

EXECUTIVE

Monday, 28 October 2019

6.00 pm

Committee Room 1, City Hall

Membership: Councillors Ric Metcalfe (Chair), Donald Nannestad (Vice-Chair), Chris Burke, Bob Bushell, Rosanne Kirk and Neil Murray

Officers attending: Angela Andrews, Democratic Services, Kate Ellis, Jaclyn Gibson, Daren Turner, Simon Walters and Carolyn Wheeler

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Please note that, in accordance with the Members' Code of Conduct, when declaring interests members must disclose the existence and nature of the interest, and whether it is a disclosable pecuniary interest (DPI) or personal and/or pecuniary.	
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You are asked to resolve that the press and public be excluded from the meeting during the consideration of the following items because it is likely that if members of the press or public were present, there would be disclosure to them of 'exempt information'.

In accordance with the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, notice is hereby given of items which will be considered in private, for which either 28 days' notice has been given or approval has been granted by the appropriate person specified in the Regulations. For further details please visit our website at <http://www.lincoln.gov.uk> or contact Democratic Services at City Hall, Beaumont Fee, Lincoln.

These items are being considered in private as they are likely to disclose exempt information, as defined in Schedule 12A of the Local Government Act 1972. No representations have been received in relation to the proposal to consider these items in private.

SECTION B

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OUR PEOPLE AND RESOURCES

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Present: Councillor Ric Metcalfe (*in the Chair*),
Councillor Donald Nannestad, Councillor Chris Burke,
Councillor Bob Bushell and Councillor Neil Murray

Apologies for Absence: Councillor Rosanne Kirk

42. Confirmation of Minutes - 28 August 2019

RESOLVED that the minutes of the meeting held on 28 August 2019 be confirmed.

43. Declarations of Interest

Councillor Donald Nannestad declared a Pecuniary Interest with regard to the agenda item titled 'Lincoln BIG Ballot'. Councillor Nannestad declared this interest as a Director of the Lincoln Business Improvement Group.

Councillor Ric Metcalfe declared a Pecuniary Interest with regard to the agenda item titled 'Lincoln BIG Ballot'. Councillor Metcalfe declared this interest as a Director of the Lincoln Business Improvement Group.

44. Lincoln BIG Ballot

Further to their declarations of Pecuniary Interests, as outlined at item 43 above, Councillors Ric Metcalfe and Donald Nannestad left the meeting during the consideration of this item.

Councillor Neil Murray was appointed as temporary Chair for this item only.

Purpose of Report

To update the Executive on the Lincoln Business Improvement Group ballot and highlight the potential impacts of a 'yes' and 'no' vote for the city.

The report also sought views on how the nominated officer should vote in the ballot using the votes attributable to Council properties within the Business Improvement District designated area.

Decision

That the Chief Finance Officer be instructed to cast votes for City Council properties with a 'yes' to the Lincoln Business Improvement Group ballot.

Alternative Options Considered

The alternative would be to mandate officers to vote 'no' in the ballot. The implications relating to such a vote were set out in the report.

Reason for Decision

The Lincoln Business Improvement Group would be undertaking its fifth voting process from September to November 2019 for its operational period July 2020 to July 2025. A workshop for all members of the Council was held on 31 July 2019 where the full extent and remit of Business Improvement Group operations were discussed along with a vision for its future role within the levy area.

The Lincoln Business Group Business Plan for 2020-2025 was appended to the report. This set out priorities up to 2025 and specific actions for delivery during 2020-2021, together with the proposed annual budget and benefits of the Business Improvement Group.

The report set out the ballot process that would be followed, with the ballot itself being held on 6 November 2019.

The impacts of a 'yes' vote and a 'no' vote were set out in paragraphs 7 and 8 of the report respectively.

45. Statement of Accounts 2018/19

Purpose of Report

To present the Statement of Accounts for the financial year ended 31 March 2019, together with a short summary of the key issues reflected in the statutory financial statements.

Decision

That the Statement of Accounts be recommended to Council for approval.

Alternative Options Considered and Rejected

None.

Reason for Decision

The Statement of Accounts for 2018/19 provided a comprehensive picture of the Council's financial circumstances and were compiled to demonstrate probity and stewardship of public funds.

The Council was statutorily required to publish its Statement of Accounts for 2018/19 with an audit opinion and certificate by no later than 31 July 2019.

Following updated information on pension judgements, changes had been made to the Statement of Accounts to adjust for the impact of the amended Actuary report. The impact of these judgements to the Council was £621,000 in relation to the McCloud judgement and £294,000 for the GMP equalisations changes.

The Council was required to make the Statement of Accounts available for public inspection for 30 working days. Following notification from the Council's external auditors, this ran from 3 June 2019 until 11 July 2019 and the external auditor was available to answer questions during this period. It was reported that no questions had been asked.

The Council was also required to provide a documented annual review of the effectiveness of its governance arrangements which sat alongside the Statement of Accounts, known as the Annual Governance Statement. The overall level of assurance provided in 2018/19 was substantial and was in line with the Council's Code of Corporate Governance.

The Statement of Accounts 2018/19 were presented to the meeting of the Audit Committee held on 17 September 2019. It was reported that the accounts should have been submitted for consideration and subsequent approval in July however there had been delays in their completion of the external audit. The external auditor's work on the financial statements was now substantially complete and, subject to satisfactory conclusion of any outstanding work, they would propose issuing an unqualified audit opinion by 30 September 2019. As part of the audit, the internal controls in place relevant to the preparation of the financial statements had been considered, with three recommendations resulting from this work made as follows:

- production of draft accounts and working papers;
- incomplete disclosures for pension fund plan assets;
- investment property valuations.

It was reported that the Council's arrangements for securing economy, efficiency and effectiveness in its use of resources were adequate. The external auditors therefore proposed issuing an unqualified opinion on the Council's value for money arrangements.

The external auditors had expressed their disappointment in the quality of accounts received as part of the Council's submission. The Chief Finance Officer gave an assurance that work was underway with her team to ensure that this was not the case for next year's submission.

46. Acquisition Policy Addendum

Purpose of Report

To approve minor changes and process amendments to the Acquisition Policy since its implementation in June 2019.

Decision

That the minor changes and process amendments to the Acquisition Policy, as set out in the report, be approved.

Alternative Options Considered and Rejected

None.

Reason for Decision

Since the implementation of the Council's Acquisition Policy in June 2019 it had become apparent that a more streamlined process for the acquisition of private dwellings which were not former local authority dwellings, but were of more strategic importance to the Council, was required. In addition, now the Policy was in use, minor changes to the acquisition process were necessary.

In order to streamline the process of acquiring dwellings which had never been part of the Council's housing stock, it was proposed that these acquisitions were made in-line with the existing approach of acquiring former Council dwellings. All proposed changes, including minor amendments to the process, were set out in the report.

47. Interim Air Quality Action Plan for Lincoln

Purpose of Report

To seek approval of the adoption of the interim Air Quality Action Plan for Lincoln.

Decision

That the adoption of the interim Air Quality Action Plan be approved.

Alternative Options Considered and Rejected

None.

Reason for Decision

The City of Lincoln Council currently had one declared Air Quality Management Area which was in place due to non-compliance with the national annual mean air quality objective for nitrogen dioxide, a road traffic related pollutant. Where a local authority had declared an Air Quality Management Area, it had a duty to produce an Air Quality Action Plan aimed at improving pollution levels within the Air Quality Management Area. The Council's current Action Plan was produced in 2006 and required updating to reflect the current air quality challenges within the city.

A detailed modelling assessment of air quality was undertaken in 2018 to take account of recent changes in the road network, including the newly created East West Link Road and the Transport Hub, using updated traffic data from Lincolnshire County Council's revised road traffic model for Lincoln. As part of the detailed modelling assessment, a source apportionment exercise was carried out to identify the principal pollution sources affecting air quality within the Air Quality Management Area. The results of the source apportionment exercise suggested that measures contained in any update of the Air Quality Action Plan should primarily seek to address road traffic contributions within the existing Air Quality Management Area, with particular emphasis on reducing the contribution of heavy goods vehicles and buses or coaches along the A15 as they passed through the centre of the city.

Due to the ongoing review of the Lincoln Transport Strategy, led by Lincolnshire County Council, it was expected that opportunities would arise to reduce transport related emissions throughout the city. However, until outcomes of the Lincoln Transport Strategy review were finalised, it was not known which road traffic related measures could feasibly be included in any Air Quality Action Plan.

In order to demonstrate the City Council's commitment to tackling air quality it was proposed to adopt an interim Air Quality Action Plan, concentrating on those improvement measures that could be implemented, irrespective of the outcomes of the Lincoln Transport Strategy review. A full review of the Action Plan would be

undertaken upon completion of the Lincoln Transport Strategy review seeking to take advantage of opportunities afforded by the updated Strategy.

It was noted that the key priorities of the interim Air Quality Action Plan would focus on both committed infrastructure schemes and measures that the City Council could implement directly, which included:

- Priority 1 – reduction in through traffic, particularly in relation to heavy goods vehicles;
- Priority 2 – improvement in vehicle emissions regularly entering the Air Quality Management Area;
- Priority 3 – manage development in a way that minimises any detrimental impact on the Air Quality Management Area;
- Priority 4 – improvements in the City Council's transport emissions;
- Priority 5 – improvements in the City Council's non-transport related emissions.

Councillor Neil Murray asked what the expected benefit on Canwick Road and Broadgate would be once the Eastern Bypass opened next year. The Eastern Bypass was anticipated to remove heavy goods vehicles from that particular route and decrease through traffic by at least 20%. The Highways Authority would be required to have in place a scheme which demonstrated how such a reduction would be encouraged.

Councillor Chris Burke sought confirmation regarding the robustness of the measurements being taken. It was reported that measurements were undertaken at a number of locations across the city and that officers were 100% confident that the data collected was of a sufficient level, collecting good quality data.

48. Exclusion of Press and Public

49. SECTION B

50. Infrastructure Upgrade

Purpose of Report

To inform the Executive on progress made in relation to updating the IT infrastructure, in line with the ICT Strategy and to request authority for the project and its inclusion in the capital programme following the outcome of the procurement process.

Decision

That the recommendation contained within the report be approved.

Alternative Options Considered and Rejected

None.

Reason for Decision

The reasons for this decision were set out in the body of the report.

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SUBJECT:	SETTING THE 2020/21 BUDGET AND MEDIUM TERM FINANCIAL STRATEGY 2020/21 – 2024/25
REPORT BY:	CHIEF EXECUTIVE AND TOWN CLERK
LEAD OFFICER:	JACLYN GIBSON, CHIEF FINANCE OFFICER

1. Purpose of Report

- 1.1 To inform the Executive of the likely challenges ahead in preparing for the 2020/21 and future years budget, to set out the parameters within which the Council will prepare these budgets, and to confirm the Council's approach to development of the budget and Medium Term Financial Strategy (MTFS).
- 1.2 Included in the report is an update on the current economic position and developments in national policy, which gives rise to specific impacts on local government funding. This, along with in year budget monitoring information and emerging issues, will inform the development of the MTFS.
- 1.3 To detail the arrangements for the integration of the parallel processes of financial, strategic and service planning.

2. Executive Summary

- 2.1 The financial landscape for local government over the medium term period poses significant challenge to the Council due to the volatility, complexity and uncertainty about future funding. Significant national reforms about future departmental spending through the Spending Review, the allocation of this funding to local government through the Fair Funding Review, and the implementation of the 75% Business Rates scheme, all of which will affect the Council's MTFS, have been delayed beyond 2020/21. In addition, the impact of Brexit and the consequent impact on the economic and political landscapes poses significant uncertainty for central and local government.
- 2.2 Furthermore, the Council continues to face budget pressures due to changes in use and demand for services as well as escalating costs. It is these escalating pressures, which, if they cannot be mitigated against or contained within existing budgets, may require an increase in the level of savings in the medium term, to be delivered through the TFS Programme.
- 2.3 In the short term however, and as a direct result of the delay in national reforms, the Council is likely to have a one off gain in budgeted resources as it had previously assumed that the full negative impact of the changes in funding levels and mechanisms would impact in 2020/21, these are now deferred until 2021/22.
- 2.4 Although the potential of further increases in the level of the Council's funding gap will require further reductions in expenditure and/or an increase in income,

this it is not unprecedented and the Council should have some confidence that it has a track record of delivering strong financial discipline and that it can continue to rise to the challenge.

- 2.5 This successful financial planning to date has enabled the protection of core services for the people of Lincoln, whilst at the same time allowing for significant investment in the City, and its economy, and delivery of the Council's Vision 2020. The Council will continue to adopt this approach, carefully balancing the allocation of resources to its strategic priorities, through its emerging Vision 2025, whilst ensuring it maintains a sustainable financial position.

3. Background

Current Economic Climate

- 3.1 The prolonged nature of the Brexit uncertainty, including the still real risk of a no-deal exit, together with a deterioration in global economic conditions are resulting in a weakening forecast for the UK's economy. Growth in 2018 at 1.4% was at its lowest since 2012, down from 1.8% in 2017. For 2019 growth improved slightly to 0.5% for the first quarter but then the second quarter showed the economy going into reverse with a contraction of 0.2%. Latest economic forecasts expect the economy to expand by 0.2% in the third quarter, avoiding a technical recession, defined as two consecutive quarters of economic decline. Growth expectations for the UK for 2019 are now estimated at 1.2%, a downgrade from earlier forecasts and reflective of a weaker outlook for trade, investment and productivity amid the continued lack of clarity over the outcome of Brexit and deteriorating global conditions.
- 3.2 Beyond 2019, the latest outlook indicates that the UK economy is set to stumble down an ever more sluggish growth path over the near term, unless decisive action is taken. The latest forecast for UK growth is a fall back to 0.8% in 2020 before increasing back to 1.2% in 2021. There are however still considerable downside risks to these growth projections given the uncertainties associated with Brexit and the possibilities of trade wars, but there are also upside possibilities if these can be contained or a Brexit deal is negotiated. .
- 3.3 CPI forecasts are that it is likely to fall back further during 2019 and 2020, remaining below the Government's target rate until late 2020.
- 3.4 Members of the Bank's MPC voted unanimously to keep rates at their current level of 0.75%. The Bank signalled that prolonged Brexit uncertainty will keep interest rates lower for longer, however it stressed that interest rates could move up or down if the UK left the EU without a deal.
- 3.5 The longer the uncertainty around Brexit continues, particularly against the background of a weak global economy, the more likely that growth and also inflation will slow reducing the need for the Bank of England to raise interest rates.

Public Sector and Local Government

3.6 Prior to the onset of the current political turbulence surrounding Brexit the Government had intended on making a number of significant national reforms which will have fundamental impacts on the level funding for local government and the mechanisms for distribution of such funding, those being;

- The Spending Review 2019
- The Fair Funding Review
- Business Rates System Reset and introduction of 75% Rates Retention in 2020/21

With the need to focus on the delivery of Brexit, these reforms have now been deferred by 12 months to 2021/22, creating an extended period of uncertainty for local authorities. Updates on each of these key reforms are set out in the following paragraphs.

Spending Round 2019

3.7 The government previously stated its intention to hold a new Spending Review in 2019, covering the period 2020/21 to 2022/23. However, it was announced that a one-year Spending Round (SR) would be provided, covering the financial year 2020/21; and that this would be followed in 2020 by a full Spending Review, reviewing public spending as a whole and setting multi-year budgets.

3.8 The SR was announced on 4th September 2019 and has been delivered within the current fiscal rules, as set out in the Charter for Budget Responsibility. These are to keep the cyclically adjusted deficit below 2% of GDP by 2020/21 (the borrowing rule) and have debt falling as a proportion of GDP in 2020/21 (the debt rule). The government highlights that the deficit was 1.1% in 2018/19, compared to nearly 10% of GDP in 2010 and they therefore believe that it is now possible to spend more on public services. In its March 2019 forecast, the Office for Budget Responsibility (OBR) set out that the government had headroom against its borrowing rule in 2020/21.

3.9 The government has therefore announced an increase to current and capital spending by £13.4 billion in 2020/21, compared to the OBR's forecast at Spring Statement 2019. With this in mind, the SR set out that Resource Departmental Expenditure Limits (DEL) across government departments will increase from £330.8bn to £352.3bn, representing growth of 4.1%.

3.10 The SR has been delivered without an accompanying forecast from the OBR, which will next be provided at the time of Budget 2019, planned for later in 2019. However, the government re-affirms that making sure the UK is prepared to leave the EU on 31st October 2019 is its top priority. The government states that it will not be until this has been delivered that clearer and more meaningful forecasts for the economy and public finances can be made, to set against the spending plans for 2020/21.

3.11 In terms of local government resource the SR has provided local authorities with much of the funding certainty and stability they need for the next year. The Chancellor has announced a funding package of more than £3.5 billion for vital

council services. This is the biggest year on year real terms increase in spending power for local government in a decade. This funding will allow councils to meet the increase in cost and demand pressures they face in 2020/21 (these are however primarily in relation to social care pressures). Specifically the SR announced:

- A £2.9bn increase in local government Core Spending power overall, a real terms increase of 4.3% (i.e a cash increase 6.3%). This is the biggest year on year real terms increase in spending power for local government in a decade. This includes;
 - An additional £1bn for adult and children's social care; the government will be consulting on a 2% adult social care precept to enable councils to access a further £0.5bn.
 - Increased Council Tax bases (through 2% increase and growth in tax base) of £1.1bn
 - An additional £54m in 2020/21 to help reduce homelessness and rough sleeping to add to the funding already provided in 2019/20.
- Excluding local tax income, the underlying general funding to local government will rise by £1.1bn or 12.4% in real terms, this compares to a 3.1% real terms increase to NHS England and a 3.3% real terms increase to education.
- Combining the £2.9bn increase in Core Spending Power with announcements in high-needs funding for schools, public health funding and in the increase to the NHS contribution to adult social care through the Better Care Fund, local authorities can benefit from more than £3.5bn of additional resources.
- Confirmation that the Fair Funding Review, Business Rates Review and business rates reset has been deferred by 12 months to 2021/22.
- A proposed Council Tax core referendum limit of 2% but this will be subject to consultation in the Provisional Settlement.
- Baseline funding will be uprated by CPI (which includes RSG).
- Funding to remove negative RSG has been continued for 2020/21
- New Homes Bonus – legacy payments will be honoured but the scheme for 2020/21 is still for discussion with ministers.
- 75% business rates pilots will come to an end and there are no new pilots planned for 2020/21.
- A technical consultation will be issued on the Local Government Finance Settlement with the provisional settlement being announced in early December – this was subsequently followed by a technical consultation being issued on 3rd October 2019.

3.12 The Spending Review

As set in paragraph 3.7 above, with the SR 2019 concentrating on departmental budgets for 2020/21 a full multi-year Spending Review will be carried out in 2020. This is to encompass a full departmental spending review setting out the departmental allocations across government including setting the quantum of funding for local government. The time period to be covered by the review is unknown but is expected to be up to 3-4 years.

3.13 Although the SR 2019 announced the fastest planned increase in day-to-day spending in 15 years with growth of 4.1%, and no department seeing a cut in its day-to-day budget, any future Spending Review and future growth will be dependent on the precise nature of the UK's departure from Europe and the subsequent impact on the UK economy. It is therefore too early to assume that the additional resources and growth announced in the Spending Round will continue into the next multi-year settlements, as such there still remains a significant level of uncertainty for local government finance.

3.14 The Fair Funding Review

Whilst the planned Spending Review in 2020 will set the overall quantum for local government funding it will be the Fair Funding Review that creates a new formula for the distribution of this across the local authorities by establishing new baselines at the start of the 75% Business Rates Retention scheme. The review itself focuses on three key elements;

- Determining Need – assessing the relative needs of local authorities determined by a combination of specific cost drivers
- Determining Resources (deducted from need) – assessing each authority's ability to raise resources locally
- Transition (to the new baselines – providing protection for those authorities facing severe funding reductions as a result of changes in their baseline needs.

The importance of each of these three elements will be different for individual local authorities depending on their own local position.

3.15 The latest consultation paper 'A review of local authorities' relative needs and resources – Technical consultation on the assessment of local authorities' relative needs, relative resources and transitional arrangements' was published in December 2018, with consultation closing in February 2019. Whilst this consultation provided further details on the government's guiding principles to test a wide range of options for designing a new distribution methodology it wasn't possible to fully model exemplifications and assess the implications for each authority. From what information was available it is expected that there will be a significant shift of resources away from district councils towards funding statutory social services at county and unitary level. The consultation responses were not responded to by Government and will no doubt be considered as part of further development during 2020. It is likely too that the Review will also take into consideration any new policy decisions on what the

focus of local government funding should be in light of any Government priorities.

3.16 75% Business Rates Retention

Before the 2017 election, the Local Government Finance Bill 2016 was prepared with the aim of introducing primary legislation to enact the move from the 50% business rates retention (BRR) scheme to 100% BRR. However the Bill was not included in the Queen's speech following the general election, as such, any move to 100% BRR scheme could not happen without primary legislation changes. Subsequently as part of the Local Government Finance Settlement 2018/19 government announced that local business rate retention would move forward from 50% to 75% in 2020/21 rather than 100% as previously announced. The government has stated though that it is still committed to a long term aspiration of 100% retention of business rates.

