, especially those experienced by tenants and/or the community.

² Intensive Housing Management – meaning a supported housing landlord providing additional services, differentiated from a general needs' landlord. The additional services are provided to ensure the ongoing viability of the tenancy with respect to the needs of the tenant.

Output	Outcome
The c110 homes will be let at affordable rent. The proposal is that 90% of the homes will be at around £95 per week (£411 per month). The other 10% will be let at an intensive housing management rate of around £250 per week (£1083 per month)	Affordable rent which undercuts private rental properties, leading to disruption of the current unsustainable market
The properties will be let on an assured tenancy basis	By providing lifetime tenancies, tenants will have a more stable living arrangement that supports the delivery of other positive life outcomes
The letting policy for the c110 homes will favour families and economically active couples	Establishment of a more stable community
Refurbishment of properties to meet decent homes standards	Improved quality of housing stock
Appropriate management of the housing stock by P3	Local management and support provided under appropriate social ethos
Retained revenue surplus will be reinvested locally	Increased investment in housing stock, sustainable tenancies and growth in social economy

Figure 2 Extract from P3 Business Plan – outputs and outcomes.

4. Future evaluations

Alongside P3's stated outputs, we have proposed an evaluation framework to assess the success of this project going forward. In addition to the project outputs, we reviewed the outcomes outlined by P3 and have proposed some potential data points for measuring the wider, longer-term impact of this project combined with other regeneration work in the South West ward and the wider Gainsborough area.

Findings

Property purchases

P3 are on schedule to acquire their property portfolio in the South West ward.

P3 proposed to purchase and refurbish c100 properties in Gainsborough over a 5–10-year period. In addition, WLDC agreed to transfer twelve properties. The funding agreement specified twenty properties were to be purchased in the first 2 years. The project was expected to have 110- 120 properties within the project portfolio within 10 years.

Property acquisition progress

In their initial business plan, P3 outlined the following plan concerning purchasing properties. (given that the project did not start until 2021, we have adjusted the chart to reflect a 12-month delay).

We have overlaid actual figures onto the original plan.  

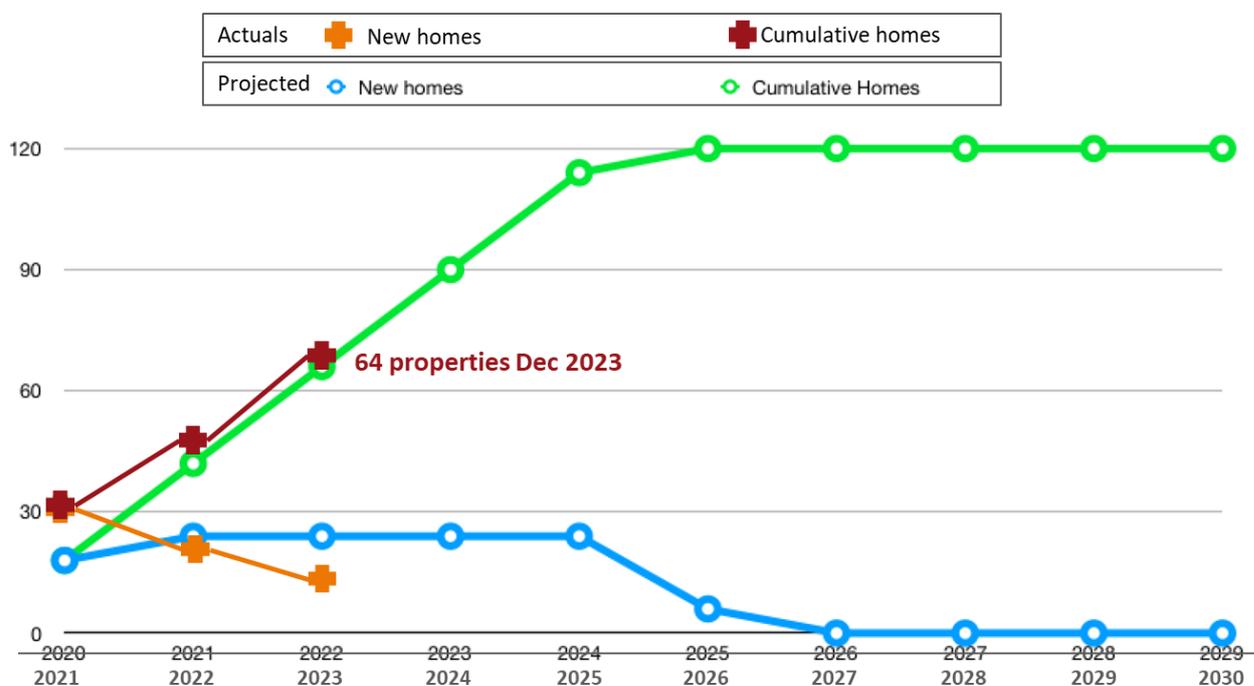


Figure 3: P3 business plan, with additions for actuals

In Dec 2023, 2.5 years after the project began, P3 had 64 properties, including the twelve transferred from WLDC. Some of these properties are sublets which have already or will gradually be transferred to P3 from HATS (four), Longhurst (one) and Northwood (four).

The project initially baselined property acquisitions around £50,000 per property - including purchase and conveyance averaging £34,000, and refurbishment costs averaging £16,000. The market changed after the pandemic with property prices soaring in the area which had an impact on both the number of properties P3 were able to purchase with the funding, alongside the actual ability to purchase properties due to availability.

The trajectory of acquisitions was not exactly as predicted, but it is clear that P3 are close to the more ambitious target in their original acquisition plan – that of purchasing all properties by 2026.

Alternatively, based on a 10-year period, P3 are well ahead of target: achieving this objective implies a target of 29 to 30 properties after 2.5 years.

We have mapped the purchases against a 10-year timeline below:



Figure 4: P3 purchases against 10-year projection.

P3’s Property Manager developed some excellent relationships with local estate agents and landlords, which P3 see as being fundamental to their successfully sourcing suitable properties. A £1.5m loan from Social and Sustainable Capital (SASC), allowed P3 to fund 25 of the property purchases in 2022/23.

A picture of P3’s properties and tenancies

P3 worked with WLDC to identify and purchase empty properties: 18 previously empty properties have been acquired, with four properties that had been empty for six months or more.

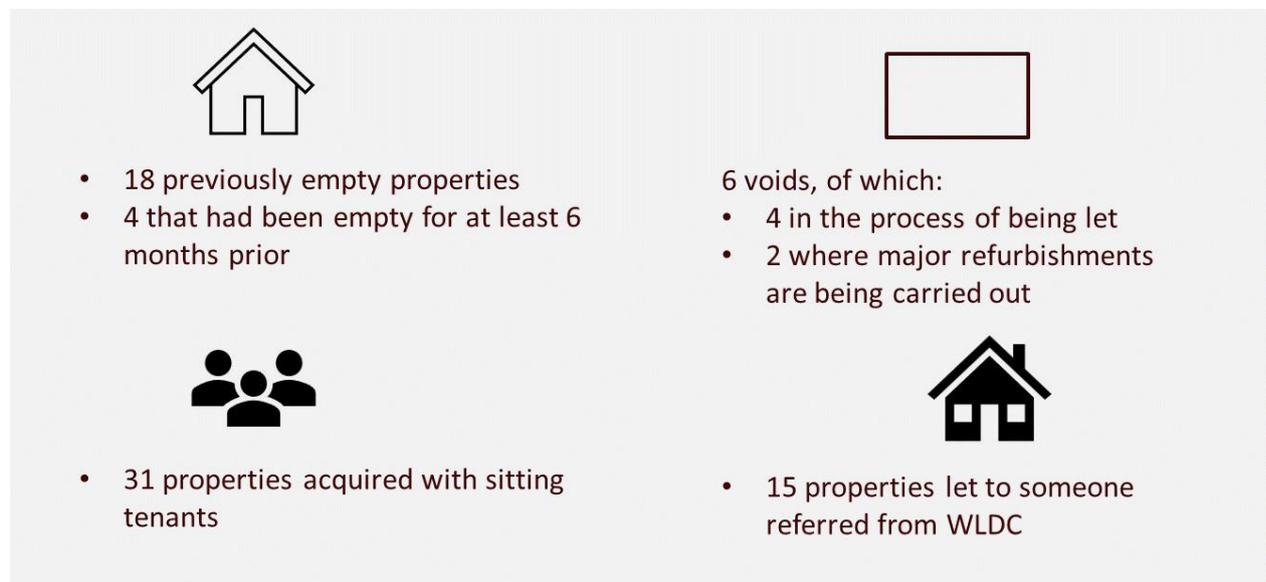


Figure 5: Infographic – P3’s properties – correct at Dec 2023

Fewer previously empty properties and more sitting tenants

This data demonstrates two related differences from what was originally envisioned for this project, and what has happened so far. P3 acquired:

1. A lower proportion of previously empty properties;
2. A greater proportion of properties with sitting tenants.

These differences were due to:

- the difficulty in acquiring empty properties – for example, legal issues and in some cases lack of information about current, absent owners of empty properties;
- greater availability of properties with sitting tenants.

P3 and external stakeholders highlighted the following positive consequences:

- more stability for tenants – which may contribute to increased community cohesion
- improved properties for existing tenants – in some cases P3 carried out significant refurbishment works to these acquired properties – sometimes internally transferring tenants to other properties since the work would cause significant disruption
- increasing the proportion of private tenanted properties which have a responsive and responsible landlord.

WLDC stakeholders acknowledged the well-understood difficulties in acquiring empty properties. They also noted their desire for P3 and others to continue to work to acquire them as they can cause many problems such as infestations, general property disrepair and anti-social behaviour.

P3 also noted that some of the properties were in a much worse condition than they were expecting and that this therefore had an impact on the investment required and the length of time those properties remained untenanted. For example, the void rate for October 2023 was 22.27% due in part to these long-term refurbishments. P3 expects the void rate to decrease soon as these refurbishments are completed; a reduction in voids is important to maintain financial viability.



Figure 6: Photos of refurbishment in progress

At this point (December 2023), P3 has decided to pause property purchases due to property price increases and the increase in borrowing rates. They will continue to assess the best time to resume purchasing properties. With a solid base of 64 properties in the South West ward, they can now focus on ongoing refurbishments, involvement in community activities and increasing engagement with existing tenants.

The housing market has seen a sharp increase in property prices over the last couple of years, along with the economic issues facing all and more recently the increasing interest rates and instability on mortgages. As a result of these factors, strategically it has been decided to pause the purchasing of any new properties and wait for the market/economy to stabilise. This will be reviewed regularly, and we have credit facilities open to us from a range of sources to continue the purchasing when the time is right.

Over this next year we'll be really focussing on the role we play within the community, developing opportunities and partnerships to support the regeneration of the South West ward and Gainsborough as a whole.

Figure 7: Extract from Gainsborough Viable Housing Project Annual Report 2022/23

Tenant, stakeholder, and community experiences

Tenants report excellent experiences with P3.

Stakeholders report positive impacts to the wider South West ward.

Partners report positive commitment and working relationships.

Tenant experiences

Much of the feedback from tenants relates to the poor quality and upkeep of their properties before P3 became their landlord. Jo Summers (P3) highlighted the quality of some of the acquired properties:

“Some living conditions were awful. One family had a plant growing in the conservatory. Another had no bathroom door because the gap wasn’t big enough.”

We have used tenant feedback shared with P3 and contacted another tenant to hear about their experiences. Overall, we have heard and seen extremely positive feedback from tenants.

To summarise, tenants found the following:

- P3 is a more supportive and involved landlord than previous experiences.
- P3’s staff are personable and get to know their tenants.
- P3 retains and/or refurbishes properties to a high standard.

Selected comments and stories are shared below, and all names have been changed*.

“Seriously, I know I didn’t make it easy, but I couldn’t have got myself my own place without your [P3’s] help”.

“It’s just amazing what they’ve actually done, they’ve [P3] actually supported us”.

“We do have money issues, but they [P3] help us to sort that out”.

“Life before P3 was miserable”.

“We have lived in our P3 home since August this year. It’s feeling like home now, after being in temporary accommodation for 5 months! Nothing but good experience with P3 – always contactable, and they respond to queries or any questions I’ve had. Everything fully explained when I signed my tenancy agreement. And maintenance in the house is done efficiently too. I would highly recommend them as a landlord”

Extracts from Vivian's* story

I remember the landlord I had before P3. We were getting evicted, and that's when I moved in here with Mum, she lived with me at that point because she didn't have anywhere else to go.

The property had untreated wooden doors at the front and back. They were cold and not safe – you could hear the wind coming through and you could see daylight under the door and people walking past. My cat used to sit there watching people go by.

There were holes in the walls and the landlord had just put boxes of sanitary towels in to fill them up. I kept telling them and they kept ignoring me, because they only cared about getting the rent.

There was no flooring, no carpet, and no lino, just the slats they built on, bare and untreated. I lived like that for a couple of years. They never cared about safety or anything like that.

I've been living in this house since October 2016, but I didn't find out P3 had acquired the property until Rachel came and knocked on the door and told me! I said it was OK. I felt a bit nervous because I have depression and anxiety, and I wasn't expecting anyone to just pop round and say they were the new landlord! But the meeting went really well. Rachel and I got a connection together ... I really connected with her. It felt so good after a landlord who treated me like I wasn't there.

And Rachel was not happy when she looked around the flat!

She said: "They left you like this?"

I said: "Yeah."

She said: "We'll get on to it." And P3 did.

P3 got measurements for the front and back door, and it took about a month for the doors to be done and put in. I felt so much safer. Then the floors got sorted. My flat is a bit of a mess at the moment, but I'm getting on top of that.

My anxiety and depression aren't so up in the air. The doctor has put me on different tablets and that helps me with my mood, but it's also living in a safe place where you don't have to worry about unsafe wooden doors and things that need to be done getting done ...