3.17 Alongside the publication of the fairer funding review in December 2018 the government also published the consultation paper "Sharing risk and reward, managing volatility and setting up the reformed system". This was the first consultation on 75% retention and included proposals to update the balance of risk and reward and to mitigate volatility in income and simplify the system, this allowed local authorities to assess to some degree how the future system would work and the likely financial implications. There is an established technical steering group and a number of sub-groups that provide information and expert advice on the setting up and implementation of the new system, the groups have been continuing to meet during 2019 and further develop the proposals. However, as with the Fair Funding Review the Government have not yet responded to the consultation responses or issued any further consultations.

Local Government Financial Resilience

3.18 In early 2019 the Housing, Communities & Local Government Select Committee undertook an inquiry into 'Local government finance and the Spending Review 2019'. The result of the inquiry were publicised in July 2019, the summary of which was as follows:

- Funding for local government has been cut significantly since 2010. At the same time as cutting funding, the Government restricted local authorities' ability to raise council tax to fill the gap. In recent years spending reductions have been less severe but local government spending is still much lower in real-terms than it was in 2010. In response to this financial pressure, local government has had little choice but to cut back on the non-statutory services it provides. For example, net expenditure on planning & development and housing services has more than halved and net spending on highways & transport and cultural & leisure services is down more than 40%. Increasing demand for adult social care means that this trend is set to continue unless local government is provided with additional central government funding or the power to raise more revenues locally.
- Almost a decade of funding reductions has been accompanied by a move to business rate retention. This has made the local government

finance system more complex, less transparent and has increased risks for some councils. Central government policy has also been inconsistent. NHS funding was protected but funding for adult social care was not. Councils were initially incentivised to freeze council tax but there is now an assumption that they will put it up above inflation. The lack of any council tax revaluation since the early 1990s also means that council tax is becoming disconnected from property values.

- Local government currently faces significant uncertainty. It needs to be able to plan for 2020–21 but there is a risk that the multi-year Spending Review may be delayed. A new funding formula and 75% business rate retention is also due in April 2020. There is also still no sign of the Green Paper on adult social care which was originally scheduled for 2017.
- Local government provides services for everyone but much of its resources are focused on some of the most vulnerable people in society. Children in care, adults with learning disabilities, the elderly in need of care and families at risk of homelessness are all reliant on services funded by local government.
- The current uncertainty for local government and the lack of funding for services must be addressed as a matter of urgency.

3.19 This echoes the work of the Local Government Association who, in their campaign ahead of the Spending Review, published a paper entitled 'Moving the conversation On' highlighting that;

- By 2020, local authorities will have faced a reduction to core funding from the Government of nearly £16 billion over the preceding decade. That means that councils will have lost 60p out of every £1 the Government had provided to spend on local services in the last eight years. In 2019/20, 168 councils will receive no revenue support grant at all.
- New analysis shows that local services face a funding gap of £7.8 billion by 2025. This represents the difference between the cost of funding services at the same standard as in 2017/18, against funding that is estimated to be available to do so. This gap corresponds to keeping local authority services 'standing still' and only having to meet additional demand and deal with inflation costs. It does not include any extra funding needed to improve services or to reverse any cuts made to date.

3.20 This continual pressure on local government finances has already led to questions about the financial resilience of a number of local authorities. There has been the unprecedented step of two Section 114 notices being issued in one Council to restrict non-essential expenditure just as other authorities are making plans to strip back services to statutory services.

3.21 As part of its response to the challenges facing the sector, CIPFA developed a local authority financial resilience index. The aim of the index is to provide an authoritative measure of council's financial resilience, an assessment of the relative financial health of every council, drawing on publicly available information, intended to provide an early warning system where it is needed so

that action can be taken at a local level in a timely manner. The index will though effectively rank every local authority as either red, green or amber on the basis of six indicators (four for district councils). Following consultation on the index it is due to be published in a public form in late 2019.

- 3.22 CIPFA is also intending to implement a new financial management code to support good practice in the planning of sustainable finances. This will reinforce the joint responsibilities of leadership and management within the organisation on financial management. Following consultation in early 2019 the final code is set to be published in late 2019 alongside the financial resilience index.

4. The Council's current year financial monitoring

General Fund

- 4.1 The financial monitoring report for the first quarter of 2019/20 forecasts an overspend for the General Fund at the year-end of £235,912. The key variance is the reduction in the number of housing benefit overpayments being raised by £368,000.
- 4.2 Whilst this can be seen as positive in that the number of overpayments are reducing it does in turn create a budgetary pressure. This is a continuation of a trend from 2017/18 and 2018/19 with the transition of benefits customers to universal credit and the use of 'real time' information the level of overpayments raised has drastically reduced. This has led to the budget pressure due to reduced income from the reclaiming over the overpayment from the claimant. This reduction in overpayments raised is uncontrollable and will be an ongoing reduction. The actual forecast reduction in overpayment income recovery is c£500,000 however a one off reserve has been used in 2019/20 to partially mitigate the shortfall. An ongoing budget pressure of £500,000 will therefore need to be resourced in the revised MTFS.
- 4.3 In addition to the reduction in HB overpayments a further key variance in relation to increased costs and lower income levels for the Christmas Market is anticipated to continue over the period of the MTFS.
- 4.4 The ongoing impact of these two key variances over the MTFS period is;

	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
Housing Benefit Overpayments	500	500	500	500
Christmas Market	89	92	113	118
Decrease in resources	589	592	613	618

- 4.5 Beyond the current financial year there are also emerging pressures around; the level of IT reserve funding given the increasing IT requirements and licensing costs; the potential borrowing costs arising from planned developments, including it's commitment to the Crematorium; and the estimated implications arising as a result of key partners decisions/objectives. Based on current estimates the extent of these pressures is estimated to be:

	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
Decrease in resources	426	433	391	383

- 4.6 Whilst mitigating actions and recovery plans are being developed in response to these existing and emerging financial pressures, which when implemented should reduce some of the forecast risk, it is at this stage not clear by how much these risks will be reduced. The position on the pressures will need to be kept under review during the development of the MTFS as mitigating actions and recovery plans continue to be implemented.

Housing Revenue Account

- 4.7 The financial monitoring report for the first quarter of 2019/20 forecasts an underspend for the HRA at the year-end of £98,923. The key variance is in relation to a number of vacancies within the service, these are not anticipated to extend beyond the current financial year. In addition, there is an estimated surplus on the housing repairs services, which is repatriated to the HRA, this is as a result of a continual reduction in the use of subcontractors. This surplus to the HRA will be transferred to the Housing Investment Programme via DRF. The ongoing surplus on the Housing Repairs Services is currently being considered for utilisation.

Capital Programme

- 4.8 The General Investment Programme (GIP) continues to progress in line with the current budget expectations, of the in year budget of £14.977m, £7.260m relates to a commercial property investment which was purchased during the first quarter. The most significant elements of the remaining programme are in relation to new artificial grass pitches at leisure centres, Disabled Facilities Grants and for development costs for Western Growth Corridor.
- 4.9 The GIP is currently forecasting to have a surplus of capital receipts of £1.756m, subject to completion of a disposal. In addition there is an unallocated capital contingency budget of £845k. There are however a number of competing demands for the allocation of capital resources including demands to maintain existing assets, particularly income generating assets; claims/disputes from 3rd parties that may require additional resource and major capital schemes that may require an element of capital receipt funding as opposed to external borrowing.
- 4.10 The two key elements of the Housing Investment Programme (HIP), Decent Homes and the New Build Programme continue to progress in line with the current budget expectations with a significant level of expenditure to be incurred during the latter half of the financial year as the construction works for the De Wint new build scheme commences.
- 4.11 During 2019/20 the Council has been focussing on use of the retained Right to Buy (RTB) receipts through the buyback of former Council dwellings. Prudently, the Council does not budget for one-for-one receipts and treats these as windfall when they arise. The current level of retained receipts, which are required to be spent by 31st March 2020, is £1,172m. If these receipts are

not spent by the 31st March then they will need to be returned to MHCLG. This is not a budget pressure but does represent an opportunity forgone. Based on actual expenditure incurred to date, purchases currently being progressed, and future start on site for a new build scheme, the Council is confident that it will not need to return any receipts. This is however monitored by CMT on a monthly basis.

- 4.12 A significant amount of capital investment in the HIP in 2019/20, is being financed through prudential borrowing. It is therefore essential that the type of debt finance, e.g. loan type, maturity profiles, etc., the timing for the issuing of the debt finance and management of the Council's cashflows is carefully managed to ensure that the revenue implications are maximised.
- 4.13 Paragraphs 4.1 – 4.12 set out budget pressures that have emerged during the financial monitoring of the 2019/20 budgets and further pressures which may arise in future years. In addition there are range of underlying budget assumptions which may give rise to added budget pressures as set out in paragraph 5.6 below.

5. Development of the Budget and MTFs

- 5.1 In developing the MTFs the Council has to ensure that the correct balance is struck between ensuring that it directs resources towards its strategic priorities and ensuring that it maintains a sustainable financial position in the medium to longer term. This balance becomes ever more difficult when the level of uncertainty surrounding the Councils future funding resources ahead of the Spending Review 2020 and the future move to 75% retention and business rate reset, as set out above.
- 5.2 The Council's existing strategic plan, Vision 2020, comes to a natural conclusion in March 2020 and work has now commenced on the development of a new plan. The new plan will continue to progress a vision for both the City and Council for 2030 and will set out in detail the priorities and actions that the Council will deliver through to 2025, to work towards that 2030 Vision.
- 5.3 The action and projects within the plan will be extracted from a range of sources including, existing work programmes, agreed areas of focus, key ongoing strategic projects and other projects and schemes put forward by Members and officers as contributing directly into the priorities. These key projects will cover both the General Fund and the Housing Revenue Account, as well as the Council's capital programmes.
- 5.4 In developing the next plan it has been acknowledged that the Council still has a financial savings target to realise over the period of the MTFs so there does have to be a careful balance between delivering a range of new projects that will make a real difference for the city and the need to keep tight control of the council's financial position and also provide the capacity to delivery against both.. This balance will be achieved by creating a mix of exciting, high profile projects that will shape the future of the city, with a range of other projects in keeping with the financial and officer capacity available for delivery. The financial resources required to fund revenue projects will be available in the form of; the one off 'additional' resources that have arisen as a result of the delay in Local Government finance funding reforms, as set out in para 5.8,

through earmarked reserves, borrowing capacity, from capital budgets set aside and unallocated capital receipts as well as external grants.

- 5.5 In respect of the General Fund revenue budget, as the resourcing of the Vision 2025 projects will be funded from the one-off 'additional' resources in 2020/21, and in light of the financial pressures that the Council is currently facing and further risks beyond 2021, the focus of the development of the MTFS 2020-25 will be to respond to and mitigate these pressures, limiting the increase required in the savings targets.
- 5.6 In addition to seeking to mitigate the budget pressures and continuing to examine the impact of financial challenges post 2021, the development of the budget and MTFS will include the preparation by the directorate and Financial Services of indicative base budgets. These budgets will be prepared on an incremental basis and will only be updated in accordance with the assumptions highlighted below in paragraph 5.8 and detailed in Appendix A. Officers will also review existing savings and pressures in the indicative base budgets and identify any further new/emerging pressures for consideration. The initial intention will be that any service pressures identified will necessitate corresponding additional savings proposals to balance.
- 5.7 The preparation of the budget and MTFS are based on assumptions for a number of key variables, i.e. business rates, government grants, council tax levels, inflation rates, interest rates, etc. These assumptions are revised on a continual basis in light of the most recent intelligence available and Members should be aware that they will be subject to change as the development of the budget progresses.
- 5.8 The changes to some of these assumptions create both unavoidable budget pressures as well as the opportunity to realise savings. The main changes to the assumptions for the General Fund, at this point in time, which will have a financial impact are set out below, with further details provided in Appendix A:

Figures in () equate to a surplus	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
Employer Pension Contributions	92	185	278	278
Council Tax	(33)	(34)	(34)	(35)
Business Rates	(1,357)	(74)	(84)	(98)
Interest Payable/Receivable	(171)	47	47	40
Revenue Support Grant	(23)			
New Homes Bonus	(200)	0	0	0
Total changes in assumptions	(1,692)	124	207	185

- 5.9 Whilst the indicative projections above identify a reduction in financial resources (with the exception of 2020/21), it is important to note that these projections do not include the financial pressures that have emerged during 2019/20. Whilst mitigating action is being taken in respect of these pressures in order to reduce the forecast risk there will inevitably be some impact on the underlying budgets. Additionally they are based on a number of high level assumptions regarding local government funding mechanisms post April 2021.

- 5.10 The Council has a successful track record in delivering savings and over the 10 year period since the onset of austerity measures has delivered savings in excess of £8.4m, a significant reduction in comparison to the overall net expenditure. The Council's approach has centred on planning ahead, securing savings in advance, re-investing in more efficient ways of working and adopting a more commercial approach whilst making careful use of reserves to meet funding gaps, it's an approach that has served the Council well. Although inevitably there has had to be some withdrawal of services the Council has tried to keep this to a minimum and has sought to protect its core services that matter most.
- 5.11 Despite this success, unless the Council is able to mitigate its emerging financial pressures it may face the prospect of needing to reduce its levels of expenditure further or identify additional resources if it is to remain financially sustainable.
- 5.12 The current MTFS is predicated on a savings target for 2018/19 of £4.65m, increasing to £5.25m p.a. thereafter. These targets do not yet provide for any increase that will be required in order to maintain a balanced budget.
- 5.13 The Towards Financial Sustainability (TFS) programme is and continues to be the vital element in ensuring that the Council maintains a sustainable financial position and delivers the required reductions in the net budget. The programme itself has been refocused reflecting the Council's innovative, forward thinking and commercial approach alongside its ambitions to maintain high performing services and a performance culture. As part of this refocus there are now four agreed strands to achieve savings. These are:
- "One Council" – cross organisational lean reviews to deliver a "one organisational" approach more efficiently and effectively
 - Commercialisation – generation of new income streams, and commercial trading opportunities
 - Investment Opportunities – to invest in commercial properties as well as regeneration and redevelopment schemes that support the local economy
 - Service Reduction/Withdrawal – withdraw from some services or reduce the level of service provided for those non priority services

Alongside this programme the Council also seeks ways to maximise its tax bases through economic development measures.

- 5.14 Progress has been made towards the target for 2019/20 although there is forecasted to be a small shortfall of £27k. For 2020/21, the current programme (incorporating Phase 6a) was set to deliver the required gap of £812k, however there are some schemes which are currently off track which may impact on their deliverability. Mindful of the continued pressures on the MTFS a second phase of proposals (Phase 6b) has now begun the development of outline business cases. Progress, as at September 2019, in delivering the target savings from the TFS Programme is set out in the table below:

	2019/20 £'000	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
MTFS savings target	4,650	5,250	5,250	5,250	5,250
Secured	(4,404)	(4,438)	(4,478)	(4,494)	(4,513)
Savings still required in MTFS	246	812	772	756	737
Still subject to approval or review/Business Case – Phase 6a	(219)	(656)	(716)	(726)	(734)
Forecast under achievement	27	156	56	30	3

Subject to Outline Business Case – Phase 6b	0	(205)	(284)	(291)	(298)
Forecast (over) achievement	27	(49)	(228)	(261)	(295)

The delivery of both of the current phases of the programme, dependent on those schemes in Phase 6b progressed beyond the outline business case stage will leave the Council in the position of overachieving the current savings targets.

- 5.15 However, in light of the financial pressures identified above the likelihood is that the savings targets will need to increase in order to ensure that the Council maintains its sound financial position. The potential budget gap will only become clearer over the forthcoming months as subsequent government announcements are made, mitigating action is taken, and as further key data and information is available. Revised financial modelling and scenario planning will continue in order to determine the exact impact of the changes as soon as possible and will be used to inform the development of the MTFS.

Housing Revenue Account

- 5.16 A key element of the HRA self-financing regime is the Council's 30 year Business Plan. The Council's latest Housing Revenue Account Business Plan 2016-2046, was approved in February 2016 following a fundamental review of resources, investment requirements and priorities. The Business Plan reflects the impact of government policy changes, the results of stock condition surveys and financial assumptions at the time. The Business plan sets out:

- the long term plans for the Council's housing stock
- the finances to deliver plans
- how the Council will manage the income from its stock, demand for housing and stock condition
- identifies resources for building new council dwellings.

The current Business Plan is now scheduled for review during 2020, this will be following completion of refreshed stock condition surveys, agreement of a Lincoln housing specification, refresh of the Lincoln standard to reflect low

carbon/climate change, progression of the Social Housing Green paper, and to ensure the priority schemes emerging from Vision 2025 are all fully reflected. Pending this refresh the MTFs will continue to be based on the approved Business Plan, updated for revised financial assumptions (as outlined in Appendix A), any government policy changes, updated development and investment profiles and other emerging service factors.

- 5.17 The changes to some of these assumptions create both unavoidable budget pressures as well as the opportunity to realise savings. The main changes to the assumptions for HRA, at this point in time, which will have a financial impact are set out below, with further details provided in Appendix A:

Figures in () equate to a surplus	2019/20 £'000	2020/21 £'000	2021/22 £'000	2022/23 £'000
Employer Pension Contributions	49	99	150	150
Interest	5	5	1	(15)
Total changes in assumptions	54	14	151	135

Capital Strategy

- 5.18 The development of the GIP for 2020-25 will focus on resourcing; those schemes emerging from Vision 2025, those that generate new revenue streams and/or maintain existing streams and those schemes that are responding to contractual issues. Given the scale of a number of the schemes, e.g. Western Growth Corridor (beyond Phase 1a), crematorium investment, the level of current unallocated resources available will not be sufficient to fully fund these. It will therefore be essential that other sources of funding such as grant allocations and partner contributions continue to be sought as well as assessing the use of prudential borrowing, specifically for schemes that generate a revenue return sufficient to cover the cost of borrowing.
- 5.19 The development of the HIP for 2020-25 will be in line with the current HRA Business Plan as per paragraph 5.16 above. Focus will be placed on maximising the use of 1-4-1 retained right to buy receipts as well as assessing the use of prudential borrowing for new build schemes or purchase & repair schemes that generate a rental stream.
- 5.20 The culmination of the above processes will result in a set of budget proposals, including a revised savings targets that will deliver a balanced budget in line with the Council's strategic priority areas. This will then be subject to public consultation and Member engagement.

Consultation and Engagement

- 5.21 As set out in paragraph 5.2 above the Council is currently developing a new Strategic Plan for the period 2020-2025. As part of the development, consultation with for staff, public and stakeholders will be undertaken which will also incorporate high level information on the Council's financial position and how to best use its limited resources to support its priority areas.

5.22 Although the consultation on the new Vision 2025 will provide support for the focus of the Council's limited resources the Council is under a duty to annually consult externally as part of its council tax setting process. Therefore consultation will be undertaken in January 2019 but will be based on an online survey and also targeted directly at the Citizens Panel, the key purpose of which will be to;

1. Highlight the proposed budget and Council Tax for 2020/21, seeking views on the proposed increase.
2. Outline the likely scale of longer term financial challenges facing the Council beyond the 2020/21 financial year.

5.22 In addition to the public consultation the Council will also consult directly with the business community through the Lincolnshire Chamber of Commerce.

5.25 Following the success in recent years of the all Member workshops and Budget Scrutiny process a similar process will be followed in early 2020 to ensure that all Members have the opportunity to consider and fully understand the proposed budget, MTFS and council tax recommendations and that a robust scrutiny of the proposals is undertaken.

5.25 A financial planning timetable to deliver a balanced and affordable five year revenue budget strategy and capital programme, in line with the new Vision 2025, is attached at Appendix B.

6. Significant Policy Impacts

6.1 The Medium Term Financial Strategy seeks to deliver the key priorities of the Council within the available level of resource, both revenue and capital.

6.2 The consultation proposals for the draft budget and Council Tax proposals are as set out in paragraph 5.21-5.23.

6.3 This report provides a summary of the financial planning activities across the Council. As a consequence of the development of the MTFS and budget for 2020/21 there may be an impact on certain council services which will be subject to review through the Towards Financial Sustainability Programme. Where individual projects or reviews are being developed, specific equalities implications will be assessed and relevant impact assessments and/or statutory consultation with service users will be carried out accordingly. As the overarching strategic document a separate equality impact assessment will not be undertaken for the MTFS 2020-2025.

7. Organisational Impacts

7.1 The financial implications are as set out in the report.

7.2 The Council is required under statute to fix the level of Council Tax for 2020/21 by 11th March 2020 and in order to do so will have to agree a balanced budget by the same date.

7.3 There are staffing implications associated with the report, especially in relation to the Financial Services Team, where staff will be significantly involved in the preparation of the budgets and MTFs. This resource has been provided for within the Service Plan of the team.