I'm feeling a lot better these days, and I'm really excited about getting a new kitchen! It's going to look so nice. I really like cooking. If I were still with my old landlord, if I'm honest, I don't think I'd still be alive. It was that bad.

Extracts from Marian's* story

Marian in Gainsborough had lived in her home for five years with her children – but the house plant growing through her water-damaged lean-to conservatory was just one issue. Her front door was rotten and could be kicked in, a hob on her cooker didn't work and a window in her son's bedroom didn't open, so the room was stifling in summer.

Her landlord had promised to fix the problems but never did.

Marian only found out her home had been sold when Rachel (Rachel Hampton previously Neighbourhood Manager in Gainsborough) visited her. She was surprised, but even more so when she saw that her new landlord cared about the state of her home and got the P3 Maintenance team over to undertake the necessary repairs. They even fixed a wonky cupboard!

"She was beside herself," Rachel said. "She was saying, 'You've done what you've said you were going to do.' She was quite overwhelmed with the fact that we had just said, that needs fixing, bang and we'd just gone in and done it.

"I think that makes the difference. We've listened and we've said, OK, this is what we can do, this is what we can't do. Some is your responsibility, some is our responsibility, but this is your home and P3 and I want you to be comfortable in it."

The lean-to, with its unwelcome plant, had previously been a dumping ground for Marian, but now she plans to obtain furniture for it and use it for pleasure.

Extracts from Liam's* story

Liam* considers the Gainsborough project a lifesaver. A passionate craftsman, cook and gardener, he spent six years getting the garden exactly as he liked it, with a worm composter, greenhouse, rain butt and more. He intended never to move again.

So, when he got a call saying he was going to have to vacate his property, his blood pressure—for which he was already on medication—went dangerously high. "I was almost fainting when it happened," he said. "My blood pressure goes up just thinking about it."

But within days, a letter came through the door from P3, letting him know that he had a new landlord, and he would not need to leave. "It was like P3 came to my rescue. The letter told me not to worry, gave me Rachel's contact details and asked me to let her know when she could visit me."

Liam's home had been in decent condition, but a damaged fence has now been properly repaired. "I've never had a landlord that's so caring," he said. "Normally you're lucky to hear from your landlord once a year. They really are amazing."

Extracts from Kathy's* story

Kathy and her children moved to a P3 property after Kathy split up with her partner. He and his family harassed them relentlessly – breaking windows and attacking her car, leaving her daughters terrified... "My ex-partner was supposed to pay the rent, and I got into bad rent arrears," Kathy recalled. "I thought rent was being paid and it wasn't, but the house was in my name. So being rehoused was very hard. I couldn't get a guarantor. It was an absolute nightmare."

They initially stayed with family, but there wasn't enough space. However, Kathy contacted P3 after hearing about us from a friend – and after a few weeks, there was somewhere for them.

"Rachel was brilliant. She did pretty much all the admin work for moving in, helped with setting up my rent and picked up a sofa for me. And I just love the place. It's modern, the kids love it and have made friends on the street and the neighbours are lovely.

"In my previous flat it was so hard to get hold of someone if you needed something and then they'd take weeks to come out, but if I contact Rachel, she's sorting it out within a couple of days.

"I don't know what would have happened if we'd stayed in our old place."

Stakeholders

Stakeholders highlighted several positive aspects of the P3 project – the quality of refurbishments, impact on the street scene, P3 as a landlord and their involvement with the community. WLDC and other partners also stressed the availability and approachability of P3 as a partner.

P3's background in providing support to people with complex needs was highlighted by many stakeholders as being key to the success of this project. Whilst the focus of this project is on being a quality landlord, this wider understanding of support structures enables sensitivity and better signposting.

Street scene impact

In their business plan, P3 committed to "an examination of how street scene and open spaces can be improved."

Stakeholders highlighted the impact of P3 refurbishments to properties in particular. For example, in streets where P3 have acquired several properties, the difference to the street is visible due to the refurbishment work P3 have carried out. We heard that this is then having an influence on other residents in those streets and that the general upkeep of properties is improving.



Figure 8: Example of high-quality refurbishment in P3 property

P3's reputation as a landlord

As can be seen from the tenant quotes and stories, P3 has made a significant positive impact on many of their tenants' lives. Two stakeholders suggested that the best feedback was that residents in the South West ward who have private landlords other than P3 have asked whether P3 can purchase their property as they have seen the visible difference it makes.

P3 did mention that, for some tenants, the level of involvement from P3 is not expected and some tenants have taken some time to get used to things like regular (pre-arranged) visits. This was often due to years of lack of trust between tenants and their previous landlords – P3 has sought to proactively develop trust with their tenants and respond to their concerns.

That said, all stakeholders also acknowledged that the positive reputation of P3 is not consistent across all residents of the South West ward. One stakeholder mentioned that some residents of the South West ward had highlighted concerns about potentially having

new neighbours who are P3 tenants. Stakeholders believe that this concern is probably based on two things:

- Knowledge of the other projects that P3 run where they support people with a range of complex needs;
- Experiences of a very small number of tenants - whom P3 inherited through a purchase with sitting tenants – who have been visibly disruptive.

P3 is working hard to signpost any tenants who need additional support and stakeholders are hopeful that through P3's community involvement and their appropriate signposting for tenants, a greater understanding of their role as a responsive private landlord will spread across the ward. One stakeholder suggested that arrangements for support and signposting could have been 'tighter' to minimise these impacts and that non-P3 residents have not been sure how to raise issues around P3 tenants.

P3 agree that there has been some ambiguity around what the project offers (and what it does not provide). More involvement and communication with the wider community as a whole is planned for the next phase of this project.

Community involvement

Stakeholders stressed P3's commitment to working with WLDC and other organisations and agencies working to regenerate the South West ward. A critical area raised by stakeholders was the need for the South West ward voice to be developed and strengthened – partners see P3 as a key part of this. P3's Service Development Officer (Charlotte Greenley) joins the monthly walkabouts organised by VCS as part of the [Together](#) initiative which sees many organisations coming together with the goal of improving the area for the residents but crucially, involving the residents in doing so. This is a great opportunity to give tenants a voice with other agencies, to speak to all residents about community events, to connect with partner agencies and for P3 to understand how they can signpost tenants to services that can support them. The local police, representatives from WLDC and VCS and some other community groups also participate in the walkabouts – this enables P3 to continue their excellent working relationship with the local policing team, wellbeing services, community groups and statutory services which helps to address issues within the community, tackling anti-social behaviour and crime and helping to keep people safe. Through this partnership approach, P3 has been able to identify appropriate services to support tenants with a variety of needs, including access to support, advice, food, and funding.

P3 see themselves as embedded in the community and are seeking to further embed – for example, they are looking for an office space in the South West ward which could potentially offer some form of community hub. P3 has helped to deliver regular community events – both through financial support and practical support such as providing staff to run activities at the events or providing a DJ - and is committed to doing so in the future.