7.4 Specific staffing implications may arise where certain Council services are subject to review through the Towards Financial Sustainability Programme. In such cases the Council's Management of Change Policy will be adhered to.

8. Risk Implications

8.1 There are considerable risks to the Council's medium/longer term budget strategy as a result of; the current economic climate; legislative change; demands for new spend; existing budget pressures and the further significant changes to local government finance post April 2021. The budget process includes the recognition of these risks in determining the 2020/21 budget and MTFs, but it is imperative that the Council continues to build upon its record of delivering significant savings and maintains the strong focus on its Towards Financial Sustainability Programme.

9. Recommendation

9.1 Executive are asked to;

- a) note the significant financial challenges that the Council faces,
- b) note the projected budget parameters for 2020/21 and future years and note the planning assumptions, as set out in Appendix A,
- c) note the budget, strategic and service planning preparation programme, set out in Appendix B.

Key Decision No

Key Decision Reference No. N/A

Do the Exempt Information Categories Apply No

Call In and Urgency: Is the decision one to which Rule 15 of the Scrutiny Procedure Rules apply? No

Does the report contain Appendices? Yes

If Yes, how many Appendices? Two

List of Background Papers: Medium Term Financial Strategy 2019-24

Lead Officer: Jaclyn Gibson, Chief Finance Officer, Telephone 873258

KEY BUDGET ASSUMPTIONS MTFS 2020 – 2025

1. The base budget estimates will be prepared on the basis of a number of key assumptions as follows:-
2. **Business Rate Tax Base**
 - 2.1 The current Business Rates Retention (BRR) scheme was introduced by the government in April 2013 and replaced an element of grant funding. The calculation of income to be received through the BRR scheme is critical in determining the amount of resources that the Council will have available to fund local services.
 - 2.2 Although the Council had forecasted and declared a surplus on its share of business rates in 2018/19 of £1.546m, on the basis of the in-year monitoring position and estimated appeals provisions, by the time of closing the 2018/19 accounts the situation had deteriorated with a reduction in the surplus of £0.530m to £1.016m. This was primarily as a result of changes in the appeals provisions for ATM's following a Court of Appeal ruling. In relation to the business rate base for 2019/20 this was estimated to be £41.977m. Movements in this base are monitored on a monthly basis so that the Council has an early indication of any significant changes. Although it is still early in the financial year, monitoring to date shows that the estimated reduction in the BR base as well as the estimated number of hereditaments claiming Empty Premises Relief has now been as great as anticipated, resulting in an increase in the level of rates to be retained by the Council of c£120k. In addition, the level of hereditaments claiming the retail discount is lower than forecasted resulting in increased rates retained by the Council of c£230k. However as this discount is funded by the Government through a Section 31 grant, there will be a corresponding reduction in grant. The issue however arises due to the timing of these two elements as the grant will be accounted for in 2019/20 whereas the additional rates will be declared as a surplus and accounted for in 2020/21.
 - 2.3 Given the volatility in the retained business rates income and increased financial risk inherent in the scheme, the Council has set aside an earmarked reserve to cushion the impact of fluctuations in retained income and collection fund deficits. The current balance on the reserve is £1.456m with a budgeted contribution of £745k in 2019/20. This reserve will provide the financial capacity to resource the deficit of £530k from 2018/19 with a balance of £1.61m to resource a deficit in 2019/20 if this be declared as part of the budget setting process, and account for the timing difference arising from the retail discount. It will though be essential that the Council seeks to replenish this reserve to provide for future fluctuations.
 - 2.4 The Council also continues to face pressures due to the impact of appeals. Although the cut-off date for appeals against the 2010 list was 31st March 2015 there still remains a significant proportion of appeals to be settled by the Valuation Office, which the Council is required to set provisions aside for. The current provision for appeals against the 2010 list is £3.521m. From 2017 a

new 'Check, Challenge and Appeal' system came into effect for the 2017 list. The impact of this new process is as yet unknown although it is anticipated to discourage the number of appeals within the system that are unlikely to ever result in a reduced rateable value. This new process also means the Council is not made aware of any lodged appeals until it gets to the appeal stage – any at 'Check or Challenge' stage are unknown and therefore cannot be accounted for. However based on data intelligence a prudent provision of £1.956m has been set aside based on a 'threats' analysis, bringing the total provision for appeals to £5.477, of which the Council's share is £3.286m. The settlement of appeals has a two-fold impact on the Council: the pay back of retrospective 'overpayments' and the ongoing effect of a lower receipt in future years – a permanent depreciation of the business rates base.

- 2.5 The current MTFS assumes growth, above CPI, in the annual level of local Business Rates collected will be 1.5% in 2020/21 increasing to 2% pa from 2021/22 onwards. This increase in growth levels towards the end of the MTFS planning period was to reflect some of the major developments scheduled to be undertaken in the City which should result in business rate growth in the medium term. However in light of the current economic uncertainty in the UK the level of assumed growth for 2020/21 will be lowered to 1%.
- 2.6 The Council is currently part of a Business Rates Pool for 2019/20 along with the County Council and six other Lincolnshire District Councils. The benefit of pooling is that the authorities in the pool can be better off collectively through a reduction in the amount of levy paid to the Government. The arrangements for the current pool are that this retained levy is allocated 40% to the County Council and 60% allocated to the District Council that has generated the business rates growth. The current MTFS had assumed that as a result of the introduction of 75% retained business rates that pooling would cease from 2019/20. However as a result of the delay in the implementation of the new system the Government has announced it will welcome proposals for business rate pools. The Council will therefore express an interest in continuing the current pool arrangements. This is estimated to generate the Council an additional £630k in 2020/21. The MTFS already assumes that there will be no further pooling gains from 2021/22 onwards.
- 2.7 Again, as set out in the main body of this report the move to a 75% retention scheme and the consequent full reset of business rate baselines to better reflect how much local authorities are actually collecting in business rates have now been moved back to 2021/22. These changes, when implemented, will wipe out gains the Council has built up since the launch of the current system in 2013/14. The current MTFS was prepared on the basis of this full reset and subsequent loss of gains made, from 2020/21. The delay in implementation by one year will result in additional one off resources, estimated to be £763k in 2020/21. Beyond this the assumptions in the current MTFS will remain until further detail of the new system design and reset are made available.

- 2.8 The overall impact of changes in the assumptions to the level of retained business rates is as follows:

Figures in () equate to a surplus	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
Current MTFS 2019-24	4,240	4,695	5,156	5,639
Latest forecast	5,626	4,770	5,240	5,737
Increase in resources	(1,357)	(74)	(84)	(98)

3. Revenue Support Grant

- 3.1 Over the current 4 year funding settlement period, to 2019/20, the Council's level of Revenue Support Grant (RSG), to top up business rate income, has been significantly reducing to the point where in 2020/21 RSG was set to cease and the 75% BRR scheme would come into effect.
- 3.2 The level of RSG received over the 4-year period has dramatically reduced from £2.585m in 2015/16 to just £0.022m in 2019/20, a reduction of 99.1%. The speed and severity of this reduction was not only as a result of the anticipated reductions in local government funding but also due to unexpected changes in the methodology used to calculate the distribution of the grant.
- 3.3 As a result of a one year delay in the implementation of the 75% BRR scheme the MTFS will assume that the level of RSG for 2020/21 will be at the same level as the 2019/20 grant allocation, allowing for inflation, i.e £0.023m. Beyond this it be will assumed that there will be no further RSG payable by the Government.

4. Council Tax

- 4.1 This increased importance of Council Tax, alongside Business Rates, as the principle means of raising revenue makes decisions taken in relation to the levels of Council Tax critical to the delivery of a sustainable MTFS.
- 4.2 Council Tax collection rates have remained buoyant with an in year collection rate for 2018/19 of 96.76%, although this was a decrease of 0.41% from 2017/18. Furthermore, the reported collection rate does not include the collection of previous year's arrears, typically about 40% of the arrears are collected each year.
- 4.3 The current collection rates assumed in the MTFS were set at 98.75% p.a. Based on the performance of the collection rates during 2018/19 and year to date in 2019/20, and the current position of the Collection Fund, it is considered reasonable at this point to continue with assumed collection rates to 98.75% p.a. These will however be kept under review.

APPENDIX A

- 4.4 In calculating the Council Tax base the overall yield is reduced by the estimated numbers of claimants entitled to support under the Council's Local Council Tax Support (LCTS) scheme and the eligibility criteria of the scheme. The more Council Tax support that is awarded the more the taxbase is reduced, limiting the ability to raise Council Tax.
- 4.5 Since the introduction of the scheme in 2013/14 the number of claimants has decreased by 20% over the period. This reduction has been a reflection of a national picture for rollout of Universal Credit and drops in unemployment levels, with unemployment currently running at 3.8%, a 35-year low. The MTFs currently assumes that from 2019/20 the number of claimants will remain stable. However on the basis that the full service roll-out for new UC claimants is still gaining momentum in Lincoln, during 2019 and 2020, the MTFs will be prepared on the basis of a reduction in the working age claimant caseload of 1% in 2020/21 with a constant caseload being maintained thereafter.
- 4.6 At this stage in the development of the MTFs current entitlements under the LCTS Scheme are being reviewed with public consultation taking place from 30th October for 6 weeks. Any adjustments to the scheme or indeed to the Council Tax discretions that are applied will be reflected in the final MTFs following consultation and subsequent Executive approval.
- 4.7 The current MTFs assumes an annual increase in the council tax base of 1.25% as a result of new property development. Although the Council aims to bring forward significant housing development on the Western Growth Corridor site, until a planning determination has been made no further increases in the council tax base will be assumed. The revised MTFs will therefore continue to be based on the assumption of growth of 1.25% p.a.
- 4.8 The Spending Round 2019 assumes a 2% (or £5, if greater for Districts) Core Referendum Principle and a 2% Adult Social Care Precept. This was reaffirmed in the Local Government Finance Settlement: Technical Consultation issued in October. For the Council a 2% increase in Council Tax is greater than £5 so this additional discretion is not applicable and does not increase the ability to raise further Council Tax.
- 4.9 The current MTFs assumes Council Tax increases from 2020/21 onwards of 1.9% p.a. In light of the assumptions made in the Spending Round the MTFs will continue to be prepared on this basis,
- 4.10 Based on the assumptions as set out above and using the latest Council Tax base position, estimated Council Tax yields are as follows:

	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
Current MTFs 2019-24	6,906	7,140	7,382	7,632
Latest forecast	6,939	7,174	7,416	7,666
Increase in resources	(33)	(34)	(34)	(34)

5. Other Government Grants

5.1 New Homes Bonus

The NHB was introduced in 2011/12 with the intention of encouraging the development of new homes. As at 2019/20 the Council were in receipt of £720k, although this still represents a significant proportion of the Council's overall income sources, it is much reduced from levels received in 2016/17 of £2.3m. This position is not dissimilar for many other shire districts, who as a type of authority have been the biggest net beneficiaries of the scheme to date.

5.2 There have been a number of adjustments to the scheme in recent years with the aim of delivering the scheme within a reduced cost envelope, this has included the introduction of a deadweight and a reduction in the number of years grant legacy payments are paid for.

5.3 The Local Government Finance Settlement: Technical Consultation published in August 2018 announced that for 2020/21 the Government intended to explore how to incentivise housing growth most effectively, referencing the Housing Delivery Test results, signalling a change to the current New Homes Bonus grant system. As a result of the delay in the Spending Review and local government finance reforms the future of the scheme is still subject to further discussion.

5.4 However, the Local Government Finance Settlement: Technical Consultation proposes £900m of funding for New Homes Bonus in 2020/21. With this funding it proposes to pay the three years' legacy payments that are due from 2017/18 to 2019/20 and pay a new year of funding for 2020/21; but reserves the right to alter the deadweight (which has remained at 0.4% since its introduction in 2017/18). The paper also outlines, subject to Spending Review 2020, the government's intentions for 2021/22 and onwards. It states that that the 2020/21 allocations will not result in legacy payments being made. From this it can be assumed that for 2021/22 only previous years' legacy payments will be due. It can also be assumed that, aside from legacy payments, the scheme will be stopped or replaced by an alternative scheme, reaffirming the August 2018 announcement.

5.5 The current MTFs prudently assumes that the current NHB beyond 2019/20, but that the legacy payments continue for a 4 year period. In light of the technical consultation it can now be assumed that there will be a new year of funding in 2020/21. Based on the Council Tax Base information submitted in year, on which the NHB is based, and assuming the deadweight remains unchanged, it is estimated that the amount of new NHB grant will be in the region of £200k in 2020/21. Beyond this the MTFs will be based on its current assumptions.

Housing Benefit/Council Tax Support Admin Grant

- 5.6 It continues to be difficult to forecast the likely level of future funding in respect of Housing Benefit Admin Grant due to the continual delay in the roll out of Universal Credit (UC). The Council began roll out of the full service for UC in March 2018, full Service is available to all new UC claims previously eligible for the six separate benefits. All new UC claimants have their housing cost element included in their monthly UC payment which is administered by the DWP, and as a result, they will not make a Housing Benefit claim but can still make a claim for Local Council Tax Support. The next stage requires the migration of all remaining existing claimants to full UC by 2023, this process commenced in 2019 with one local authority acting as a pilot. There is still much debate and decisions to be made by the Government as to what role local authorities will play in the longer term, but there is a commitment from the DWP to work with authorities until all working age claimants are transferred, 2023 at the earliest.
- 5.7 Although this commitment has been made the DWP have yet to announce a permanent funding model going forward. For 2019/20 the Council's main Administration Grant reduced by 12% in respect of the roll out of UC and in line with the reductions in the DWP's baseline funding. In addition the Council continues to receive New Burdens funding which is allocated on an annual basis, this is primarily in relation to UC and other welfare reforms e.g. administering the benefit cap. Furthermore, the Council also receives a grant from the MHCLG in respect of the Council Tax Support element of administration funding, this reduced by 6% in 2019/20 and was allocated on the basis of caseload data.
- 5.8 Beyond the current years funding there is no clearer position on what future grant levels are likely to be and the Council faces an annual wait for funding announcements to be made. At this stage the MTFS will be prepared on the basis of the current level of overall core grant funding, which may ultimately be received through a combination of Administration Grant and any New Burdens funding. Once the grant allocations are announced due regard will need to be taken of this in terms of the service planning for the revenues and benefits service.
6. **Inflation**
- 6.1 CPI was at 1.7% in August 2019, down from 2.1% in July. Latest forecasts are that it is likely to fall back further during 2019 and 2020, before slowly rising and settling around 2% from 2021, back in line with the Government's target rate of 2%. In respect of the general inflationary increase applied within the MTFS this is normally maintained in line with CPI projections. The current MTFS assumes a 2% p.a., in light of these latest forecasts it is not proposed that his assumption be changed at this time. This excludes inflation on general running expenses which historically have had no allowance for inflation; there is no change in this assumption.

6.2 Annual price increases in a number of the Council's contracts are linked to RPI or RPIX at a defined date in the year, primarily December and March. The latest forecasts are that RPI will rise from 2.6% in August 2019, to around 2.9% by the end of the year, with a longer term forecasts remaining at around 3% - 3.1% thereafter. The current MTFS had been based on the assumption of a 3% RPI increase for 2020/21 – 2023/24, it is not proposed to change this assumption.

7. Pay

7.1 The last agreed pay award, covering the two year period 2018/19 – 2019/20 saw an average pay award of 2% p.a., but with a higher increase of more than 15% for the lowest paid staff. Beyond the end of the two-year deal a claim has been put to the employers' side of the National Joint Committee (NJC) for Local Government Services for a £10 per hour for the lowest paid spinal column point and a 10% increase on all other pay points. The implications of this claim would cost more than £1bn across local government. Agreement of a final pay award will no doubt be the subject of considerable further negotiations over the coming months.

7.2 The current MTFS is based on the assumption of further pay awards of 2% p.a. for the period 2020/21 – 2024/25. At this stage in the development of the revised MTFS this will continue to be the assumption, however this may be subject to change dependent on the development of the NJC negotiations.

7.3 In addition the Council remains committed to paying its lowest paid workers at the level of the Living Wage, as recommended by the Living Wage Foundation as opposed to the Government's National Living Wage. An assumption of annual increases of 3%, in line with RPI projections, are currently built into the MTFS to reflect this commitment to maintain the Living Wage. It is not proposed to change this assumption at this stage.

8. Local Government Pension Scheme

8.1 The last triennial review of the Council's Pension Fund took place as at 31 March 2016 and the results identified that there had been a slight increase in the funding position since the last actuarial review from a 67% funding level to 70%. Although the overall funding position had improved slightly the employer contribution rates were increased to improve the funding position further. For employers such as local authorities, the actuary, because of the guaranteed nature of the funding, was able to recommend a stabilisation approach whereby the employer contribution is capped at an affordable level. This has allowed the contribution rate to be capped at 1% p.a. for the three years covering the valuation period 2017/18 – 2019/20.

8.2 The latest triennial review is currently being undertaken based on 31st March 2019 with the results of this review expected in late Autumn. Although at the time of the last review the funding position had improved slightly, it is highly probably that as a result of the economic instability caused by Brexit that the value of the Council's scheme assets will have fallen. Alongside this the

impact of a number of recent legal rulings, i.e. McCloud and GMP equalisation, on member benefits will give rise to a past service cost and subsequently increase in the scheme liabilities. As result of this changes it is highly probable that the funding position on the scheme will have deteriorated with a likely further increase in required contributions. Based on the current stabilisation approach in place it can be assumed that further increased in contribution rates of 1% p.a. for the 3 year period 2020/21 - 2022/23 will be required.

- 8.3 One the assumption of a 1% p.a. increase in pension contributions, it is estimated to result in the following additional costs:

	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
General Fund	92	185	278	278
Housing Revenue Account	49	99	150	150
Total	141	284	428	428

9. Fees and Charges

- 9.1 The MTFS will, at this stage, be prepared based on the existing income budgets, allowing for an overall increase of 3% per annum in the total yield from fees and charges. This does not preclude individual fees and charges being increased by more or less than 3%. This increase of 3% per annum is in line with the projections for RPI used for the Council's contractual commitments. The MTFS will therefore be prepared on the current assumption of a 3% increase in overall yield per year.

10. Investment Interest and Borrowing Costs

- 10.1 The Council continues to experience significantly low level of investment rates due to the low Bank of England Base Rate. The current Base Rate, which hasn't changed since August 2018, although only at 0.75% is at it's highest level for almost a decade. The Bank have signalled that prolonged Brexit uncertainty will keep interest rates lower for longer, however it has also stressed that interest rates could move up or down if the UK left the EU without a deal. This makes the forecasting of future rates extremely challenging.
- 10.2 Based on revised assumptions for the level of interest rates over the period of the MTFS and assumed levels of available cash balances split between fixed and variable rate investments, the latest forecasts in comparison to those assumed in the current MTFS, are as follows:

	2020/21	2021/22	2022/23	2023/24
Revised Average Investment Rate	0.73%	0.78%	0.88%	1.00%
Current MTFS	0.93%	1.00%	1.05%	1.08%

General Fund

Revised interest	£74k	£76k	£85K	£95k
Current MTFS	£82k	£85k	£88K	£89k
Increase/(Decrease) in resources - GF	£8k	£9k	£3k	(£6k)

HRA

Revised interest	£31k	£37k	£46K	£60k
Current MTFS	£35k	£42k	£47K	£45k
Increase/(Decrease) in resources	£5k	£5k	£1k	(£15k)

- 10.3 The Council's sensitivity to changes in interest rates is linked more markedly to investments rather than to the portfolio of borrowing as all borrowing is at fixed interest rates. However, new borrowing is subject to the prevailing rates at the time the borrowing is taken and as such is subject to changes in interest rates and also the action of lenders, in particular the Public Works Loans Board which is the Council's main source of borrowing. The PWLB in early October announced an immediate increase of 100 basis points on all local authority borrowing. This was in direct response the Treasury's concerns about the significant increase in local authority borrowing over the past 12 months. Whilst this does not impact on any borrowing already in place it will have a detrimental impact on the development of new schemes, particularly those which were generating a revenue return to fund the cost of borrowing.
- 10.4 Based on the current forecasts for interest payable on new borrowing, averaging 3.5% (this has recently , and any short term temp borrowing undertaken, averaging 2.5%, the latest forecasts for borrowing costs in comparison to those in the MTFS are as follows:

General Fund

	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
Current MTFS 2019-24	1,667	1,625	1,619	1,617
Latest forecast	1,488	1,663	1,663	1,663
Total	(179)	38	44	46

An assessment of the borrowing levels and associated costs for the HRA is currently being undertaken in light of the additional borrowing that has been undertaken linked to the use of the retained 1-4-1 RTB receipts. This will be used to inform the development of the HRA.