“The community events have been a huge success and welcomed by local residents. There were over 300 visitors to the Christmas event in 2022, with input and support from local stakeholders. This has helped to foster positive relationships between residents and the local police, as well as bringing the community together to have some fun, providing a platform for feedback about their community and issues important to them. A number of tenants have also taken up volunteering at a local community group, which is wonderful to see!”

P3 staff member

Charlotte is personally committed to being a visible member of the community and encourages people to get involved in improving their area – for example, she shows residents how to report issues via ‘Fix My Street.’ One stakeholder described P3 as “the eyes and ears” on the street.

Gemma Bukel, DCEO of P3 sits on the [Together](#) steering group and is an involved board member of the Gainsborough Local Access Board (GLAP). P3 is also part of the discussions about the Anglian Water site and Scouts Hill.

Using local contractors

P3 always support local employment, for example for property refurbishments, whenever they can – they have developed their local contractor list which then supports more local businesses and employers.

Partners

P3 have positioned themselves to work collaboratively with other agencies working in the South West ward. They highlighted that they work well with Acis – a provider of social housing in West Lindsey – for example, organising some property swaps. Partner organisations said that P3 have a strong reputation in the area.

The following are comments on P3’s project from partner organisations:

“SASC is so impressed with the work our investee P3 is doing in the South West ward of Gainsborough. We recently visited the area and noted the scale of absent landlord issues and saw firsthand how P3's presence and support in the area improves people’s lives.

It was clear to see the positive impact and change P3 are creating for the people in Gainsborough. P3 have refurbished properties to a high standard, providing safe and stable homes for those in need. We are proud to support a fantastic organisation like P3!”

Social and Sustainable Capital

“P3 have been very involved and supportive of the community projects in the South West ward. They have been a crucial part of the community events team and the P3 staff have attended and helped out at all the events we have run. Rachel (previous Neighbourhood Manager) is popular among residents and other organisations and is well-known and regarded. Her support and involvement go beyond housing-related concerns and shows that she, and P3, are passionate about supporting and improving the health and wellbeing of the wider community.”

Safer Streets Community Development Project representative

P3 outputs

The table below lists outputs in P3’s business plan and our assessment of whether the output has been met:

P3 Outputs	Output met
The c110 homes will be let at affordable rent. The proposal is that 90% of the homes will be at around £95 per week. The other 10% will be let at an intensive housing management rate of around £250 per week	Yes
The properties will be let on an assured tenancy basis	Yes
The letting policy for the c110 homes will favour families and economically active couples	Lettings policy agreed – amendment to original priority households agreed and affordability assessment undertaken
Refurbishment of properties to meet Decent Homes standards	Yes
Appropriate management of the housing stock by P3	Yes
Retained revenue surplus will be reinvested locally	N/A no revenue surplus yet. Staff posts funded as part of project

1. Affordable rent

Stated output	Output met?
The c110 homes will be let at affordable rent. The proposal is that 90% of the homes will be at around £95 per week. The other 10% will be let at an intensive housing management rate of around £250 per week	Yes

Evidence

“Affordable rents are to be in line with market rate.” P3 Lettings policy

Definition of affordable rent

We have used the definition of affordable housing for Registered Providers (RP) even though in this case the project is delivered through P3 Charity, not their RP - P3 Housing. For Registered Providers, affordable housing for rent must meet all of the following conditions:

- (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, Chapter 3 or is at least 20% below local market rents (including service charges where applicable);
- [(b) the landlord is a registered provider]
- (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision.

The rent for housing designated as affordable, inclusive of service charges, should not surpass 80% of the gross market rent. The term 'gross market rent' refers to the rent, encompassing any applicable service charges, that the accommodation could reasonably command in the private rented sector. Factors such as property size, location type, and service provision must be considered when determining the potential gross market rent a property might attain in the private rented sector.

Properties provided by Registered Providers are not subject to the Local Housing Allowance. Nevertheless, providers should take into account the local market context, including the relevant Local Housing Allowance for the Broad Rental Market Area in which the property is situated, when establishing affordable rents.

An affordable rent should not fall below the potential formula (social) rent for the property. In cases where the rent would otherwise be lower than the formula rent, the formula rent establishes a minimum threshold for the rent to be imposed.

Review of the Gainsborough Context

	Local Formula rents (social rents) in 2022	Local Housing Allowance	Average Market Rent	80% market rent	P3 rents (averages)
1 bed	£81.38	£97.81	£109.15	£87.32	No 1 beds
2 bed		£117.37	£120.23	£96.00	£95.77
3 bed		£132.33	£140.30	£112.00	£100.97
4 bed		£172.60	No data	No data	£116.92

Figure 9: Affordable rents analysis - Gainsborough

Summary

Analysis shows that P3 affordable rents meet the criteria outlined above:

- They do not exceed 80% of current market rents
- They do not exceed average formula rents (2022)
- They are within the LHA rates for the broad rental market area.

Note on affordable rent definition

P3 agreed to set rent at affordable rates (not the 20% affordable rate as outlined above, but 'low rents').

The following rent amounts were agreed at the start of the project. Where in situ tenants were below these rates, staged increases were communicated to bring them up to these rents over time:

	P3 proposed rents (monthly)	P3 proposed rents (weekly)
1 bed	£410	£94
2 bed	£425	£98
3 bed	£450	£104
4 bed	£500	£115

Since setting these rents, the housing market has changed drastically, therefore P3 are working towards bringing all rents in line with current Local Housing Allowance rates.

Additional note

In their business plan, P3 proposed that 90% of the homes would be let at affordable rents and that the other 10% would be let at an intensive housing management rate. The intensive housing management rate is provided for tenants who require support from their landlord to manage and sustain their tenancy.

No P3 homes have been let for intensive housing management at this point. P3 plans to consider whether now is the right time to pursue offering intensive housing management to appropriate individuals in some of their properties.

2. Assured tenancies

Stated output	Output met?
The properties will be let on an assured tenancy basis	Yes

Evidence

P3 confirmed that all tenants are given an assured shorthold tenancy with an initial term of 6 months. Once the initial fixed term has ended, it becomes a periodic tenancy which rolls from month to month.

“Tenants will be offered a 6-month starter tenancy. If managed satisfactorily after this time, this will then be rolled on to a longer-term tenancy.” Lettings Policy

GRANT OF THE TENANCY

The Landlord lets the Property to the Tenant for the Term
This agreement creates an **assured shorthold tenancy** under Part 1 of Chapter 2 of the Housing Act 1988.

Figure 10: Extract from P3 Assured Shorthold Tenancy Agreement

Summary

The aim of this output is that more sustainable tenancies are built up, which can bring more stability and may lead to benefits such as greater community cohesion. We have therefore looked at tenancy sustainment in relation to this output.

This output was of particular importance since the DLUHC Initial assessments of statutory homelessness duties data³ identified that “Termination of Assured Shorthand Tenancy” was the top reason for homelessness (prevention) in West Lindsey in 2022/23 and 2021/22.

P3’s offer of long-term tenancies will support a reduction in the termination of tenancies.

In Dec 2023:

- 31 of the 64 properties let by P3 have had tenancies longer than 6 months – of these, 8 tenancies began less than 6 months ago.
- Excluding these new tenancies and vacant properties, this means over 60% of tenancies have been extended past the initial 6 months.
- Where tenancies have ended, the reasons have been either:
 - moved to larger private rented property, or
 - moved out of the area for this project
- No tenants have been evicted
- P3 currently have 7 tenants who are under notice and P3 are trying to work with them.

To explore this measure in more detail, we have proposed some measures for P3 tenancy sustainment and length of tenancies in their regular evaluations.

³ DLUHC Tables on homelessness - Detailed local authority level tables
<https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

3. Preferred tenants

Stated output	Output met?
The letting policy for the c110 homes will favour families and economically active couples	Lettings policy agreed – amendment to original priority households agreed and affordability assessment undertaken

Summary

When developing the lettings policy, this output was deemed to discriminate against non-economically active people and therefore an affordability assessment was included to ensure the affordability of the property no matter the source of income. Some further thinking should be done to consider what the critical measure of success is in terms of allocations. Further discussion is made in the future evaluation and monitoring section below.

Evidence

The primary difference between what was planned and what has happened is the number of properties acquired which had sitting tenants (60%) or were sublets (20%). Therefore, there have been fewer new tenants allocated via Home Choices allocations and P3 lettings policy.

We reviewed the P3's lettings policy, agreed by WLDC for the allocations of the properties in this project.

The P3 letting's policy outlines eligibility:

"For an applicant to be considered for a property within the scheme they must meet the following criteria:

- Have a local connection to West Lindsey i.e.
 - Lived within West Lindsey for more than 6 months
 - Employed within the West Lindsey area
 - Confirmed access to children under 16 in the West Lindsey area where it is safe to continue access for the children, ex-partner and applicant.
 - Family consisting of siblings, parents, grandparents who have lived in West Lindsey for more than 12 month
- Pass an affordability check. An affordability check will consist of an income and expenditure assessment.
- This will also include two people not in the same household who want to live together as two separate households."

Alongside the above eligibility criteria, notes are included around considerations of a person with a prior arson conviction.

The allocations policy outcome has the following priorities:

- Households who are unable to apply for a property type on West Lindsey Home Choice due to their household size i.e. a single person with access to a child could not apply for a 2 bedroom house.
- Households where WLDC owe a prevention or relief homelessness duty with 1 child or more who are unintentionally homeless.
- Moving to West Lindsey to improve access to current permanent employment or fixed term contract.
- Households experiencing financial difficulties that could be alleviated by moving.
- Households who do not meet the criteria for WLDC Home Choice for other reasons.
- Household member with an urgent and permanent medical condition, unable to continue to reside in current home.
- Households currently occupying 'Making Gains' supported accommodation with a positive notice to move on to more independent living.
- Households with poor current property condition/level of disrepair not caused by wilful damage or neglect where the landlord is unable to make the necessary repairs. This must have been registered with WLDC Housing Standards.
- Households needing to provide support to another member of their family within West Lindsey but are unable to do so from their current accommodation.
- If there are multiple applicants with the same level of priority according to the above criteria for the same property the successful applicant will be decided on the following:
 - If the applicant and household will not under or over-occupy the property.
 - The applicant's threat of homelessness
- People aren't excluded from bidding if they have had rent arrears

When the project was initially developed, it was expected that this project might attract a different cohort of tenants – e.g. people who would normally seek property in the privately rented sector rather than via Home Choices. However, since there have not been large numbers of properties available to be advertised at one time (in part because of the number of properties acquired with sitting tenants), in practice, P3 properties have mainly been allocated to people who are homeless, or at risk of homelessness – i.e. the same cohort of people Home Choices usually work with. This was not necessarily seen by any stakeholder as a negative, merely different from what was expected on initiation.

Although there has not been a high number of bids on P3's properties (this is likely to be due to location and the property type (terraced, no garden)), there have always been sufficient

nominations and all of the properties available for new tenants have been supplied by WLDC (15) apart from one.

For this output, we suggest a change in the measure that aligns with priorities and is measurable as an outcome rather than the content of the policy. We propose alternatives in the future monitoring and evaluation section below.

4. Property refurbishment

Stated output	Output met?
Refurbishment of properties to meet Decent Homes standards	Yes

Summary

P3 confirmed that all lettable properties meet the standard, with any void properties currently undergoing work to achieve this.

Evidence

Decent Homes Standard definition:

For a dwelling to be considered 'decent' under the Decent Homes Standard, it must:

- meet the statutory minimum standard for housing (the Housing Health and Safety Rating System, since April 2006), homes which contain a Category 1 hazard under the HHSRS are considered non-decent
- provide a reasonable degree of thermal comfort
- be in a reasonable state of repair
- have reasonably modern facilities and services

Figure 11: Decent Homes Standard⁴

As outlined previously, there are particular ongoing problems with low-quality and/or hazardous private rented properties in the South West ward.

There was a Selective Licensing scheme for Private Rented Sector (PRS) properties in a selected part of the South West ward from March 2016 to 2021 based on the evidence showing high levels of anti-social behaviour and other issues related to the PRS. The scheme was not renewed after five years but when it was in place, 88 Category 1 hazards were

⁴ <https://www.gov.uk/government/statistics/english-housing-survey-local-authority-housing-stock-condition-modelling-2019/english-housing-survey-local-authority-housing-stock-condition-modelling-2019>

removed as compared to 77 across the rest of West Lindsey. By 2022, 45% of privately rented properties in the South West ward (792 properties) had serious hazards.

Another related measure is the average open housing disrepair cases since 2017/18 which are shown below:

Year	17/18	18/19	19/20	20/21	21/22	22/23	23/24 (to Nov 24)
Average open housing disrepair cases	64	34	29	16	12	16	19
	Selective licensing period						

Figure 12: Open housing disrepair cases (WLDC Housing and Environmental Enforcement)

5. Appropriate management of housing stock

Stated output	Output met?
Appropriate management of the housing stock by P3	Yes

Summary

We have seen and heard positive comments about P3's housing management. P3 have the basic policies and procedures in place. They are working on creating bespoke versions of policies for this project which will strengthen their approach.

Evidence

The properties in the scheme are not regulated by the [Regulator of Social Housing](#), as they are managed by the charity arm of P3. However, we have assessed standards against the basic standards all private landlords must adhere to, good practice guidance from the regulator where it is relevant and useful.

No	Area	Assessment
1	Contractual	
1.1	Rents and Service Charge Collection <ul style="list-style-type: none"> Clear information is provided to residents on how their rent and service charges are set. Housing staff assist residents with managing rental payments and rent arrears where needed. 	Clear information on rent. Rent management procedure bespoke for this project is in development.