11. Housing Rents

- 11.1 The current MTFS and HRA Business Plan 2016-2046 were prepared on the basis that beyond the 4-year period of 1% p.a. rent reductions, 2020/21 onwards, that social rents would increase by CPI+1% p.a. This increase from 2020/21 is in line with the Government's announcement in October 2017 that

from April 2020 social rents will increase by CPI+1% for 5 years. The approach beyond 2025 remains uncertain but there is an expectation that social rent increases will remain. Budgeted increases for supported accommodation continue to be assumed on the same basis.

- 11.2 Including in the Council's housing stock are a number of properties that were partly funded by HCA grants on the condition that they are to be let on the basis of an affordable rent rather than on social rents. In addition there are a number of other dwellings that are let on the basis of an affordable rather than social rent. Affordable rents are not subject to Government Rent Restructuring Policies and are let at 80% of market rent levels in the local area. The current MTFs assumes rental increases in line with social rents for its affordable rents, and will continue to be developed on this basis.
- 11.3 At the end of 2018/19 rent collection levels were at 99.24%. Collection rates for 19/20 have reduced slightly with performance for the first quarter of 98.17%. Although this has reduced, it is still above the target for the year of 96.50%. The primary reasons for this dip is as result of Universal Credit rollout. Officers are working hard to minimise the effect delays in tenants receiving their first UC payment may have and early intervention to address rent arrears as well as working with officers in the UC Support Team continue to have positive effects. The current MTFs assumes a collection rate of 99% p.a. at this stage in the development of the MTFs this assumption will remain however collection levels will continue to be monitored with the MTFs updated if appropriate.
12. **Level of Revenue Reserves** - The prudent minimum level of reserves for the General Fund has been increased in recent years in light of the increased level of volatility in funding and the level of the increased risk to which the Council is now exposed. At this stage it is assumed that the optimum level of reserve holdings needed to meet the requirements of a working balance and contingency will remain at these increased levels, between £1.5m - £2m for the General Fund, and at £1m for the HRA.

BUDGET AND FINANCIAL PLANNING TIMETABLE 2020/21

No.	Target Date	Completed	Group	Deliverable	Responsible Officer
1.	Member Briefing Sessions				
1.1	<i>TBD – W/C 28th Jan 20</i>		All Members	All member workshop presenting the draft budget proposal for 2020/121 and Medium Term Financial Strategy 2020-2021.	CFO
2.	Base Budget Preparation				
2.1	4 th Oct 19		AD's/ Service Managers	Budget guidance and working papers circulated to Assistant Directors and Service Managers for preparation of base budgets, including notification of Directorate Cash Limits.	Finance Team
2.2	1 st Nov 19		AD's/ Service Managers	Completion of service cash limit budgets by budget managers.	Finance Team
2.3	8 th Nov 19		DMT's	Review of summary cash limit budgets and appropriate revisions made with AD's and DMT's.	Finance Team
2.4	26 th Nov 19		CMT	Review of summary cash limit budgets and consideration of unfunded budget items. Review of funding assumptions of existing capital programme and consideration of allocation of resources to strategic schemes/contingencies.	FSM
2.5	3 rd Dec 19		CMT	Review of Fees & Charges Schedules for 2020/21	FSM
2.5	7 th Dec 19		Financial Services	Completion of consolidated base budgets and capital programmes.	Finance Team
2.6	7 th Jan 20		CMT	Review of draft budget proposal for 2020/21 and Medium Term Financial Strategy 2020-2025.	CFO
3.	Service Planning Preparation				
3.1	17 th Oct 19		CLT/SM joint forum	Service planning for 2020/21 launched with a consultation on identifying relevant projects under strategic priorities proposed for	CMT

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No.	Target Date	Completed	Group	Deliverable	Responsible Officer
				Vision 2025	
3.2	18 th Oct – mid December 19		DMT's and PH meetings	As part of the Vision 2025 development - agree strategic priorities for the year ahead, per directorate, arising from corporate and service area needs, and legacy projects from the Vision 2020. Conflicts and any resulting budgetary issues to be reconciled through the V2025 process	Directors/ AD's (Incl. Planning)
3.3	18 th Oct – mid of Dec 19		Public consultation	Public consultation on the emerging priorities and projects	CMT, Exec and Policy
3.4	28 th Oct 19		SRG	Consultation on the priority projects emerging out of Vision 2025 evidence – this will provide the base for detailed service planning	PH's and Directors
3.5	20 th Dec 19		CMT	Draft version of Vision 2025 completed for discussion at CMT (7 th Jan)	Policy Unit
3.6	24 th Feb 20		Exec	Exec to approve the final Vision 2025 which will give approval to the key elements of service plans	CMT
3.7	By 28 th Feb 20		EDMT's	Draft service plans for the year ahead reflecting the proposed projects from the V2025 priority themes - negotiating directly where there is a resource impact on other directorates	AD's
3.8	3 rd Mar 20		Council	Council to approve Vision 2025	Leader
3.9	18 th Mar 20		CLT	Progress on service plans	AD-SD/Policy Unit
3.10	19 th Mar 20		SM Forum	Update on progress with Service Plans for information	Policy Unit
3.11	20 th Mar 20		DMT's	Draft service plans completed and agreed with Director.	AD's
3.12	31 st Mar 20		Authority-wide	Service plans published.	Policy Unit
3.13	Oct 20		AD's/ Service Managers	Service planning for 2020/21 launched with a focus on delivering progress against year 2 strategic priorities	Policy Unit
4.	Consultation and Scrutiny				

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No.	Target Date	Completed	Group	Deliverable	Responsible Officer
4.1	Jan/Feb 20– <i>dates to be confirmed</i>		General Public Stakeholders	Online budget consultation Specific stakeholder events	CFO CMT
4.2	5 th Feb 20		Budget Scrutiny Review Group	Consider and review the draft budget proposal for 2020/21 and Medium Term Financial Strategy 2020-2025, making any recommendations to the Executive.	CFO
4.3	6 th Feb 20		Audit Committee	Consider and review: <ul style="list-style-type: none"> • Prudential Indicators 2020/21-2022/24 • Treasury Management Strategy 2020/21 with responses to the Executive	FSM
4.4	20 th Feb 20		Performance Scrutiny Committee	Performance Scrutiny Committee – Consider response from Budget Review Group and refer to the Executive.	CFO
5.	Committee Approval Process				
5.1	28 th Oct 19		Executive	Consideration of the budget strategy to be adopted for the 2020/21 process, including; <ul style="list-style-type: none"> • Assessment of 2019/20 budget monitoring • Update on economy and financial environment, • A revision of MTFS assumptions • Consultation proposals (both public and with Members) 	CFO
5.2	16 th Dec 19		Portfolio Holders	Assessment of Fees & Charges Schedules for 2012021	FSM
5.3	6 th Jan 20		Executive	Approval of Council Tax Base for 2020/21, Council Tax Support Scheme 2020/21 and Estimated Collection Fund Balance for 2020/21 for Council Tax.	FSM/HSRB
5.4	<i>TBC Jan 20</i>		Portfolio Holders	Assessment of overall capital and revenue budgets	CFO
5.5	20 th Jan 20		Executive	Approval of a draft budget proposal for 2020/21 and Medium Term Financial Strategy 2020-2025 for	CFO

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No.	Target Date	Completed	Group	Deliverable	Responsible Officer
				formal consultation.	
5.6	20 th Jan 20		Executive	Approval of Business Rate Base for 2020/21 and Estimated Collection Fund Balance for 2019/20 for Business Rates.	FSM/HSRB
5.7	20 th Jan 20		Executive	Consideration and recommendation to Council for approval of the Housing Rent Levels for 2019/20.	AD-H
5.8	21 st Jan 20		Council	Approval of Council Tax Base for 2020/21 and Council Tax Support Scheme 2020/21.	FSM/HSRB
5.9	24 th Feb 20		Executive	Approval for referral to Council of: <ul style="list-style-type: none"> • Final budget proposals for 2020/21 • Medium Term Financial Strategy 2020-2025 • Treasury Management Strategy 2020/21 & Prudential Indicators • Council Tax levels for 2020/21 • Fees and Charges levels for 2020/21 	CFO
5.10	25 th Feb 20		Council	Approval of the Housing Rent Levels for 2020/21.	AD-H
5.11	25 th Feb 20		Council	Approval of; <ul style="list-style-type: none"> • Final budget proposals for 2020/21 • Medium Term Financial Strategy 2020-2025 • Treasury Management Strategy 2020/21 & Prudential Indicators • Council Tax levels for 2020/21 • Fees and Charges levels for 2020/21 	CFO

SUBJECT: LOCALISED COUNCIL TAX SUPPORT SCHEME – 2020/21

DIRECTORATE: CHIEF EXECUTIVE

LEAD OFFICER: CLAIRE MOSES, REVENUES AND BENEFITS MANAGER

1. Purpose of Report

- 1.1 To provide Executive with an update to the current Council Tax Support scheme (CTS) for 2019/20 and to propose effectively a 'no change' 2020/21 Council Tax Support scheme that Full Council will need to approve by 31 January 2020. Proposals are also made in relation to an Exceptional Hardship Scheme, as well as regarding Council Tax changes.
- 1.2 Consultation is required to take place, therefore, Executive will need to consider the proposal/s that should be put to public consultation.

2. Background

- 2.1 The Council Tax Benefit system was abolished on 31 March 2013 and replaced by the Council Tax Support Scheme. This scheme can be determined locally by the Billing Authority having had due consultation with precepting authorities, key stakeholders and residents. There are currently 8,542 residents claiming Council Tax Support in the Lincoln District.

There are 2,903 pensioners in receipt of Council Tax Support. Pensioners are protected under the legislation and receive Council Tax Support as prescribed by the Government (broadly similar to the level of Council Tax Benefit) and as a result are not affected by any changes made to the Council Tax Support Scheme.

It is the 5,639 working age claimants who will be affected by any changes made to the scheme, and as such any potential reduction in support being provided.

- 2.2 The Council agreed to a Local Council Tax Support Scheme which came into effect on 1 April 2013. Our scheme matched the previous Council Tax Benefit scheme, giving 100% support for both pension and working age customers.
- 2.3 The proposed CTS scheme must go through certain steps to comply with the provisions stated in the Local Government Finance Act 2012 before it can be adopted by this Council as a Billing Authority:-

Before making a scheme, the authority must (in the following order):-

- (a) consult any major precepting authority which has power to issue a precept to it,
- (b) publish a draft scheme in such manner as it thinks fit, and
- (c) consult such other persons as it considers are likely to have an interest in the operation of the scheme

3. Our Council Tax Support scheme

3.1 Our scheme has been updated by minor amendments each year to maintain the link with Housing Benefit and the previous Council Tax Benefit scheme.

3.2 For 2019/20, the cost of the scheme as at 31 August 2019 is £7,783,612, the Council's share of which is £1,183,109, for 8,542 claimants, 2,903 who are pensioners and 5,639 who are working age.

3.3 The current scheme has the following restrictions for working age customers: -

- Capital over £8,000;
- Minimum entitlement of £2 per week;
- Property banding capped at Band B e.g. a customer in Band C (and above) property, will only have their CTS calculated on Band B liability;
- Backdating restricted to 1 month; and
- Temporary absence from home in line with Housing Benefit.

3.4 The current scheme has the following Council Tax technical restrictions for all Council Tax Payers: -

- Introduction of additional 50% premium to empty properties over 2 years – total premium is 100% (total charge 200%);
- Care leavers council tax exemption – 100% for those aged between 18 and 21st birthday and 50% for those up to their 22nd birthday;
- Unoccupied discount 100% for the first month; and
- Second Home discount of 0%.

4. Proposed Council Tax Support 'no change' scheme for 2020-21

4.1 Based on the current core elements of the existing scheme, a caseload reduction of 1% has been modelled, along with an increase in Council Tax (ranging from 2% to 4%). These are summarised in **Appendix 1**, giving an indication of the potential cost and savings to City of Lincoln. Also included is the potential value for non-collection (based on projected collection in the taxbase of 98.75%).

4.2 As a billing authority the Council can decide whether or not to amend core elements of its scheme each year. Officers are not proposing any changes to the core elements of the scheme.

There will be some technical changes that will still need to be applied to ensure that the Council's scheme complied with the Prescribed Scheme Regulations (covering Universal Credit, premiums and discounts). These details are still awaiting from the Ministry of Housing, Communities and Local Government (MHCLG).

Technical amendments to the scheme in relation to uprating income, applicable amounts, disregards and allowances are to be collated once statutory details have been released by the Secretary of State; it is intended that these will be circulated to Members for consideration at the Executive meeting on 6 January 2020. There will be no change to the adopted policy in the way CTS is calculated for these areas. Officers have considered if there is any need for any transitional arrangements to the revised scheme and concluded transitional arrangements are not needed for the 2020/21 scheme.

4.3 In developing the modelling for each of the Council Tax Support Scheme options a number of assumptions have been made, as follows:

- Uprating Freeze for social security benefits, based on the current national policy.
- As the Council and major preceptors are likely to set differing levels of Council Tax increases it creates a variety of modelling scenarios. An overall increase on all elements of between 2% and 4% has therefore been assumed for modelling purposes. The final cost of the scheme will though be increased by the level of Council Tax increases applied. The modelling does not though take into consideration that the Council's percentage share of the overall cost of the scheme would slightly reduce if other preceptors increase their Band D by a greater percentage than the Council, this would in effect reduce the cost of the scheme to the Council.
- 1% reduction in caseload for 2020/21.
- Collection Rate of 98.75%. The current Council Tax base is calculated on this collection rate which takes into account in year collection and collection of arrears. For 2020/21 it is proposed that the collection rate, based on current collection, is maintained at 98.75%.

4.4 **Exceptional Hardship Scheme:**

Alongside a proposed 'no change' CTS scheme for 2020/21, it is also suggested that continuation of £20,000 for an Exceptional Hardship Scheme continues. Exceptional Hardship Payments (EHP) assist persons who have applied for Council Tax Support and who are facing 'exceptional hardship' – it is similar to the Discretionary Housing Payment scheme for Housing Benefit shortfalls. EHP provides a further financial contribution where an applicant is in receipt of Council Tax Support but the level of support being paid by the Council does not meet their full Council Tax liability.

The Council is required to provide financial assistance to the most vulnerable residents, who have been disproportionately affected by the changes made in 2020 to the Council Tax Support Scheme. Since April 2013, the Council agreed to introduce an Exceptional Hardship scheme each year, in order to provide a safety net for customers, in receipt of Council Tax Support who were experiencing difficulty paying their council tax. Exceptional Hardship falls within Section 13A(1) of the Local Government Finance Act 1992 and forms part of the Council Tax Support Scheme.

The current EHP budget is £20,000 and the cost of EHP awards is being borne solely by City of Lincoln. As at 31 August 2019, a total of £9,396 EHP has been awarded.

5. Proposed changes to Council Tax

5.1 Care leavers Council Tax Exemption:

In July 2016, HM Government, Edward Timpson, Minister of State for Children and Families produced a report titled [‘Keep On Caring - Supporting Young People from Care to Independence’](#). The report encourages all local authorities to consider how they can support their care leavers, using flexibilities at their disposal. One of these flexibilities is through the award of a Council Tax exemption.

In January 2019, Council approved for City of Lincoln to introduce support for care leavers within their 2019/20 Council Tax Support Scheme. A summary of the scheme is as follows: -

- *Award 100% discount on balance of Council Tax up to the individuals 21st birthday, then give 50% discount for a further year to the 22nd birthday. This would give a phased reduction towards full liability for Council Tax from the individuals 22nd birthday. Award to be made through the 2019/20 Council Tax Support Scheme.*

The Children’s Society suggested that care leavers up to, at least the age of 21 be exempt from paying council tax, but that they would also receive additional support from the county up to the age of 25.

The term ‘care leaver’ is defined in The Children (Care Leavers) Act 2000 and refers to eligible, relevant and former relevant children.

- Eligible children are young people aged 16-17 who are still in care and have been ‘looked after’ for a total of 13 weeks from the age of 14 and including their 16th birthday.
- Relevant children are young people aged 16 and 17 who have already left care and who were ‘looked after’ for at least 13 weeks from the age of 14 and have been ‘looked after’ at some time while they were 16 or 17.
- Former relevant children are young people aged 18, 19, or 20 who have been eligible and/or received relevant support prior to this age.

Officers propose to consider the extension of the 100% support up to their 25th birthday. There are currently 3 care leavers between the age of 22 and 25 where this exemption could apply. If we were to assume support for those 3 cases, the **total cost would be £3,617.28** (assuming full support at Band A of £1,205.76). **For City of Lincoln, this would be a cost of £578.76.**

5.2 Council Tax empty homes premium:

From 1 April 2013, billing authorities have been able to charge a premium on a class of property that has been unoccupied and unfurnished for 2 years or more. From 1 April 2019, the premium increased to 100% (from 50%) of the Council Tax on the property – giving a total charge of up to 200%. From 1 April 2020, councils will have the powers to charge even greater premiums on homes left empty following an amendment to a government Bill.

The Rating (Property in Common Occupation) and Council Tax (Empty Dwellings) Act 2018 allows billing authorities to charge higher premiums on homes left empty.

The legislation provides for the following: –

- April 2020 – any property empty between five and ten years to receive a premium of 200% (giving a total charge of up to 300%); and
- April 2021 – any property empty over ten years to receive a premium of 300% (giving a total charge of up to 400%).

Decisions on whether to charge a premium, and the exact rates to be charged will remain a matter for Councils, taking local circumstances into account. Officers propose including in consultation a number of considerations to be taken into account when applying the premium, - i.e. a range of factors to be considered by officers when determining whether or not such a premium is to be charged at individual case level.

Approval of any change for 2021/22 cannot be made until the 2021/22 Local Council Tax Support scheme has been consulted on.

6. Timetable

6.1 The timetable to approve any change to the new scheme takes into account the existing calendar of meetings. The full council as Billing Authority needs to approve the scheme after consultation as outlined in paragraph 2.3.

6.2 The timetable is as follows: -

- Consultation starts (6 weeks) – 30 October 2019 - the Council is required to review their current Council Tax Support scheme. The proposals and recommendations seeks to ensure the Council has a robust review of its current scheme and understand the implications of adopting a new scheme.
- Policy Scrutiny Committee – 26 November 2019 as part of consultation process
- Consultation Ends – 11 December 2019

- Executive – 6 January 2020
- Council – 21 January 2020 - the Local Government Finance Act 2012 requires a full review of the scheme by the Billing Authority. City of Lincoln Council will need to approve a new scheme after consultation by 31 January 2020.

7. Significant Policy Impacts

7.1 Strategic Priorities

Let's drive economic growth - Council Tax Support has a key role in Reducing Poverty and disadvantage by ensuring residents in those households who cannot afford to pay their Council Tax receive financial support. The changes to Council Tax Support form part of the national welfare reform agenda, with the risks of changes to numbers of claimants due to economic change and funding gap costs being passed from central government to local authorities. Central government now has a fixed cost funding arrangement whereas local government must set a scheme in advance of the financial year it applies to but cannot change it should circumstances change unexpectedly or if the assumptions used to decide the scheme are not realised. Central government states that this places responsibility for the local economy such as creating businesses and jobs on local government as part of the localism agenda

Let's reduce inequality - The Authority will be obliged to comply with its general equality duty under the Equality Act 2010. The scheme is being amended in line with statutory requirements and uprating the financial allowances. Early modelling shows the number of customers affected and pay how much (total and average per week). Once a decision has been made regarding the options of modelling, an equality impact assessment will be undertaken.

Council Tax Support awards are notified on Council Tax bills. If the scheme were likely to change, consultation with precepting authorities, stakeholders (such as Citizens Advice and Financial Inclusion Partnership) and residents would be required. Once a decision has been made, notification within Council Tax bills and annual CTS uprating letters would be issued advising claimants of the decision once their award for the new financial year is known.

7.2 Organisational Impacts

Finance (including whole life costs where applicable)

The actual cost of the discount scheme in 2020/21 will not be known for certain until the end of the financial year and will be dependent on the actual caseload in year as well as the levels of Council Tax set by the City Council and the major precepting authorities.

An indicative range of costs based on various scenarios for 2020/21 is set out in **Appendix 1**.

The estimated cost of the scheme, based on current caseload, is taken into consideration when calculating the Council's tax base for the financial year and will impact on the estimated Council Tax yield for the year. Any difference in the actual cost of the discount scheme to that estimated in the tax base calculation will be accounted for within the Collection Fund and will be taken into account when future years surpluses or deficits are declared.

The exceptional hardship fund of £20,000, made available during 2019/20, is proposed to continue for 2020/21.

If the care leavers' exemption was extended to the age of 25, there will be an additional cost of £3,617.28 (assuming full support at Band A of £1,205.76). For City of Lincoln, this would be a cost of £578.76.

7.3 Legal implications inc Procurement Rules

The Council Tax Reduction Schemes (Default Scheme) (England) Regulations 2012, laid before Parliament on 22nd November 2012, set out the regulations for a default scheme and this was adopted by the Council subject to local policy needs in January 2013. The Secretary of State has issued amendment regulations setting out some changes that must be adopted by the Council for pensioners and the Council has also decided in 2013 to keep the schemes allowances and premiums in line with those for Housing Benefit for working age claimants. These are incorporated into amendments to the local scheme for approval by the Council.