1.2	<p>Allocation & Letting of Properties</p> <ul style="list-style-type: none"> • Homes should be let in a fair, transparent, and efficient way taking into account the housing needs and aspirations of tenants and potential tenants and contributing to the local authorities' strategic housing function. • There should be clear application, decision-making and appeals processes. • At sign-up prospective residents are provided with an information pack including information on all rents and service charges, including notice periods for increases, and procedures for complaints and redress and dispute resolution. • Information is in plain English, and translation/support is available for those who need it. • P3 should minimise the time that properties are empty between each letting 	<p>Lettings & Nomination Policy in place - it is clear how eligibility is assessed.</p> <p>Equalities information can be collected.</p> <p>Follow-up visits and sign-up support are in place.</p> <p>Information is provided to tenants at sign-up but does not include notice periods for rent increases, procedures for complaints or redress and dispute resolution.</p> <p>Void management policy is in place</p>
1.3	<p>Tenancy Management</p> <ul style="list-style-type: none"> • Tenancy Agreements are fair and transparent. • All residents are helped by housing staff to understand their rights and responsibilities under the tenancy. • Residents are considerate of neighbours – external areas are kept clean and safe, and measures are in place to prevent and manage any anti-social behaviour. All tenants can easily report ASB. • There are clear procedures which set out the circumstances when the person can be moved on e.g. if their needs change. • There are services that will support tenants to maintain their tenancy and prevent unnecessary evictions. • There should be clear procedures on how a tenant may appeal against the decision not 	<p>Starter Assured Shorthold Tenancies are supplied.</p> <p>ASB and eviction policies for bespoke for this project are in development.</p>

	to grant another tenancy on the expiry of the fixed term.	
1.4	<p>Repairs & Management</p> <ul style="list-style-type: none"> • The buildings comply with local council standards or other statutory building and fire safety regulations and any other relevant wider applicable housing legislation. • There are clear procedures and processes to address non-routine or emergency repairs. • Repairs are dealt with promptly. • There are clear void management procedures including a void standard. • There are policies and procedures in place for risks including electrical safety and emergency planning. • There is a preventative maintenance and repair programme and schedule with regular inspections to check building and equipment conditions and to ensure repairs and servicing take place. 	<p>P3 does not have a repairs policy or procedure.</p> <p>Assume all properties are compliant with housing legislation.</p> <p>Properties are inspected every 6 months.</p> <p>All properties have been refurbished as they have been taken on or had new kitchens and bathrooms etc in line with the Decent Homes Standard. Now that they meet this, any future planned works would be in line with this and form part of the cyclical planned works programme.</p>
2	Social	
2.1	<p>Meeting housing need</p> <ul style="list-style-type: none"> • Housing is accessible, suitably located, appropriate and suitable to meet the needs of residents, including health, care, and support needs. 	<p>This is in place – housing is sourced locally to meet housing needs working in partnership with West Lindsey DC.</p>
2.2	<p>Engagement</p> <ul style="list-style-type: none"> • Clear, simple, and accessible complaints and redress procedures are in place. • Staff actively seek resident feedback on the housing and housing services. • Tenants have opportunities to be more effectively involved for example in resident engagement groups or boards 	<p>Complaints and complements policy is clear</p>

2.3	Diversity & Equality <ul style="list-style-type: none"> • Treat all tenants with fairness and respect. • Demonstrate an understanding of the different needs of their tenants, including concerning the equality strands and tenants with additional support needs. 	Equality and diversity policy document is clear and P3's overall approach and ethos demonstrate an understanding of different needs.
2.4	Community development & regeneration <ul style="list-style-type: none"> • P3 co-operates with local partnership arrangements and strategic housing functions of local authorities 	This is in place
2.5	Customer Services <ul style="list-style-type: none"> • Clear information on how tenants can access services. • An explanation of the standards of housing services their tenants can expect. 	This is in place via service standards (below) including information provided to tenants

P3 Service Standards are in place and cover:

- Provision of information about the property, tenancy rights and obligations, services provided by P3 Charity and those available locally.
- Accompanied viewings.
- A comprehensive sign-up process.
- A follow-up visit within 1-6 weeks of moving in.
- A named point of contact from P3 Charity for new tenants.
- Timely property inspections at least every 6 months.

6. Retained revenue reinvested

Stated output	Output met?
Retained revenue surplus will be reinvested locally	N/A No revenue surplus as yet. Staff posts funded as part of project

Summary

P3 has informed us that due to increased costs from property prices and financing and refurbishment costs, there has not yet been a revenue surplus. All rental income has been invested in staff posts based in Gainsborough working with tenants and the wider community, and improvements and refurbishments to the purchased properties. For P3, this project has a deficit. They hope there will be a small surplus to be reinvested next financial year.

Evidence

The projected cost of the project is £5 million. Funding has come from a grant from WLDC and external investment. P3 outlines that any surplus will be reinvested locally and some ways in which they suggested this could be done were:

- To purchase further properties
- Improve local infrastructure,
- Invest in the local area.

P3 committed that “Where surplus arises, the local community will be consulted to generate ideas around improvements. We anticipate investment could take the form of creating or improving communal spaces, developing community hubs/buildings, or investing in infrastructure to bring in additional finance via grants and social investment.”

P3 informed us that rental income has been invested in the following:

- ‘Staff posts’ based in Gainsborough working with tenants and the wider community, - staff salaries and associated costs
- improvements and refurbishments to the purchased properties

There has been no revenue surplus due to market factors that were not anticipated: in particular, since Covid, the price of materials and availability of tradespeople have been challenging and have had an effect on the project. This has had two impacts:

- Increased costs
- Lower rental income, due to having more voids for longer, meant lower rental income than expected – this is calculated as a loss of £56K to date.

Unfortunately, this has resulted in an overall deficit for the project of £293k to date:

This includes:

- Management charges £44,000 – covering senior managers, H&S, finance, payroll, HR, property purchase
- Maintenance charge of £105,000 – covering Gainsborough properties for the cost of maintenance people to look after the properties, goods and labour.

- Staff salary costs £103,000 (Neighbourhood Manager as was and now Service Development Manager) including on-costs

P3 states that all projects have a separate project code, reported on separately – including a management charge that covers senior managers, H&S, finance, payroll, HR, property purchase and a maintenance charge that is directly for Gainsborough and covers the cost of maintenance people to look after the properties, goods and labour.

P3 is currently investing the deficit out of reserves and all costs are focused on Gainsborough, with only a small amount as management charge to service the project. The project is still developing and is in the early stages of the long-term plan: P3 are committed to the service and has internal approval to cover this deficit.

P3 forecasted rent at full capacity for 24/25 is £372,000 which shows a small surplus - whereas the forecast rent for 23/24 is only £195,000. Any surplus from 24/25 will be reinvested back into the properties and the people supporting this project.

Conclusion

Positive impact

P3's Gainsborough Housing and Support project is operating in an area of need, where P3 and WLDC along with partners are working to make a difference. There are many upcoming changes for Gainsborough as a whole, not least the proposed 47% increase in the number of homes outlined in the Central Lincolnshire Local Plan. The South West ward is in the 4% most deprived areas in the country (no. 24 most deprived).