The regulations for the City of Lincoln Council scheme proposed to be adopted are to be collated and made available for Council in January 2020.

7.4 Equality, Diversity and Human Rights

The Authority will be obliged to comply with its general equality duty under the Equality Act 2010 and is shown in **Appendix 2**. The scheme is being amended in line with statutory requirements and uprating the financial allowances.

7.5 Staffing

No change to current staffing arrangements as a result of this policy.

8. Risk Implications

- 8.1 The Council, along with the other preceptors, bears the risk of the cost of the Council Tax Support scheme should caseload increase causing the cost to increase more than predicted.
- 8.2 Any revisions to the scheme must be approved by 31 January 2020 before the financial year begins.
- 8.3 The scheme cannot be changed mid-year and therefore it is vital the correct scheme is in place.

9. Recommendations

9.1 Executive is asked to:

- 1) Consider and comment on a proposed 'no change' Council Tax Support scheme for 2020/21 for public consultation and scrutiny, as set out in Section 4.
- 2) Discuss, review and determine if continuation of the £20,000 Exceptional Hardship fund for 2020/21 to top up Council Tax Support awards in appropriate cases, will be subject to public consultation and scrutiny. This amount is funded through the collection fund.
- 3) Consider and comment on Council Tax proposed changes for public consultation and scrutiny for 2020/21 – i.e. Care Leavers exemption, and Council Tax empty homes premium (with a range of factors for consideration).

Key Decision Yes

Do the Exempt Information Categories Apply No

Call In and Urgency: Is the decision one to which Rule 15 of the Scrutiny Procedure Rules apply? No

Does the report contain Appendices? Yes

If Yes, how many Appendices? 2

Appendix 1 – Modelling 2020/21
Appendix 2 – Equality Impact Assessment

List of Background Papers: None

Lead Officer: Claire Moses – Telephone 01522 873764

Council Tax Support Scheme ‘no change’ proposal as at 31 August 2019

All applicable amounts have been frozen, income with 0% increase, Council Tax with 2%, 3% and 4% increase and 1% caseload decrease.

Option 1: No change to current scheme	Estimated Total Spend	City of Lincoln Spend – 15.2%	Difference to MTFS (1,237,579) – saving / (cost)	Amount expected to be collected using collection figure of 98.75%
Current scheme only – 2% Council Tax increase	£8,004,133	£1,216,392	£21,177	£20,912
Current scheme only – 3% Council Tax increase	£8,087,399	£1,229,046	£8,523	£8,416
Current scheme only – 4% Council Tax increase	£8,170,678	£1,241,702	(£4,132)	(£4,080)

Council Tax Technical Options for change as at 19 September 2019

Option 4: Council Tax Empty Homes Premium	Council Tax Band	Total properties per band	Additional revenue per band @ 200%	City of Lincoln Additional revenue – 16%	Amount expected to be collected using collection figure of 98.75%
Introduce 200% premium (300%) charge for properties empty over 5 years	A	33	£39,776	£6,364	£6,285
	B	4	£5,625	£900	£889
	C	3	£4,821	£771	£762
	D	3	£5,424	£868	£857
	E	0	£0	£0	£0
	F	0	£0	£0	£0
	G	1	£3,013	£482	£476
	H	0	£0	£0	£0
Total		32	£58,659	£9,385	£9,269

Care Leavers

Officers propose to consider the extension of the 100% support up to their 25th birthday. There are currently 3 care leavers between the age of 22 and 25 where this exemption could apply. If officers were to assume support for those 3 cases, the **total cost would be £3,617.28** (assuming full support at Band A of £1,205.76). **For City of Lincoln, this would be a cost of £578.76**

Equality with Human Rights Analysis Toolkit



SECTION A

Name of policy / project / service	Council Tax Support Scheme 2020/21
Background and aims of policy / project / service at outset	<p>In January 2019, the meeting of Full Council approved City of Lincoln Councils Council Tax Support Scheme (CTS) for 2019/20. There were a number of changes made to the scheme.</p> <p>The Council must review and reapprove its Council Tax Support scheme each year as part of its budget setting process, and make any necessary changes for 1 April 2020</p> <p>It is recognised that the combined effects of the wider welfare reform package on the residents of the District requires a robust and detailed Equality Impact Assessment.</p> <p>The current document contains data derived from the current Council Tax Support caseload.</p> <p>Following publication of the draft scheme, formal consultation will commence on 30 October 2019 and will end on 11 December 2019, utilising a combination of the council’s consultation web-portal, press releases and social media directing the public to the on-line consultation documents. Letters will also be issued to all customers in receipt of Council Tax Support. Emails will be issued to relevant stakeholders, including Citizens Advice and the Financial Inclusion Partnership.</p> <p>The level of changes to the current scheme have been modelled and individuals / groups impacted by the selection of changes is shown below: -</p> <ul style="list-style-type: none"> • Retain current scheme with a Council Tax increase between 2% to 4% and 1% caseload reduction – 8,542 CTS customers affected; and • Council Tax Empty Homes Premium to be increased from 100% to 200% (charge from 200% to 300%) - 20 council tax payers affected <p>Each of these will be considered in relation to how the changes might differently and / or adversely affect</p>

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	<p>people with protected characteristics.</p> <p>The Equality Assessment provided support in approach to the consultation on the proposed scheme. Details of the responses to the consultation will be presented in the Localised Council Tax Support 2020/21 report pack which will be presented to Strategic Review Group on 16 December 2019.</p>
<p>Person(s) responsible for policy or decision, or advising on decision, and also responsible for equality analysis</p>	<p>Claire Moses – Revenues and Benefits Manager (Shared Service)</p>
<p>Key people involved <i>i.e. decision-makers, staff implementing it</i></p>	<p>Decision Makers – City of Lincoln Members, and Executive Staff implementing any changes</p>

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SECTION B

This is to be completed and reviewed as policy / project / service development progresses

	Is the likely effect positive or negative? (please tick all that apply)			Please describe the effect and evidence that supports this?*	Is action possible to mitigate adverse impacts?	Details of action planned including dates, or why action is not possible
	Positive	Negative	None			
Age	Y	Y		<p>Pensioners are a protected group for the purposes of council tax support scheme so will not be financially affected, therefore the reduction in benefit will be borne by the remainder of those in receipt of Council Tax Support (those of working age who are not carers, war widows/ war disablement pensioners and the sick and disabled).</p> <p>There could be a risk people of working age who will bear all the financial impact of the changes, may resent the fact that pensioners are exempt.</p> <p>Due to the current economic climate, it is more difficult for younger people to access employment providing further financial difficulties. Council Tax Support will only be available to those young people who are liable to pay Council Tax and this only applies to householders over 18 years of age. If the young person is living in their parent or other householder's home they will not be liable to pay Council Tax so will not be affected by this Support scheme unless they are a non-dependent in the householder's home because the non-dependant deductions are being increased across all age groups and</p>	Yes	<p>Action dependant on outcome of consultation.</p> <p>With effect from 1 April 2020</p>

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				based on the level of income they receive. The personal allowances for under-25's is lower than for those over the age of 25 years. This means that they could get less.		
52 Disability including carers (see Glossary)	Y			<p>The proposal to protected vulnerable groups will include those with a disability.</p> <p>The Department for Work and Pensions state that disabled people remain far less likely to be in employment, therefore the proposals do not impact on this group to the extent that they are regarded as a vulnerable group. The scheme protects disabled persons from the proposed changes except for the general uprating of all allowances and premiums.</p> <p>To qualify as 'disabled' the person must</p> <ul style="list-style-type: none"> • Qualify for a disability, enhanced disability or severe disability premium for the claimant or partner, or • Qualify for disability or enhanced disability premium for a dependent, or • Qualify for a disability earnings disregard, or • Receive a disability related council tax reduction. • Be in receipt of Employment and Support Allowance (Work Related or Support Group component 	NA	With effect from 1 April 2020
Gender re-assignment			Y	There is no evidence at this stage of an impact	NA	With effect from 1 April 2020

Appendix 2 – Executive – 28 October 2019 – Council Tax Support Scheme 2020/21 Equality Impact Assessment

Pregnancy and maternity			Y	This does not have any effect on the decisions made under this policy.	NA	With effect from 1 April 2020
Race			Y	Persons from abroad are excluded from provision by statute but race or ethnicity itself does not have any effect on the application of the scheme. Scheme rules do not take into account race or ethnicity. Council Tax Support is proposed to be reduced for all working age customers.	NA	With effect from 1 April 2020
Religion or belief 53			Y	There is no evidence at this stage of an impact	NA	With effect from 1 April 2020
Sex			Y	There is no evidence at this stage of an impact	NA	With effect from 1 April 2020
Sexual orientation			Y	This does not have any effect on the decisions made under this policy.	NA	With effect from 1 April 2020
Marriage/civil partnership			Y	This does not have any effect on the decisions made under this policy.	NA	With effect from 1 April 2020
Human Rights (see page 8)			Y	This does not have any effect on the decisions made under this policy.	NA	With effect from 1 April 2020

- Evidence could include information from consultations; voluntary group feedback; satisfaction and usage data (i.e. complaints, surveys, and service data); and reviews of previous strategies

Did any information gaps exist?	Y/N/NA	If so what were they and what will you do to fill these?

SECTION C

Decision Point - Outcome of Assessment so far:

Based on the information in section B, what is the decision of the responsible officer (please select one option below):

- | | |
|---|------------------|
| | Tick here |
| ✓ No equality or human right Impact (your analysis shows there is no impact) - sign assessment below | [] |
| ✓ No major change required (your analysis shows no potential for unlawful discrimination, harassment)- sign assessment below | [] |
| ✓ Adverse Impact but continue (record objective justification for continuing despite the impact)-complete sections below | [x] |
| ✓ Adjust the policy (Change the proposal to mitigate potential effect) -progress below only AFTER changes made | [] |
| ✓ Put Policy on hold (seek advice from the Policy Unit as adverse effects can't be justified or mitigated) -STOP progress | [] |

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<p>Conclusion of Equality Analysis (describe objective justification for continuing)</p>	<p>Council Tax has to be paid by all those liable to pay it but some people will have limited means to do this because of their low income or they have higher living costs due to illnesses, disabilities or family or personal circumstances.</p> <p>Council Tax is required to raise month to fund Council Services but a certain amount of money is directed to those who cannot afford to pay the Council Tax to reduce the financial burden on those households because they need it or because society considers that financial support is beneficial to help certain categories of people in certain situations.</p> <p>The aim of the proposed changes is to save some scheme expenditure in light of further reductions to local government finance.</p>
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<p>When and how will you review and measure the impact after implementation?*</p>	<p>The policy and CTS is the responsibility of City of Lincoln Council. It is approved by Executive and then Full Council. It will be administered by the Council's Shared Revenues and Benefits Service.</p>
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	The Council will analyse its current caseload and produce figures showing the main groups of working age claimants getting Council Tax Support now and likely to be affected by changes to the current scheme. Extracts of the data will allow monitoring of the main types of people affected by the policy can take place as required
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Checked and approved by responsible officer(s) (Sign and Print Name)	 Claire Moses	Date	3/9/2019
Checked and approved by Assistant Director (Sign and Print Name)	Martin Walmsley	Date	3/9/2019

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SUBJECT: LINCOLN CITY PROFILE

DIRECTORATE: CHIEF EXECUTIVE

REPORT AUTHOR: PAT JUKES – BUSINESS MANAGER, CORPORATE POLICY
NATHAN WALKER – SENIOR CORPORATE PERFORMANCE AND ENGAGEMENT OFFICER (ACTING)

1. Purpose of Report

- 1.1 To present the updated Lincoln City Profile for 2018/19 to Executive, recommending the approval of the document in advance of it being published on the City of Lincoln Council website and being shared with external partners.

2. Executive Summary

- 2.1 The Lincoln City Profile 2018/19 (**Appendix A**) is the updated version of the previous years' profile. It focuses on the key demographic and socioeconomic characteristics of, and challenges to, the city of Lincoln. It provides an evidence base to inform the continued development and implementation of City of Lincoln Council's Vision 2025.

It will help the council to target resources where they will have greatest impact as well as providing information to support funding bids by both ourselves and partners.

- 2.2 The introduction to the profile provides contextual information about the city and comprises eight chapters, together with the Lincoln Poverty Profile at Appendix 1.

The chapter titles are:

- Population
- Economy
- Welfare
- Health
- Education
- Housing
- Crime
- Environment and Climate

Each chapter has an introduction summarising the key facts, with further data and detail provided in subsequent pages.

- 2.3 Key Opportunities:

- Median annual earnings for full time workers increase to £24,976

- Over 90% of new businesses surviving their first year of trading
- Less council tax support claimants - down to 8,598 as of April 2019
- Number of affordable homes delivered in 2018/19 – 231, increasing from just 21 the previous year
- The average price paid for a property increase for the 6th consecutive year, now at £164,372
- The number of people on the housing waiting list drop to its lowest figure since 2013/14, at 1,172
- Lincoln perform at the expected level against our Police Audit Family.
- Gas and electricity consumption decrease for the 6th consecutive year
- Commercial and domestic CO2 contribution decrease for the 4th consecutive year
- Household waste per person in tonnes decrease to 0.36pp – lower than both England and East Midlands

2.4 Key Challenges:

- More people (both male and female) claiming benefits such as universal credit
- Both female and male life expectancy drop by 0.9 and 0.4 years respectively whilst the English averages were static or improved
- Lincoln rate of under 75 cardiovascular and cancer related deaths continue to be the highest and second highest (respectively) in comparison to our nearest neighbours
- The prevalence of obesity and excess weight in children increase
- The average Attainment 8 and Progress 8 scores have both reduced
- The total reported offences increase (more than that of the East Midlands and England)

3 Background

3.1 The Lincoln City Profile 2018/19 is the updated version of the previous years' profile, which encompasses a breadth of information, and focuses on key demographic and socioeconomic characteristics of, and challenges to, the city of Lincoln. In doing this, it acts as the evidence base behind the continued development and implementation of City of Lincoln Council's Vision 2025 strategic priorities.

The information provided will also help the council to target resources where they are needed most, including where we could benefit from working with or influencing partners to take further action on areas that are not directly within our remit. This information can also be used to support funding bids by both ourselves and partners.

The profile includes a significant level of trended data to allow visibility of progress over time. In addition, the inclusion of the CIPFA nearest neighbour and the Police Audit Family comparisons are included where data is available and appropriate.

3.2 Changes in the 2018/19 edition

Please note that we have introduced new information on Climate Change this year at CMT's request. As there are huge similarities with the Environment chapter – this has been merged to a single chapter for this version of the profile.

In addition to the above, please also note that the Health Profile (page 47) and the three **old** Homelessness measures (page 59 figure 109,110,111) will be updated as soon as the information required is available.

3.3 **Lincoln City Profile data sources**

The data collated and summarised in this report is taken from a number of public sources such as the Office of national statistics (ONS), Gov.uk, Higher Education Statistics Agency (HESA), University of Lincoln, NOMIS, Lincolnshire Research Observatory (LRO), LG Inform, Public Health England Profile (PHE), Department of Education (DfE), Police, Lincolnshire County Council, Historic England and City of Lincoln Council.

It is important to note that this data is compiled and published to different aggregated timescales (e.g. Health chapter) and therefore not all data is directly comparable in timelines. All data included is the latest available at the time the report was compiled, however, this does mean that some still seems to be quite old – hence the importance of trend.

3.4 **Key facts emerging from the Profile**

3.5 Population and migration

This year's Population figures show a number of increases and static measures. As Population measures are contextual (i.e. difficult for the city to change), there are no "negatives" as you would find with other qualitative data (such as in Health/Education chapter).

- Lincoln's population has risen to 99,039
- The number of people per square kilometre has increased to 2,775
- Park ward is still the most populous ward in Lincoln with 10,980 people
- The number of NiNo registrations decreased for the second consecutive year, now at 1,141
- We have a total of 17,225 students study in the city
- North Kesteven is the most popular place people are migrating to and from Lincoln

3.6 Economy

Lincoln's economy has experienced some welcome improvements, alongside some areas of deterioration. From this year's figures we have seen:

- Median annual earnings for full time workers increase to £24,976
- Gross weekly pay for full time workers increase by £7.40 to £457.20
- Gross weekly pay for part time workers decrease by £5 to £161.30

- Over 90% of new businesses surviving their first year
- Job density drop slightly to 0.94 per person, but still above England and East Midlands.
- GVA in Lincoln at £2,374 – rising one place compared to our nearest neighbours

3.7 Welfare

The welfare of a city's residents has a direct effect on their use of crucial services offered by private sector companies and local government. The welfare system is designed for those who need support from central and local government the most

From the latest figures we have seen;

- The percentage of people in fuel poverty drop to 10.6% from 13.3%
- The number of children living in out of work households drop slightly, but the % living in low income household rise very slightly by 0.5%
- The number of people claiming housing benefit decrease to 6,818 from 8,235 in November 2018 – this is as a result of many residents moving across to Universal Credit
- More people (both male and female) claiming universal credit.
- Less council tax support claimants - down to 8,598 as of April 2019.

3.8 Health

The goal of having a healthy city is more than just about the physical health of its population, and is a much broader scope of health related activities. However, we need to acknowledge that physical health in Lincoln is in most areas worse than the national averages.

From this year's figures, we have seen;

- Both female and male life expectancy drop by 0.9 and 0.4 years respectively whilst the English averages were static or improved
- Alcohol related conditions decrease from 702 in 2016/17 to 677 in 2017/18.
- Lincoln rate of under 75 cardiovascular related deaths continue to be the highest in comparison to our nearest neighbours.
- The Lincoln under 75 cancer mortality rate at the second highest rate amongst nearest neighbours
- The prevalence of obesity and excess weight in children increase
- The percentage of adults carrying excess weight decrease whilst at the same time the percentage of physically active adults increase considerably
- The prevalence of smokers decrease from 21% to 17.62%

The Local Authority Health Profiles are currently under review and are expected to be published in autumn.

3.9 Education

In education there were changes in government methodology for collating the results for the new Attainment 8 and Progress 8 data – full details are in Appendix 3 of the profile.

From this year's figures, we have seen;

- The percentage of foundation students who are achieving a good level of development maintain at 66%, as it did in 2016/17 (however England has risen 2%).
- The average Attainment 8 score drop to 43.4, from 45 in 2016/17 (whilst England and East Midlands increased)
- The average Progress 8 score more than double, from -0.15 in 2016/17 to -0.33 in 2017/18 (whilst England and East Midlands increased – nearer a figure of 0 is good)

3.10 Housing

Housing is always an emotive subject – whether our residents own or rent, it is usually the most expensive item on any outgoings list.

From this year's figures we have seen;

- Number of affordable homes delivered in 2018/19 – 231, increasing from just 21 the previous year
- The average price paid for a property increase for the 6th consecutive year, now at £164,372
- The number of properties sold under RTB increase to 93, from 67 in 2017/18
- Average private rental costs in all properties have all increased, in line with the East Midlands and England rate
- The number of people on the housing waiting list drop to its lowest figure since 2013/14, at 1,172
- The affordability ratio drop further, to 5.41, from 5.51 in 2017 (note that low is good for this measure)
- The number of possessions claims issued by landlords decrease from 120 in Q2 2018/19 to 71 as of Q1 2019/20

3.11 Crime

Police recorded crime can be affected by changes in recording practices, policing activity and willingness of victims to report. A rise or fall in recorded crime does not necessarily mean the actual level of crime in society has changed.

- The total reported offences increase (more than that of the East Midlands and England)

- Lincoln perform at the expected level against our Police Audit Family.
- All but 4 types of crime worsen by a minimum of at least 8%
- ASB incidents increase in 3 central LSOA codes
- The burglary, weapons possession, vehicle related crimes and theft from the person rate have all decreased.
- The number of hate crimes in all but "Disability" increase
- Lincoln has the highest levels of drug offences and shoplifting offences in our Police Family

3.12 Environment

Lincoln's environment is continuing to see some very pleasing improvements, such as decreases in energy consumption, more electric vehicles and another year of decreases in c02 contribution.

- Gas and electricity consumption decrease for the 6th consecutive year
- Household waste per person in tonnes decrease to 0.36pp – lower than both England and East Midlands.
- The number of vehicles registered in Lincoln increase to 49,000
- The number of ultra-low emission vehicles registered in Lincoln rise by 27% since last year
- Commercial and domestic C02 contribution decrease for the 4th consecutive year
- Lincoln drop to just 3rd lowest total C02 levels out of our 15 nearest neighbours
- Both the average minimum and maximum temperatures have increased.
- Rainfall is showing an increasing trend
- Air frost days is showing a decreasing trend

5. **Strategic Priorities**

5.1 This report provides data which could be used by all four Strategic Priorities.

6. **Organisational Impacts**

6.1 Finance (including whole life costs where applicable) – There are no financial implications.

6.2 Legal Implications including Procurement Rules –There are no legal implications.

6.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination

- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

A full EA is not required. The Lincoln City Profile brings together data which will help City of Lincoln Council better understand the make-up of the city in terms of equality and diversity as well as other demographic details.

7. Risk Implications

7.1 Options Explored – n/a

7.2 Key risks associated with the preferred approach – n/a

8. Recommendation

8.1 Executive is asked to:

- 1) Review the findings of the ‘Lincoln City Profile – 2018/19’ (included as Appendix 1)
- 2) Approve the ‘Lincoln City Profile – 2018/19’ for publication.

Is this a key decision?

No

Do the exempt information categories apply?

No

Does Rule 15 of the Scrutiny Procedure Rules apply?

No

How many appendices does the report contain?

One

Appendix A – The Lincoln City Profile 2018/19

List of Background Papers:

None

Lead Officer:

Nathan Walker, Senior Corporate Performance and Engagement Officer (Acting) - Ext. 3315

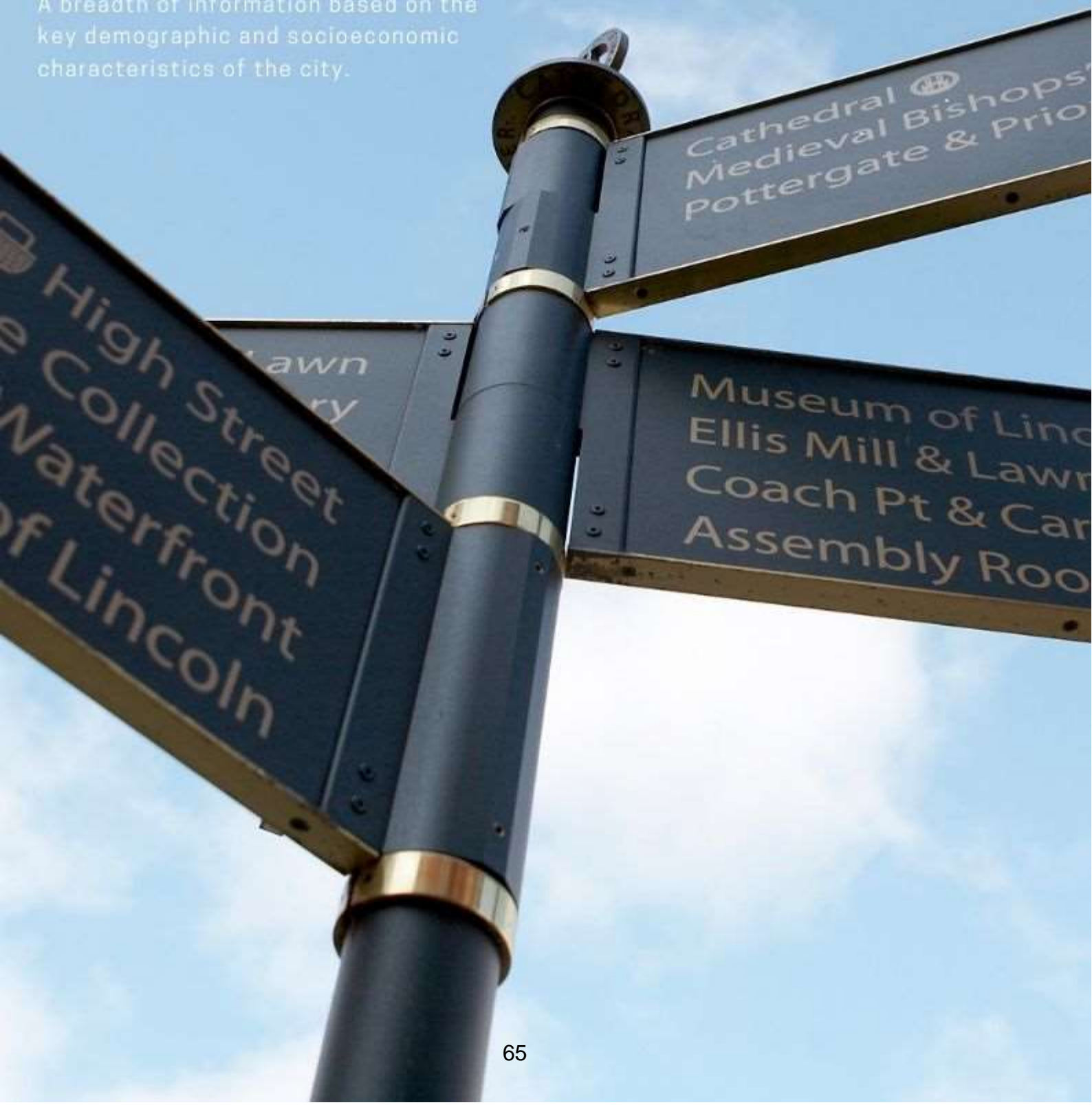
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LINCOLN CITY PROFILE

2018/2019

A breadth of information based on the key demographic and socioeconomic characteristics of the city.



POPULATION

PAGES 7 - 14

EDUCATION

PAGES 48 - 53

ECONOMY

PAGES 15 - 23

HOUSING

PAGES 54 - 63

WELFARE

PAGES 24 - 31

CONTENTS

CRIME

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HEALTH

PAGES 32 - 47

**ENVIRONMENT AND
CLIMATE**

PAGES 73 - 85

INTRODUCTION

The Lincoln City Profile's purpose is to provide a breadth of information based on the key demographic and socioeconomic characteristics of the city. It is a valuable source of summary information (Including the Lincoln Poverty Profile measures as highlighted in Appendix 1), all contained in one document. It draws and collates information from across a full range of measures and sources focusing on recently released data. It focusses on Population, Economy, Welfare, Health, Education, Housing, Crime and Environment.

Population is the key ingredient in how all other characteristics of the city are measured. With an increased population, comes increased pressure on health services, the environment, crime rates, the education system, housing allocation and the welfare system - but also has equal opportunity to drive economic growth, increase skill sets and boost tourism. Population isn't just local, it's international - so it's important to remember that migration is also a key indicator in the above characteristics. How attractive is Lincoln to international learners, workers and visitors? Do people want to make Lincoln their home? Population sets the foundation for all other measures, and should be used contextually alongside other measures.



Our local economy is made up of the production and consumption of goods and services as well as the supply of money. There are two sides to Lincoln's economy - consumer economy and labour economy. Consumers contribute to the economy by buying goods and services. Our Labour economy contributes by allowing businesses to make and sell those goods and services. The Grant Thornton Vibrant Economy Index ranked Lincoln's "Prosperity" and "Dynamism and Opportunity" at 218 and 140 respectively out of 324 local authorities. Grant Thornton defines a prosperous and dynamic city as a city where its "economy is producing wealth, entrepreneurialism and innovation, with a skilled population that can drive future growth".

The welfare of a city's residents has a direct effect on their use of crucial services offered by private sector companies and local government. The welfare system is designed for those who need support from central and local government the most. It is designed to protect and promote the economic and social well-being of its residents, based on the principles of equal opportunity, distribution of wealth and above all public responsibility for residents who are unable to provide themselves with a basic quality of life. The Grant Thornton Vibrant Economy Index ranked Lincoln's "Inclusion and Equality" at 284 out of 324 local authorities. Grant Thornton defines an inclusive and equal city as a city where "Everyone benefits from economic growth. The gap between richest and poorest narrows, regional disparities reduce and there are equal opportunities for all".





A 'healthy' city is not an outcome but is instead a process of continuous development to offer residents improved physical and social environments that allows them to support not only their own personal goals, but also community goals of belonging, trust and physical social safety. The goal of having a healthy city is more than just about the physical health of its population, and is a much broader scope of health related activities. The Grant Thornton Vibrant Economy Index ranked Lincoln's health, wellbeing and happiness at 256 out of 324 local

authorities. Grant Thornton defines a healthy as a city where its "people are healthy, active and positive. They lead fulfilling lives and are able to take up opportunities".

A strong and effective education at a young age helps to develop a child/teenagers own thoughts and perspectives about the world. It also prepares them for work, which in a city such as Lincoln, is a big contribution to the economy and our skilled population. Educational development isn't just about academic performance, and is just as much related to skilled professions, especially considering Lincoln's rich industrial history and exciting future.



High quality housing that is affordable and flexible can help people of all situations to grow and achieve their true potential. By having a place to call home, people not only feel that they belong in their community, but they are more likely to look after their surroundings, which raises and maintains the appearance of the city.

Crime is rarely a positive subject, but can be a clear indicator of a city's growth and prosperity. The geography of crimes is interesting, especially in a smaller city such as Lincoln. City centre and urban housing areas may experience higher crime rates, due to their perceived lack of owner/occupiers (such as high streets and dense urban areas with high rental property levels). Communities that experience a higher level of crime can also be those that are most adversely effected in other ways, with residents engaging less in their community and more in the defence of either their personal property or themselves, which in turn can create more run down areas and less sense of belonging. The Grant Thornton Vibrant Economy Index ranked Lincoln's "Community, Trust and Belonging" at 98 out of 324 local authorities (our strongest score in the index). Grant Thornton defines a trusting community city as a city where "Vibrant communities have a lively and creative cultural life, and a clear identity that inspires pride. People feel safe, engage in community activities and trust the integrity of businesses and institutions".





Our environment is suffering at the hands of climate change. The air we breathe, the outside spaces we enjoy and the places we call home are being threatened by over consumption of energy, single use materials as well as rising CO₂ levels and global temperatures. Whilst this chapter explores predominantly quantitative data (such as CO₂ levels) it's important to remember that there is a social element to environment, such as being able to invest time in cultural and heritage based activities and assets. The Grant Thornton Vibrant Economy Index ranked Lincoln's "Resilience and Sustainability" at 251 out of 324 local

authorities. Grant Thornton defines a resilient and sustainable city as a city where the "economy has a neutral impact on the natural environment and our built environments are resilient places we want to live in".

The Lincoln City Profile paints a unique picture of what it is like to live and work in Lincoln.

Further Information:

If you have any questions or comments concerning this profile, or require further information, please email us on - policy@lincoln.gov.uk

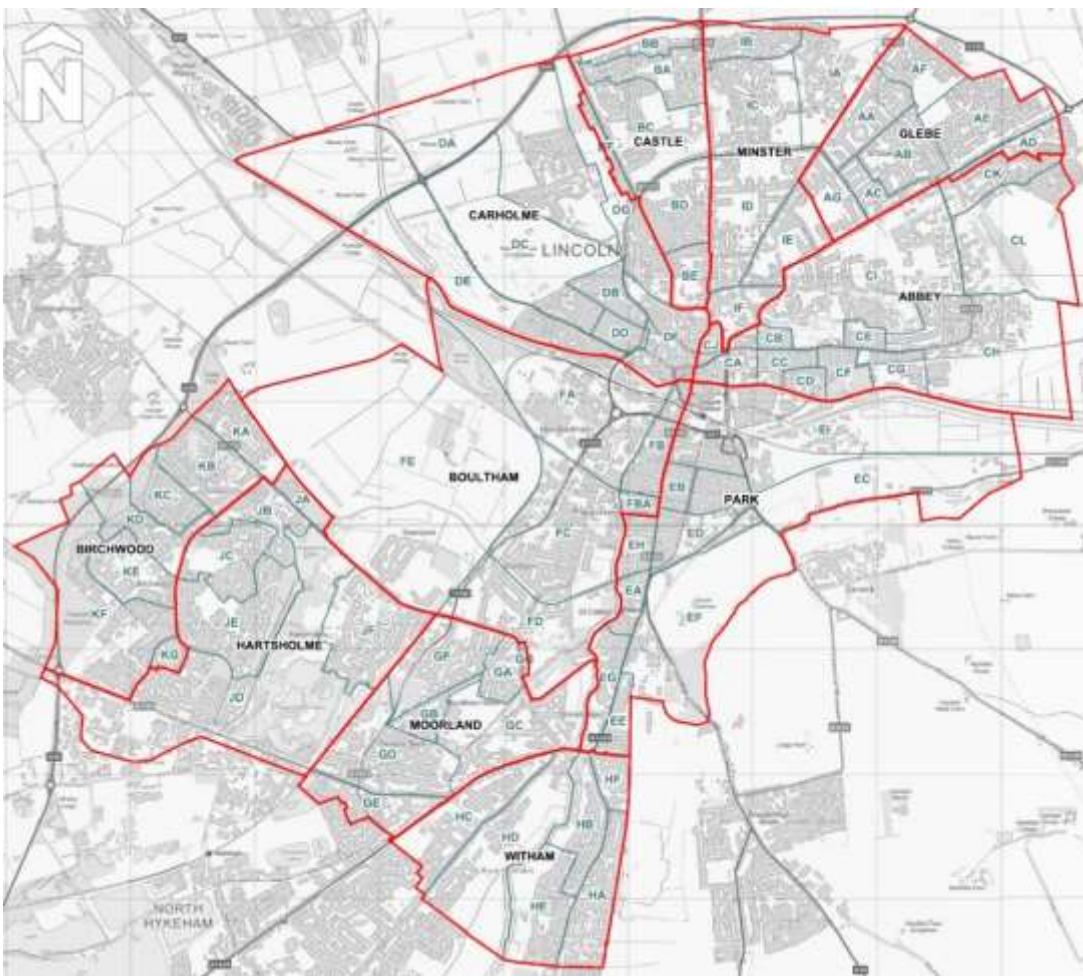
OUR BENCHMARKING GROUPS

CIPFA nearest Neighbours

Many of the measures in this profile use our nearest neighbours as defined by CIPFA (Chartered Institute of Public Finance and Accountancy) where Lincoln is compared with 15 other councils with the most similar statistical characteristics in terms of social and economic features. When used, this profile will refer to them as “our nearest neighbours”.

- Tamworth (76,678)
- Redditch (85,989)
- Harlow (86,594)
- Burnley (87,527)
- Stevenage (87,754)
- Rushmoor (95,142)
- Cannock Chase (100,109)
- Worcester (101,891)
- Chesterfield (104,628)
- Mansfield (108,841)
- Exeter (130,428)
- Gloucester (129,285)
- Ipswich (137,552)
- Norwich (141,137)
- Preston (141,818)

Ward Boundaries – October 2016 - The data presented in this report is based on the most up to date ward boundaries for Lincoln. The map below shows wards and lower super output areas for information.



Police Audit Family

In the same way CIPFA produces our ‘nearest neighbours’, the Police Audit family is a group of geographies which the police have identified as similar to each other.

- Hastings (92,855)
- Ipswich (137,532)
- Norwich (141,137)
- Preston (141,818)
- Gateshead (202,508)
- Salford (254,408)
- Stoke on Trent (255,833)
- Derby (257,174)
- Plymouth (263,100)
- Bolton (285,372)
- Newcastle Upon Tyne (300,176)
- Cardiff (364,268)
- Sheffield (582,506)
- Leeds (789,194)

POPULATION

Summary

This year's Population figures show a number of increases and static measures. As Population measures are contextual (i.e. difficult for the city to change), there are no "negatives" as you would find with other qualitative data (such as in Health/Education chapter).

This year we have seen:

- Lincoln's population rise to 99,039
- The number of people per square kilometre increase to 2,775
- Park ward maintain its status as most populous ward in Lincoln with 10,980 people
- The number of NiNo registrations decrease for the second consecutive year, now at 1,141.
- North Kesteven as the most popular place people are migrating to and from Lincoln.
- A total of 17,225 students study in the city.



ESTIMATED POPULATION OF LINCOLN MID 2018 ESTIMATES

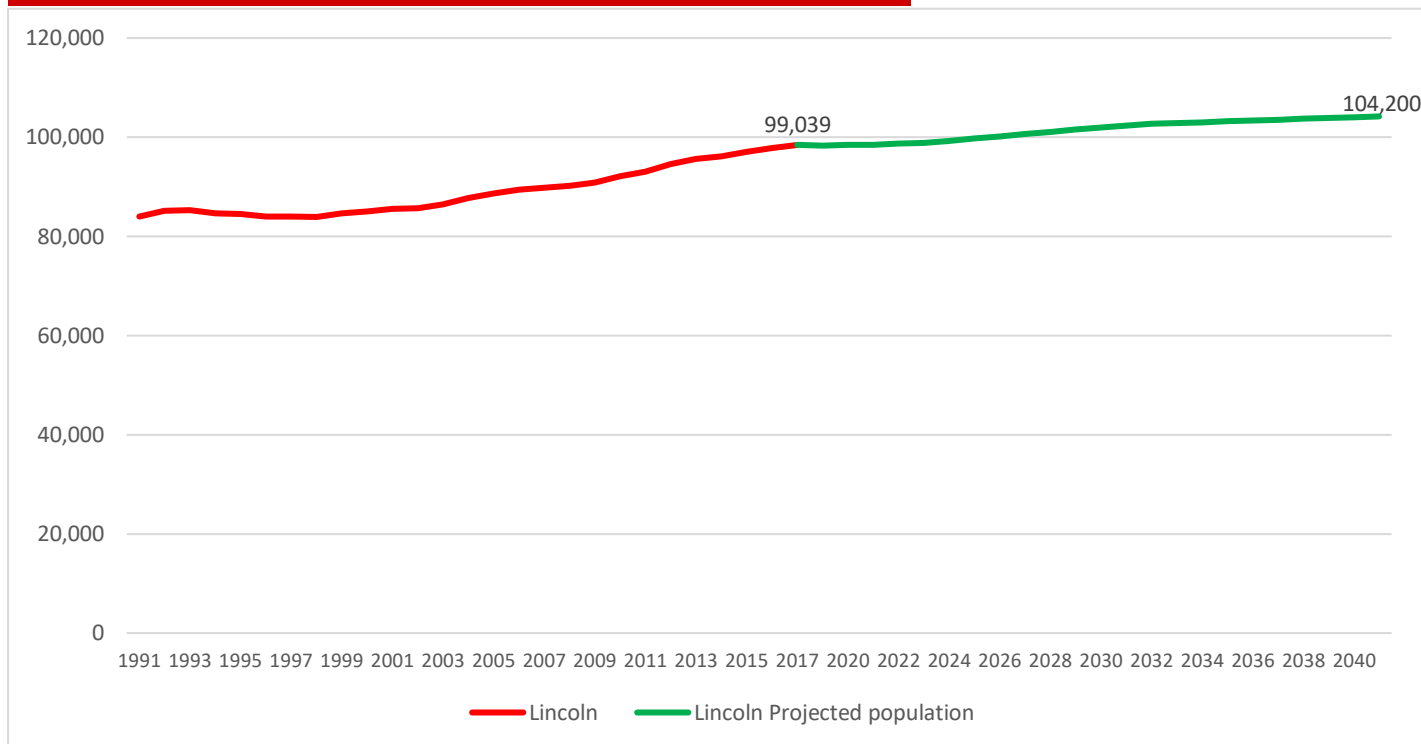


Figure 1 – ONS 2018 - <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland> Lincoln Projected Population <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2>

Lincoln’s population has risen by 601 people, rising from 98,439 in 2017 to 99,039 in 2018 (mid-year estimates).

POPULATION OF LINCOLN BY GENDER MID 2018 ESTIMATES

There were an estimated 49,217 males in Lincoln in 2018.



This was an increase of 358 when compared to 2017.



There were an estimated 49,822 females in Lincoln in 2018.

This was an increase of just 243 when compared to 2017.