From our analysis of relevant documents alongside stakeholder views and tenant experiences, it is clear that P3's project is making progress and having a positive impact on the area.

Key findings are as follows:

- P3 are **on schedule to acquire their property portfolio** in the South West ward and have 64 properties to date. Whether this continues will depend on when P3 decide to begin purchasing properties again, once they feel market conditions are more appropriate;
- P3 has **acquired 18 previously empty properties**, with four properties that had been empty for six months or more;
- P3 use local contractors and businesses whenever possible, so are **bringing additional income** into the area;
- Tenants report excellent experiences with P3, especially in terms of **being responsive and ensuring their property is safe and hazard-free**;
- Stakeholders report positive impacts to the wider South West ward including **improved street scene** where there is a cluster of P3-owned houses;
- Partners report on P3's positive commitment to the South West ward and working with partner agencies and WLDC to **benefit the local community**;

Expanding P3's impact

When we spoke to stakeholders, we asked them what more they felt P3 could be doing, or what would make even more impact. Stakeholders highlighted the following:

- More activities to **strengthen tenants' and residents' voices** – one idea given was to initiate and potentially facilitate a group for tenants to share feedback and their views;
- More opportunities to **promote community cohesion** such as focused street-based community development;

- More promotion of this housing project to **increase understanding of P3's project-specific role** across the community as a whole;
- Closer engagement, including how P3 can use **and facilitate the use of community assets**;
- An understanding of their plan in relation to **property acquisitions**.

Challenges

P3 and this project's stakeholders have a clear understanding of the challenges that P3 have faced with this project, and these are addressed below:

Increasing costs of property in the South West ward

The housing market has seen an increase in property prices in the South West ward from £30-35k at the start of the project, to £75-80k now; This meant that P3's capital investment did not stretch as far as they had initially anticipated. This was combined with a competitive purchasing market with some other investors aggressively purchasing properties within the area. P3's Property Manager developed some excellent relationships with local estate agents and landlords, which P3 see as being fundamental to their successfully sourcing suitable properties.

Increased cost and duration of refurbishment work

As is the case across the market, there is tight availability of contractors and increasing costs of materials meaning that both the costs and the timeline for extensive refurbishments were and will be higher than initially projected.

Level of work needed in properties.

P3 noted that some of the properties were in a much worse condition than they were expecting. This therefore impacted the investment required and extended the time some properties remained untenanted. This, combined with the point above, has resulted in higher void costs.

Difficulty purchasing empty properties.

P3 worked with WLDC to identify and purchase empty properties. P3 found more difficulties acquiring empty properties than expected. Some problems were legal issues and in some cases a lack of information about current, absent owners of empty properties. WLDC stakeholders acknowledged the well-understood difficulties in acquiring empty properties. They also noted their desire for P3 and others to continue to work to acquire them as they can cause many problems such as infestations, general property disrepair and attract anti-social behaviour.

More properties with sitting tenants

31 properties were acquired with sitting tenants, many of whose properties were in a very poor state of repair. P3 purchasing their property has had some positive impacts on tenants,

including providing more stability for them. A few of the sitting tenants were found to have high levels of support needs which have required intensive interventions from P3, which was not anticipated in the original design of the project. P3 has worked hard to signpost tenants to other support agencies and advocated on their behalf, in some cases this was successful but in others, support was not available or oversubscribed.

Confusion about P3's role

P3 and stakeholders agreed that there had been some confusion about what P3's role is in this project. P3 is well known in West Lindsey and beyond for the support that they provide to people with complex needs. This combined with some of the sitting tenants having a range of complex needs led some people to misunderstand P3's role as being more than a responsive and high-quality private landlord. As the project develops, P3 and their stakeholders are hopeful that there is more clarity about P3's role and that they can continue to succeed from a positive starting point.

Given these challenges, stakeholders are pleased with what has been achieved in these first years of the project.

Recommendations

1. To strengthen delivery

R1. Further develop bespoke policies

P3 acknowledged that this pause in property purchases is a good time to consolidate the work they are doing and are planning to do some work to tweak their existing policies to be specific for this project. We suggest that expanding some of the policy documentation as below would be useful as part of this consolidation:

- Add the following to the sign-up information for tenancies: notice periods for rent increases, procedures for complaints or redress and dispute resolution.
- Add an appeals procedure to the Lettings policy.
- Make Starter Assured Shorthold Tenancies clearer/plainer English – see model agreement from HM Government⁵.
- Develop rent management procedures, ASB and eviction policies bespoke for this project.
- Develop a repairs policy or procedure.

R2. Increase P3's profile locally.

This is something P3 have already committed to doing during this pause in property purchases. P3 are well placed and have already demonstrated their desire to continue to contribute to the community. If they can find an appropriate office space in the South West ward (as they are seeking to do) then this will be helpful. P3 are also keen to remain part of the community events, until the point where the community themselves are ready to take over more of this activity. They would also like to explore the possibility of using community space for things like a homework club and supporting families with children in the longer term. In particular, it will be important for P3 to communicate their specific role as a landlord for this project so that people have a clearer understanding.

R3. Consider more around prevention and/or additional support.

Through conversations with WLDC around a tenant who is persistently exhibiting anti-social behaviour, P3 are interested in exploring what more they can do to support people. For example, they intend to consider whether now is the right time to pursue offering intensive housing management in some of their properties. They are also exploring a potential hardship fund which could be used for large purchases such as white goods.

⁵ <https://www.gov.uk/government/publications/model-agreement-for-a-shorthold-assured-tenancy>

2. Future evaluations/monitoring

The P3 business plan cites the need for a “more complex evaluation framework to ensure that what we deliver has the impacts that we expected and that we can map these impacts effectively”.

We propose the following data points as a basis for this evaluation framework. We believe they present a reasonable approach and avoid undue bureaucratic demands on P3. We recommend that the data points in this framework are discussed with P3 to ensure that the data is available for future evaluations and that they do not create a significant additional workload.

Current data or lack of availability for this evaluation is noted. Four of the data points proposed were not requested on this occasion – this was to ensure we did not overload P3 with unreasonable demands for this evaluation.