Figure 2 – ONS 2018 - <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland>

ESTIMATED POPULATION OF LINCOLN BY AGE BREAKDOWN MID 2018

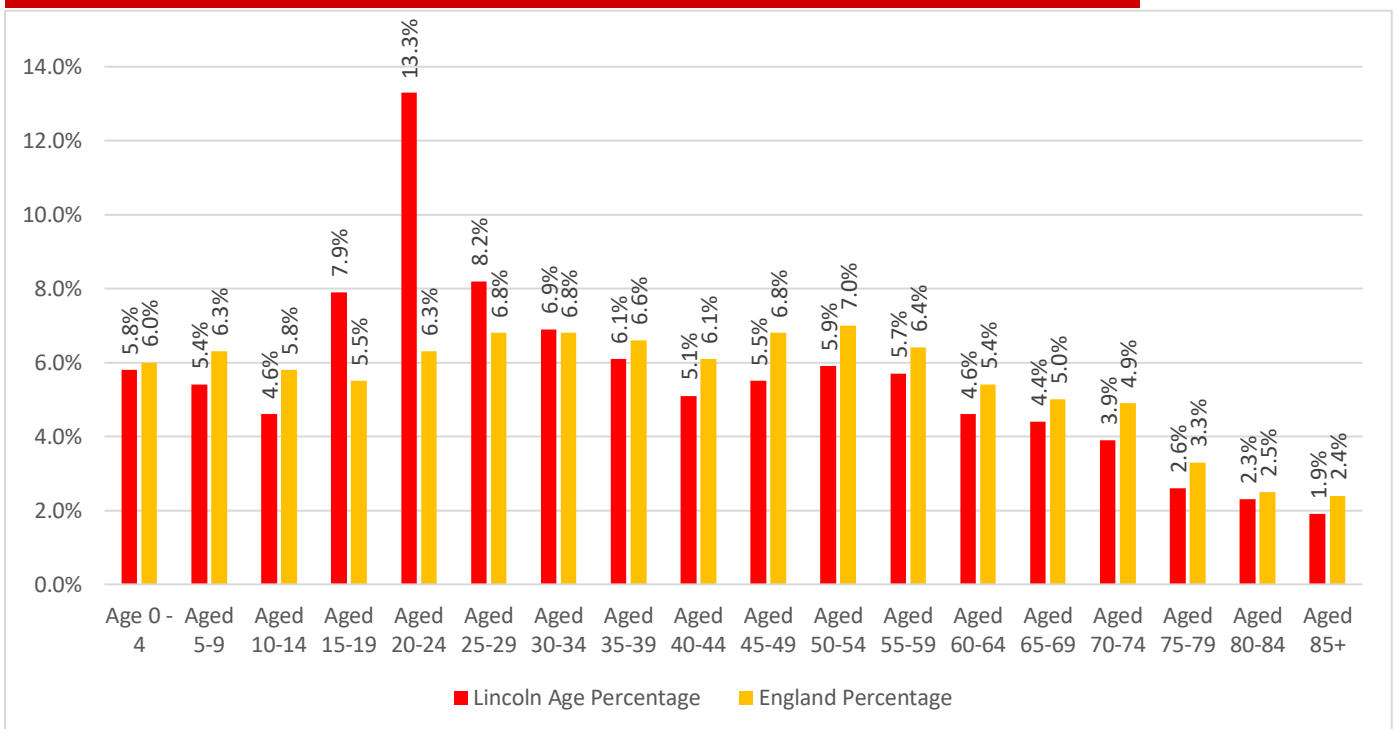


Figure 3 - ONS (2017) Mid 2017 Population Estimates - <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesandnorthernireland>

Understandably (with two universities), Lincoln’s most common age group is 20-24, with a percentage of 13.3 (a 0.1% decrease on 17/18). Age bands 15-34 are all above the England rate (at 36.3% of the population compared to 25.4% for England), whilst every other age band is below the England rate. Thus, Lincoln can be considered a “young” city.

POPULATION OF LINCOLN BY WARD (FROM MID-2018 POPULATION ESTIMATES)

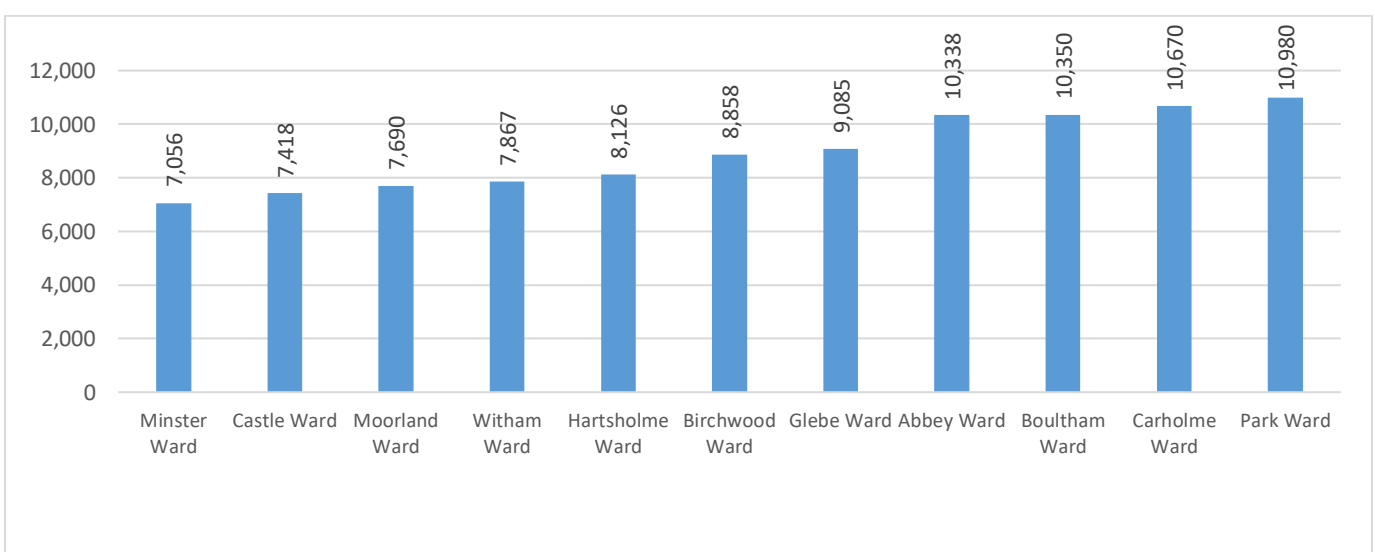


Figure 4 – ONS 2018 - <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/wardlevelmidyearpopulationestimatesexperimental>

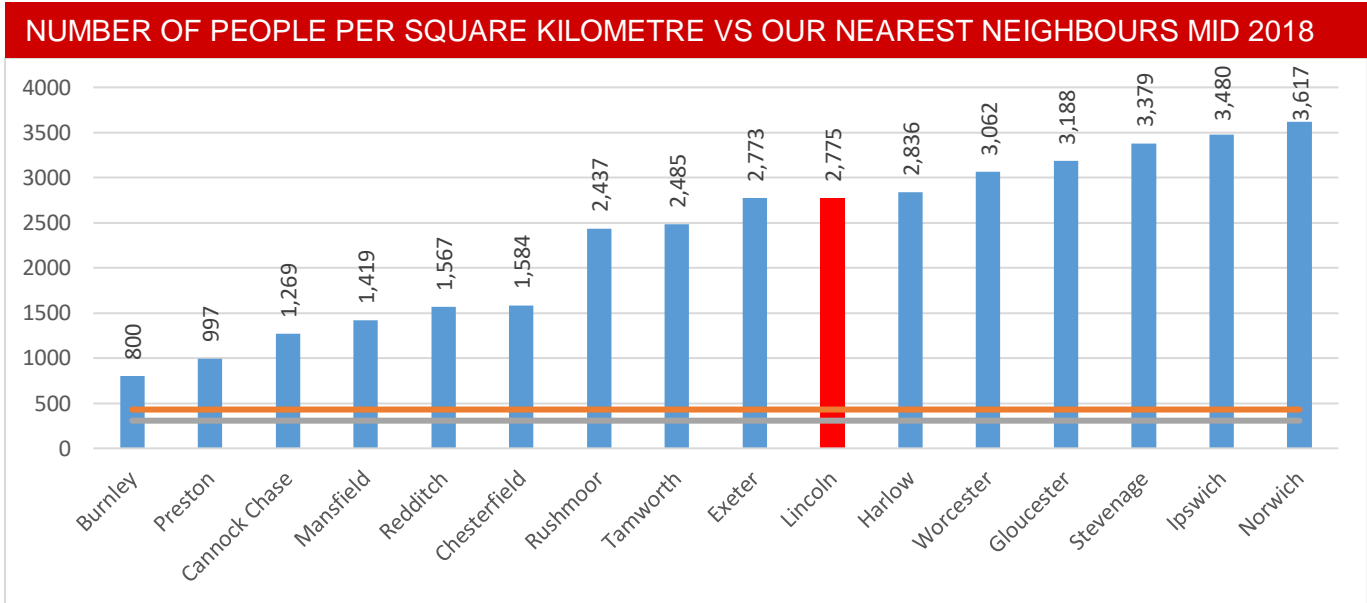


Figure 5 - ONS (2017) Mid 2017 Population Estimates - <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland>

Lincoln has the 7th highest number of people per square kilometre when compared with our nearest neighbours, with a figure of 2,775. To put this in perspective, Burnley has a population of 87,705 but has only 800 people per square kilometre and Norwich has the highest figure with 3,617 people per square kilometre and a population of 140,353.

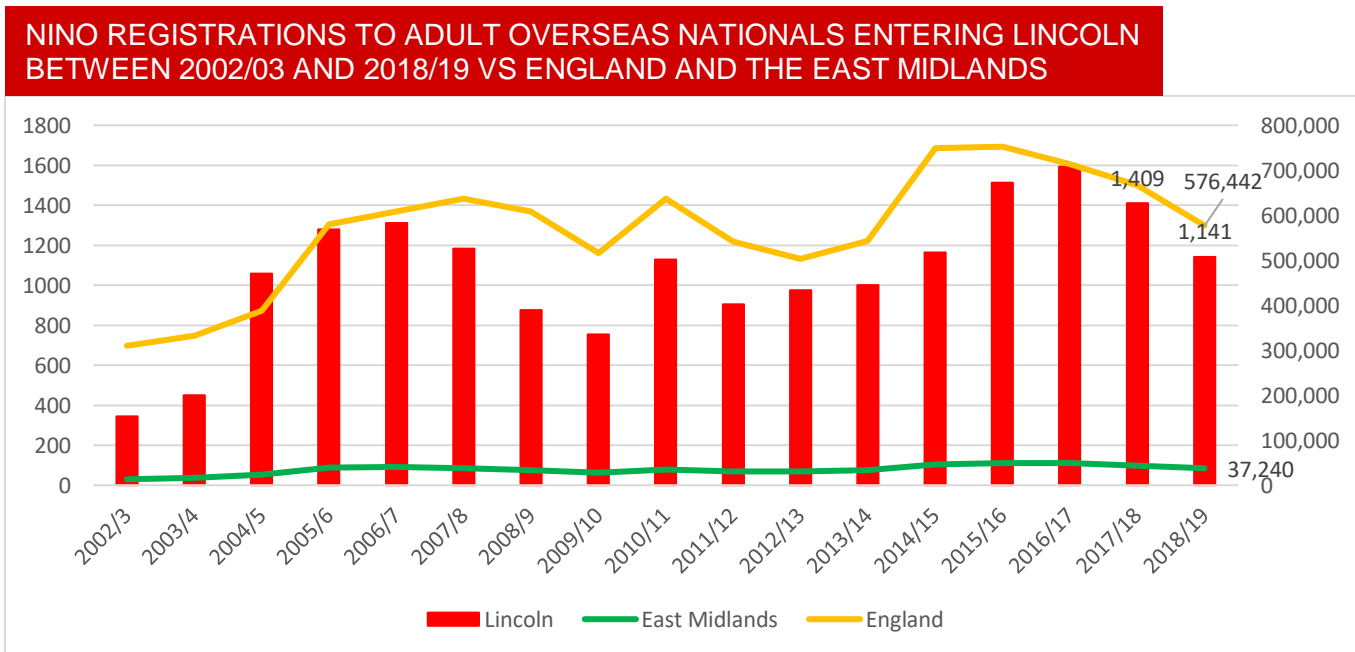


Figure 6 – GOV.UK 2018 <https://www.gov.uk/government/statistics/national-insurance-number-allocations-to-adult-overseas-nationals-to-march-2018>

Lincoln has seen a further decrease in the number of NiNo registrations to adult overseas nationals. The figure has reduced from 1,409 in 2017/2018 to 1,141 in 2018/19 – a decrease of 268. It also precisely follows the England trend.

TOP 15 PLACES PEOPLE ARE MIGRATING FROM - TO LINCOLN AS OF 2018/19

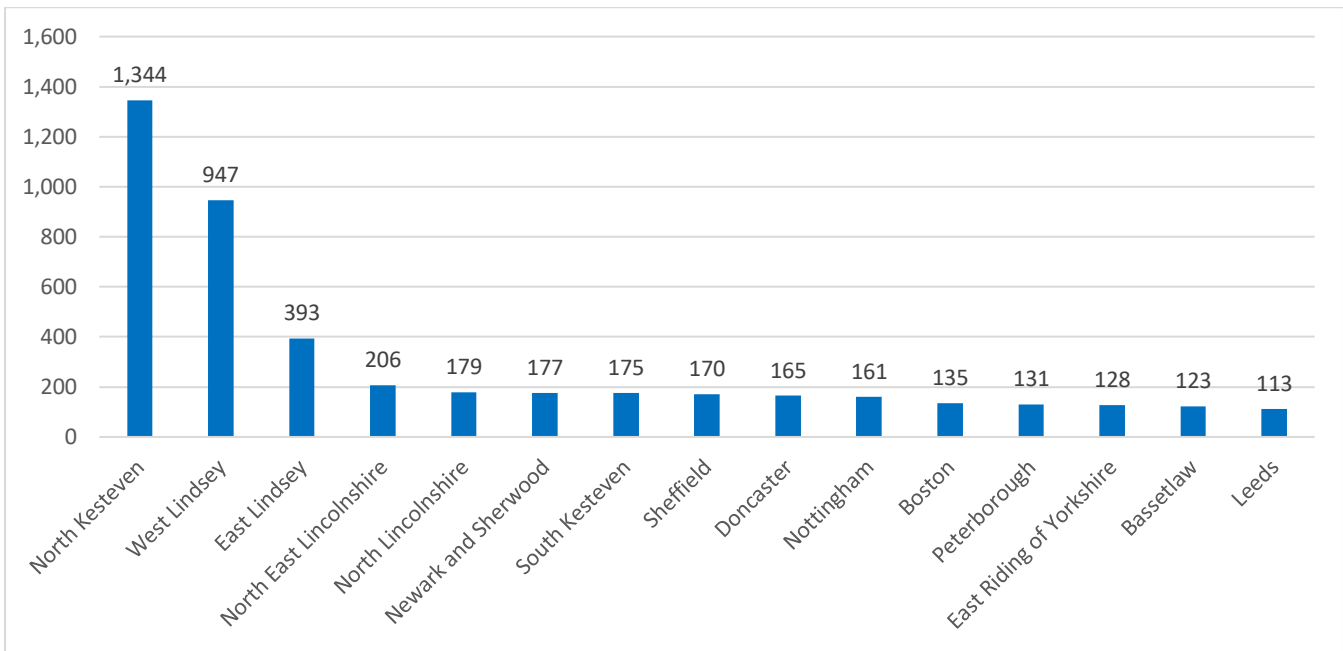


Figure 7 ONS 2018 - <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/migrationwithintheuk/dataset/matricesofinternalmigrationmovesbetweenlocalauthoritiesandregionsincludingthecountriesofwalesscotlandandnorthernireland>

As expected, the highest relocation is within the Greater Lincoln area; between Lincoln, NKDC and WLDC.

TOP 15 PLACES PEOPLE ARE MIGRATING TO - FROM LINCOLN AS OF 2018/19

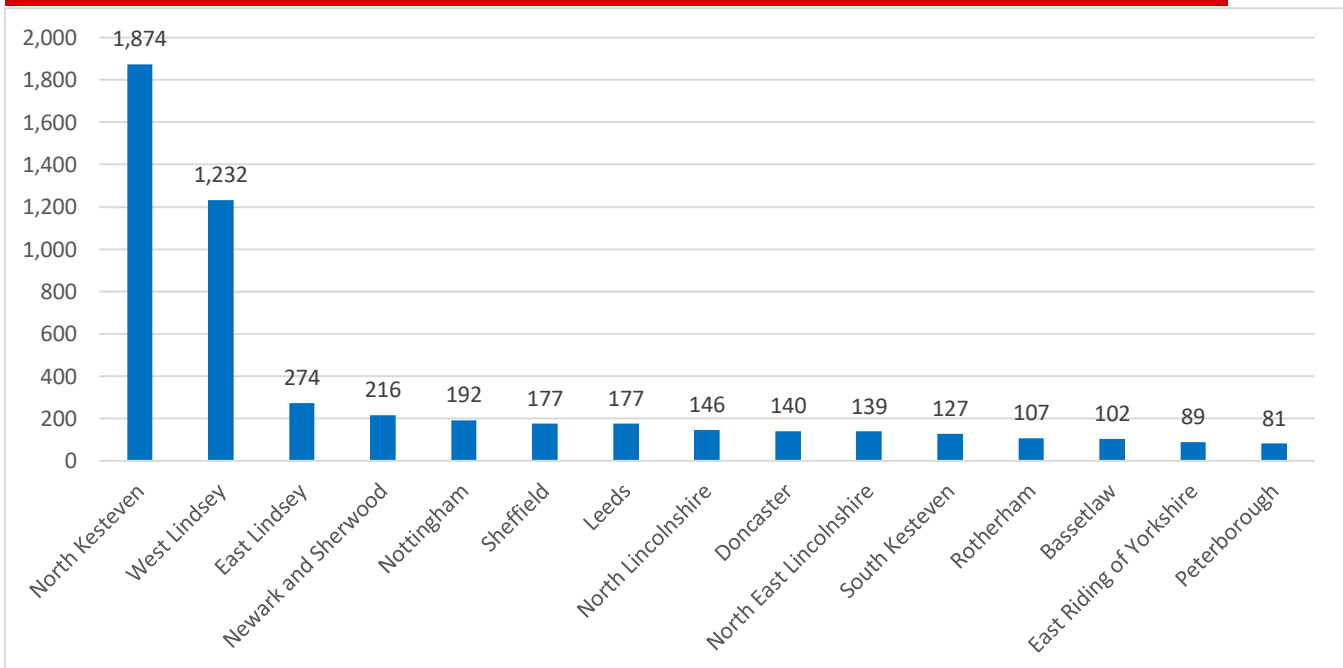


Figure 8 ONS 2018 - <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/migrationwithintheuk/dataset/matricesofinternalmigrationmovesbetweenlocalauthoritiesandregionsincludingthecountriesofwalesscotlandandnorthernireland>

jhj

WORLD AREA OF ORIGIN FOR LINCOLN NINO REGISTRATIONS 2018/19

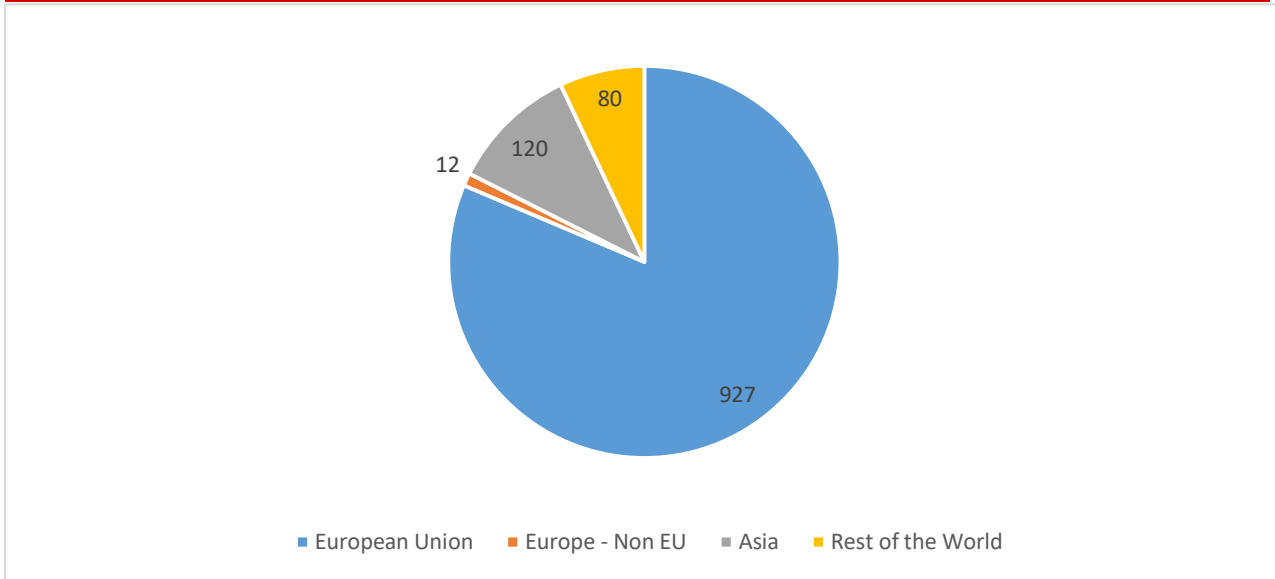


Figure 9 – GOV.UK 2018 - <https://www.gov.uk/government/collections/national-insurance-number-allocations-to-adult-overseas-nationals-entering-the-uk>

NUMBER OF STUDENTS AT THE TWO UNIVERSITIES IN LINCOLN 2017/18

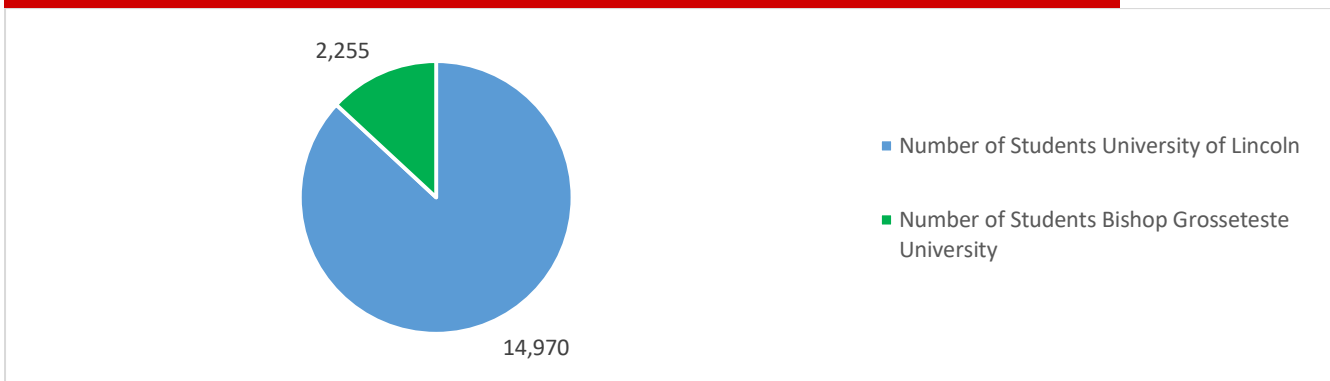


Figure 10 – HESA 2018 <https://www.hesa.ac.uk/data-and-analysis/students/where-study/characteristics>