Category	Data point	2023
Property acquisition	Numbers of properties acquired against date	64
	Numbers of properties acquired as sub-lets	9
	Number of properties gifted	12
	Number of empty properties acquired	18
	Number of properties purchased with sitting tenants	31
Quality landlord	Number of properties brought up to Decent homes standard (or number of hazards removed)	All refurbished properties to date
	Weekly rent by property size (In order to assess affordable rent)	See Figure 9
Tenancies	Local connections – the proportion of tenants with ‘local connections’ as defined in the Lettings Policy	Potential measure
	Number of referrals to other agencies for tenant support needs	Potential measure
	Proportion (or number) of properties receiving intensive management support	0% (0)
Tenancy sustainment	Length of all tenancies to date	Potential measure
	Number of people under notice	7
	Number of people evicted	0
Financial impact	Social value – expenditure to businesses in the South West ward, Gainsborough, West Lindsey	Potential measure
	Local spend to support project (in addition to property acquisition and refurbishment)	£252K

Category	Data point	2023
	Financial value of grants raised to support this project	Potential measure
Experiences	Positive case studies	See report
	Tenant perceptions – e.g. survey	Potential measure
	Community perceptions – e.g. survey	Potential measure

We have included suggestions for a tenant and community perceptions survey. This will enable an understanding of the wider impact of the project on all tenants and the wider community. P3 have indicated that they want to understand more about tenant satisfaction and feedback to drive improvement, as well as to use as evidence in funding bids and grant applications. Our suggestion would be to conduct two surveys – one of current tenants and one of the broader communities – to ascertain their views of the project and to establish a baseline for the future. Potential methods would be an online survey of tenants and a street survey of residents. This will also provide a source of qualitative feedback and can be used as a recruitment tool to identify further people or households to feature as case studies.

3. Longer-term monitoring of outcomes

P3 proposed the outcomes below in relation to their outputs. We have considered these, and other potential measures to monitor some long-term outcomes to which P3's housing project may contribute.

Output	Outcome
The c110 homes will be let at affordable rent. The proposal is that 90% of the homes will be at around £95 per week (£411 per month). The other 10% will be let at an intensive housing management rate of around £250 per week (£1083 per month)	Affordable rent which undercuts private rental properties, leading to disruption of the current unsustainable market
The properties will be let on an assured tenancy basis	By providing lifetime tenancies, tenants will have a more stable living arrangement that supports the delivery of other positive life outcomes
The letting policy for the c110 homes will favour families and economically active couples	Establishment of a more stable community
Refurbishment of properties to meet decent homes standards	Improved quality of housing stock
Appropriate management of the housing stock by P3	Local management and support provided under appropriate social ethos
Retained revenue surplus will be reinvested locally	Increased investment in housing stock, sustainable tenancies and growth in social economy

Figure 13: Extract from P3 Business Plan – outputs and outcomes

Of course, P3's project is only one part of the improvement work being carried out in the South West ward. In addition, it should be understood that many of the difficulties experienced in the South West ward are long-term, and intransigent problems. Change can only be expected gradually and through significant financial resources alongside collective commitments.

We propose selecting from the following data points for long-term evaluation of impact:

Measure	Geography	Data source	Pre 2020	20/21	21/22	22/23
Overview						
Index of multiple deprivation	South West ward (West Lindsey 004 LSOA 004E)	National Statistics English indices of deprivation 2019 Consultation on IMD was in 2022 – no new data scheduled	2019 - In 4% most deprived (no. 24)	-	-	-
Positive life outcomes	South West ward	Via a bespoke survey of South West ward PRS tenants	-	-	-	-
Housing and homelessness						
Average monthly rental prices	DN21	Mouse Price	-	-	-	£451 (June-Dec 2023)
Private Registered Provider weekly rents	West Lindsey	DLUHC – Private Registered Provider (PRP) weekly rents, by district	-	£77.67	£80.15	£81.38
Average house prices	Gainsborough	Land Registry	-	£199,229	£204,595	£253,201
Number of people on local authority housing waiting list	West Lindsey	DLUHC - Number of households on local authorities' waiting lists		1,047	1,624	2,221
Proportion of private rented sector (PRS) properties	South West ward	Private Rented Sector: Housing Stock Condition and Stressors Report	-	-	56.2%	-
Number of PRS homes with serious hazards	South West ward	Private Rented Sector: Housing Stock Condition and Stressors Report	-	-	797	-

Measure	Geography	Data source	Pre 2020	20/21	21/22	22/23
Proportion of PRS homes with serious hazards	South West ward	Private Rented Sector: Housing Stock Condition and Stressors Report	-	-	45%	-
Number of PRS homes subject to ASB incidents	South West ward	Private Rented Sector: Housing Stock Condition and Stressors Report	-	-	1074	-
ASB investigations per 1000 properties	South West ward	Private Rented Sector: Housing Stock Condition and Stressors Report	-	-	613	-
Number of long-term empty properties	South West ward	WLDC - Housing and Environmental Enforcement	-	65	-	-
Avg. number of open housing enforcement cases	South West ward	WLDC - Housing and Environmental Enforcement	-	16	12	16
Number of households assessed as owed a homelessness duty	West Lindsey	DLUHC - Initial assessments of statutory homelessness duties owed	-	501	563	585
Wider environment						
No. of ASB complaints	South West ward	WLDC - Housing and Environmental Enforcement	-	44	27	49
No. of early presentation of waste cases	South West ward	WLDC - Housing and Environmental Enforcement	-	78	267	222
Waste/highways reports	South West ward	LCC	-	-	-	-
Crime	LSOA West Lindsey 004E	Police	-	-	-	74
Burglary	LSOA West Lindsey 004E	Police	-	-	-	43
Criminal Damage and Arson	LSOA West Lindsey 004E	Police	-	-	-	62
Violence and Sexual Offences	LSOA West Lindsey 004E	Police	-	-	-	171
Perception of community cohesion	South West ward	Via an bespoke survey South West War residents – LGA	-	-	-	-

Measure	Geography	Data source	Pre 2020	20/21	21/22	22/23
		guidance on measuring community cohesion				
Children living in poverty after housing costs	South West ward	WLDC State of the Borough	-	30.7%	-	-
Average individuals fed by Feeding Gainsborough (Food Bank and Food Union)	Gainsborough	Feeding Gainsborough	-	-	-	1,365
Employment and business						
Claimant count	South West ward	NOMIS	-	509	432	355
Claimants as a proportion of residents aged 16-64	South West ward	ONS - Annual population survey	-	14%	12%	10%
Number of VAT and/or PAYE-based enterprises	West Lindsey	ONS - UK business: activity, size, and location	-	3,800	3,785	3,725
Age 19 – out of work	Gainsborough	ONS – Educational attainment	-	-	-	16.7%
Educational attainment						
No qualifications	LSOA West Lindsey 004E	ONS - Highest level of qualification	-	-	-	294 (23%)
Level 4 qualifications or above	LSOA West Lindsey 004E	ONS - Highest level of qualification	-	-	-	205 (16%)
Health						
Life expectancy (men)	South West ward	ONS – Life Expectancy	-	-	-	72.9
Life expectancy (women)	South West ward	ONS – Life Expectancy	-	-	-	81.1
How satisfied are you with your life nowadays? 0-10	West Lindsey	ONS - Personal well-being in the UK	-	7.32	8.07	7.81
Anxiety - How anxious did you feel yesterday? 0-10	West Lindsey	ONS - Personal well-being in the UK		3.25	3.27	2.91

Concluding remarks

P3's Gainsborough Housing and Support project is operating in an area of need, where WLDC along with partners are working to make a difference.

From our analysis, it is clear that P3's project is making progress and having a positive impact on the area.

It remains important to evaluate P3's project success and the wider impact on the area. We believe the combination of the proposed project evaluation framework and longer-term outcome measurement will support this ongoing evaluation.