Total students in Lincoln is now 17,225

HIGHER EDUCATION ENROLMENTS BY AGE 2017/18

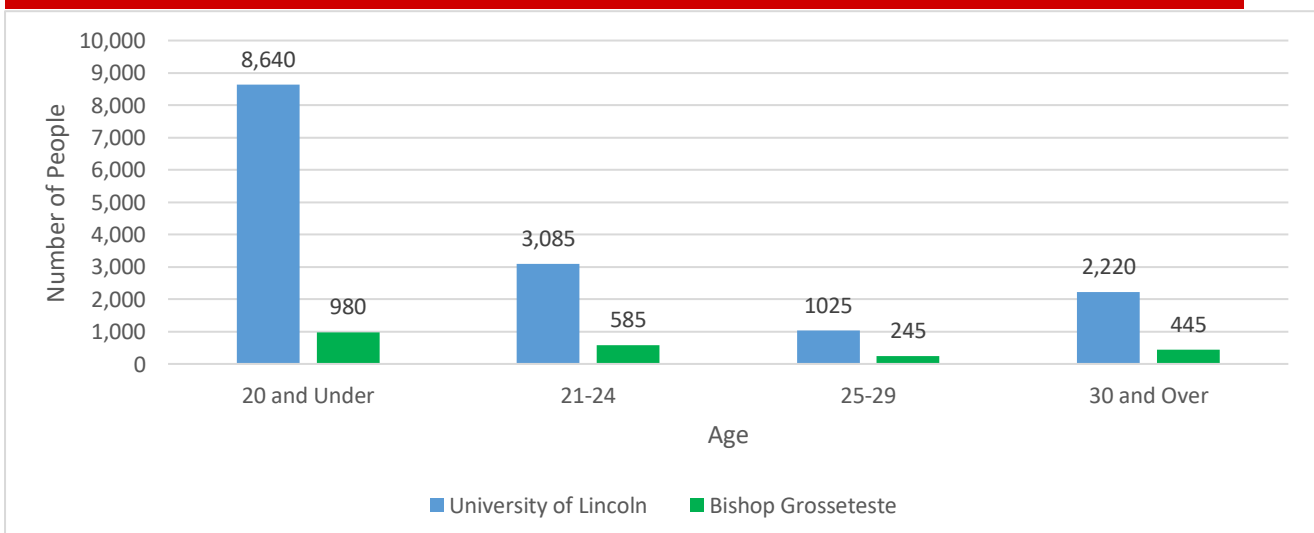


Figure 11 – HESA 2018 <https://www.hesa.ac.uk/data-and-analysis/students/where-study/characteristics>

HIGHER EDUCATION ENROLEMENTS BY SEX 2017/18

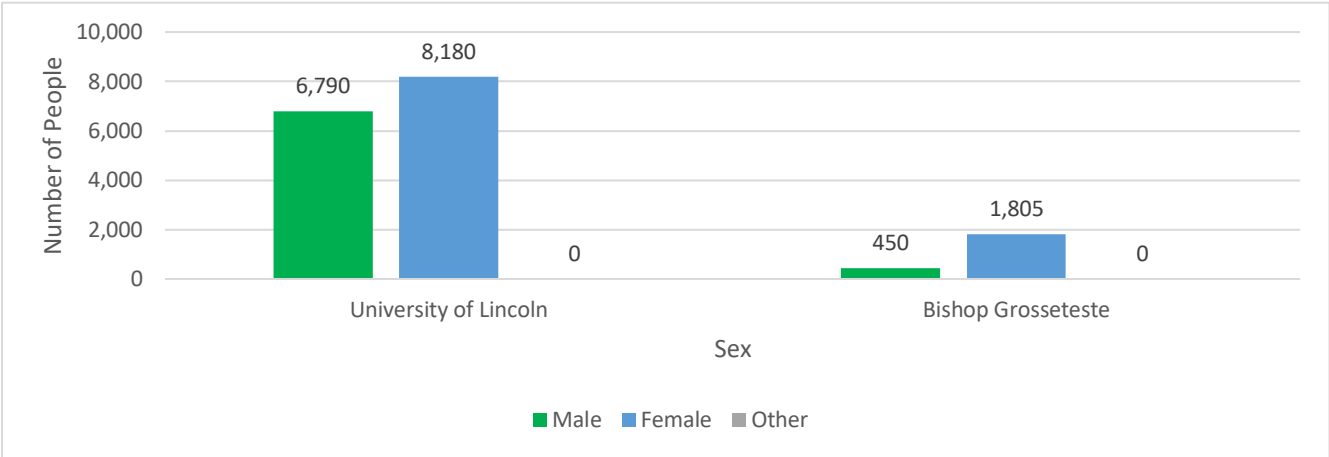


Figure 12 – HESA 2018 <https://www.hesa.ac.uk/data-and-analysis/students/where-study/characteristics>

HIGHER EDUCATION ENROLEMENTS BY DISABILITY 2017/18

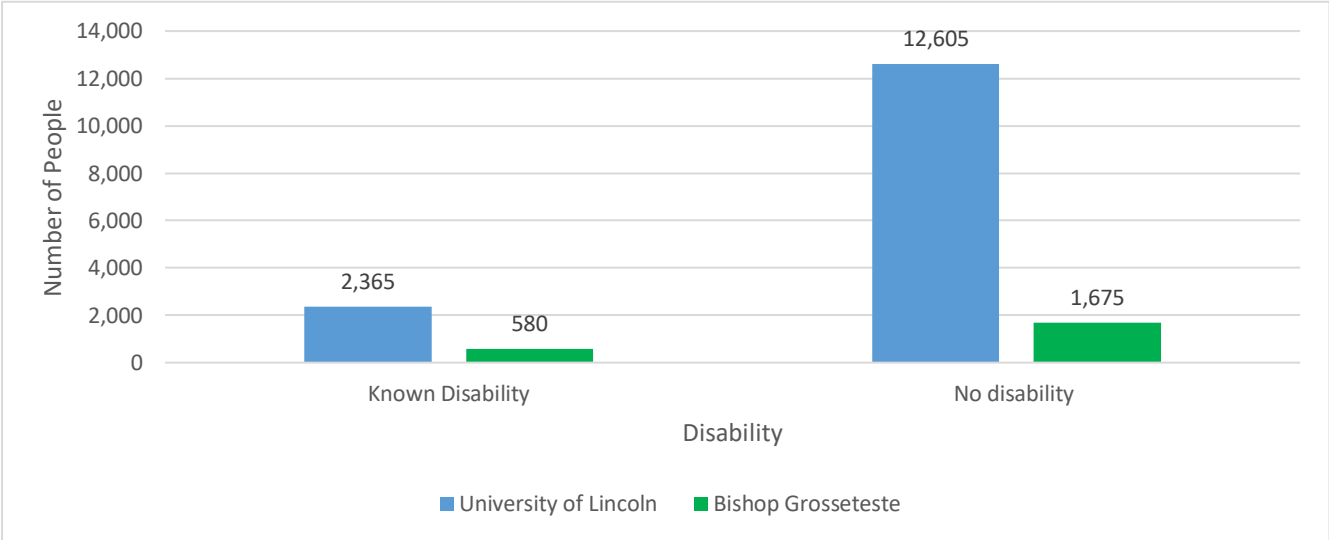


Figure 13 – HESA 2018 <https://www.hesa.ac.uk/data-and-analysis/students/where-study/characteristics>

HIGHER EDUCATION ENROLEMENTS BY ETHNICITY 2017/18

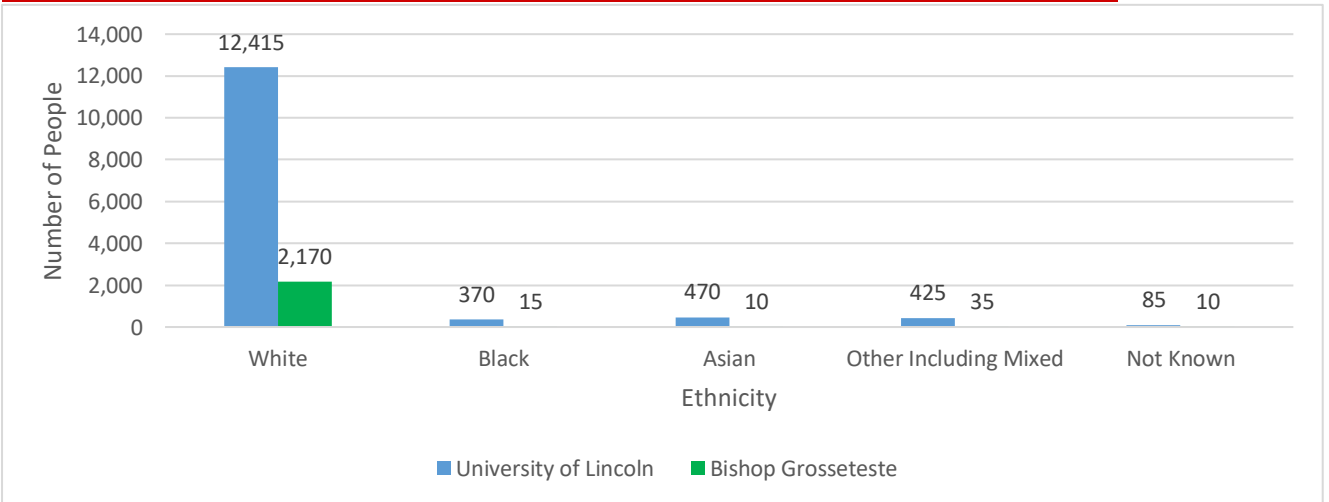


Figure 14 – HESA 2018 <https://www.hesa.ac.uk/data-and-analysis/students/where-study/characteristics>

NUMBER OF STUDENTS COMING FROM THE UK VS OTHER AREAS IN THE WORLD 2017/18

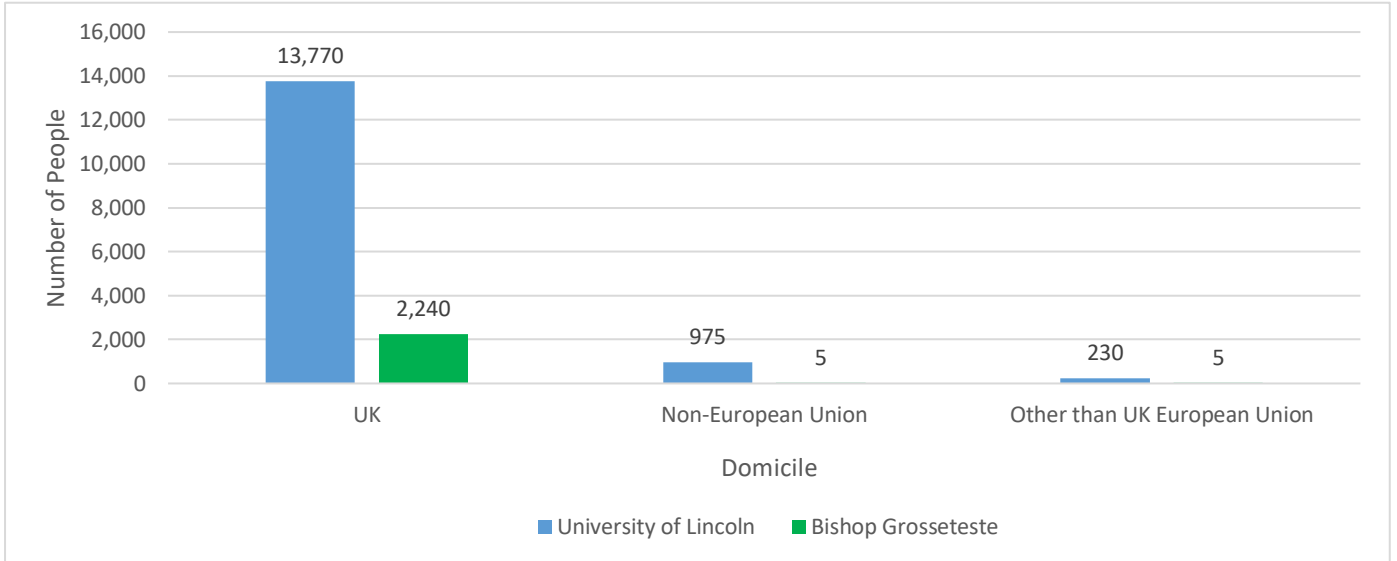


Figure 15 – HESA 2018 <https://www.hesa.ac.uk/data-and-analysis/students/where-study/characteristics>

TOP 10 INTERNATIONAL COUNTRIES WITH STUDENTS AT UNIVERSITY OF LINCOLN 2017/18

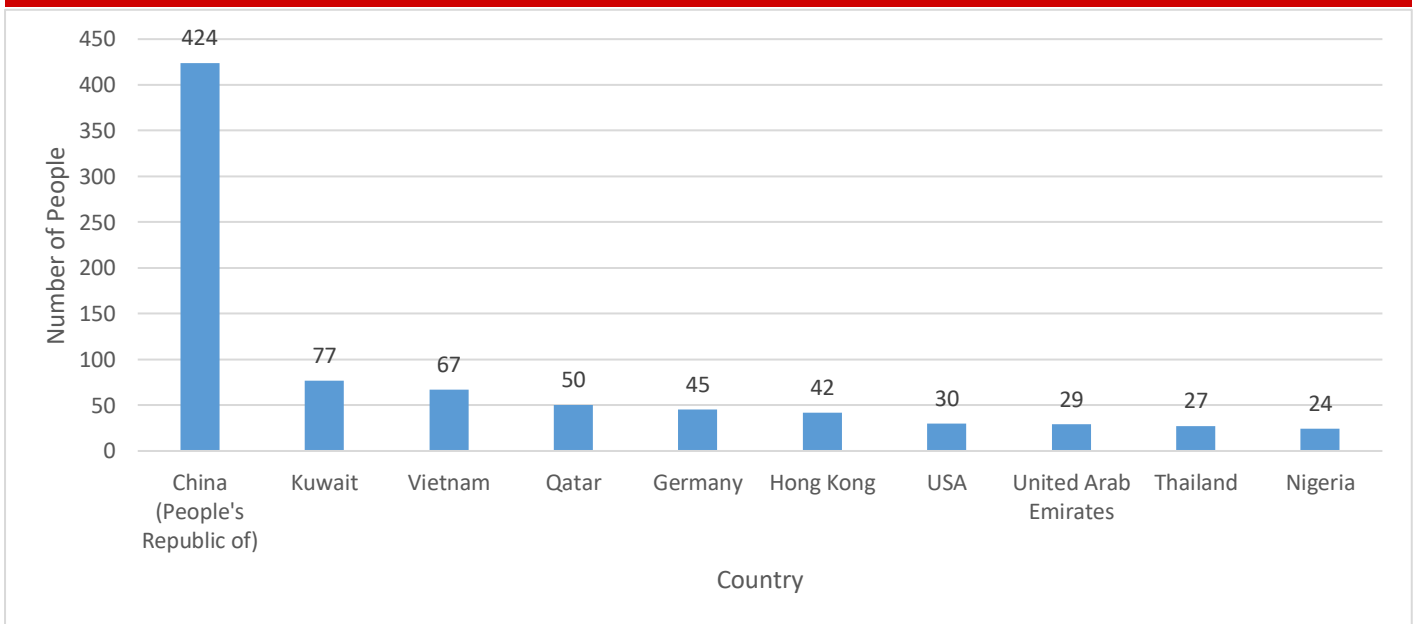


Figure 16 – University of Lincoln 2018

China has the highest share of international students at the University of Lincoln with 424 students, with Kuwait coming in second with 77 students and Vietnam third with 67 students.

ECONOMY

Summary

Earnings data is collected via the ASHE survey (Annual Survey of Hours and Earnings). This is perfectly usable for larger areas, but due to the small size of Lincoln's population, it does mean that the data can sometimes be unreliable. This means that care should be taken when using the information in this chapter, and additional sourced data may be required for decision making. It does however show long term trends. Whilst it would be preferable to show all types of earnings data (full time, part time, weekly, hourly etc.), on occasion data is not available from NOMIS as key data can be suppressed due to low responses.

It is not possible to compare annual and weekly median gross employee pay as they refer to different time periods.

- The annual data relates to the previous tax year unlike the weekly data which refers to a period in April of the current tax year, which varies each year
- Annual data applies to people who have worked in the same job for at least a full year
- Weekly data applies to people who have worked in a job for any period of time

The indicators included within this chapter are high-level performance measures with some being reported several months/years after they are measured.

Lincoln's economy has experienced some welcome improvements that in theory benefit both residents and businesses, alongside some areas of deterioration. From this year's figures and updates, we have seen:

- Median annual earnings for full time workers increase by £1,975
- Gross weekly pay for full time workers increase by £7.40
- Gross weekly pay for part time workers decrease by £5
- Over 90% of new businesses surviving their first year
- Job density drop to 0.94 per person, but still above England and East Midlands
- GVA in Lincoln at £2,374 – rising one place compared to nearest neighbours
- The number of jobs drop to 63,000, from 64,000 in 2016



MEDIAN ANNUAL EARNINGS FOR FULL TIME WORKERS IN 2012-2018

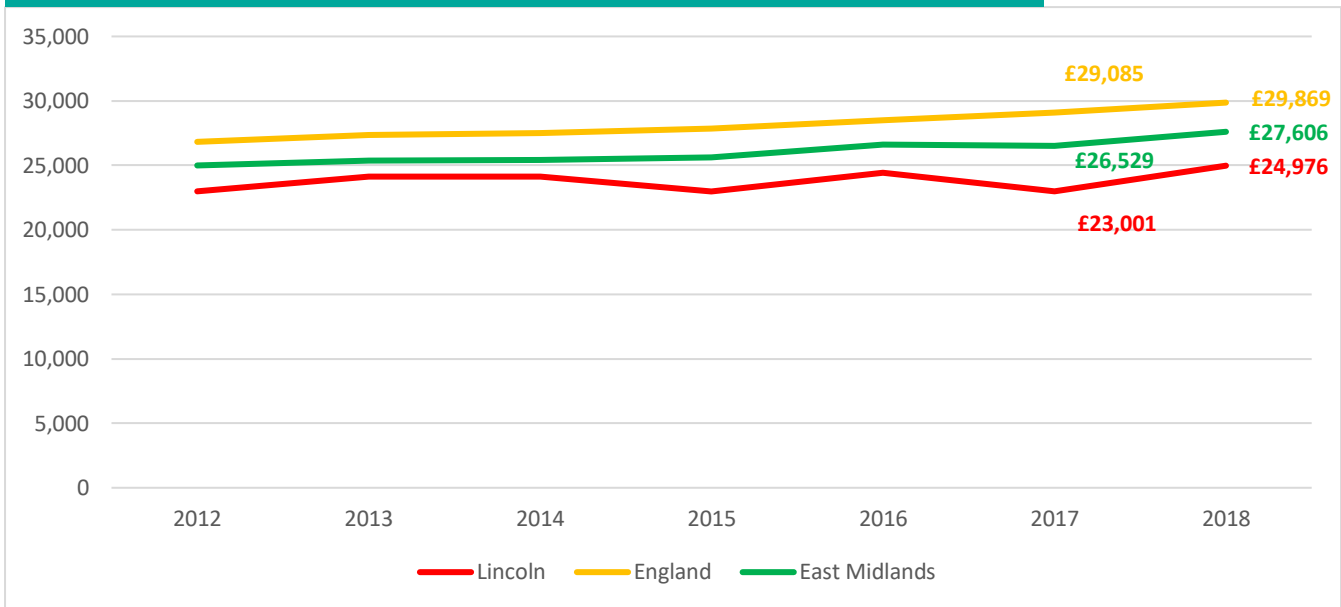


Figure 17 – NOMIS 2018 - <https://www.nomisweb.co.uk/query/construct/submit.asp?menuopt=201&subcomp>

Lincoln’s median annual earnings for full time workers has seen a fairly sharp increase, with a figure of £24,976 in 2018. This is an increase of £1,975. England has seen an increase of £1,077 and the East Midlands has seen an increase of £784.

MEDIAN ANNUAL EARNINGS FOR PART TIME WORKERS IN 2013-2018

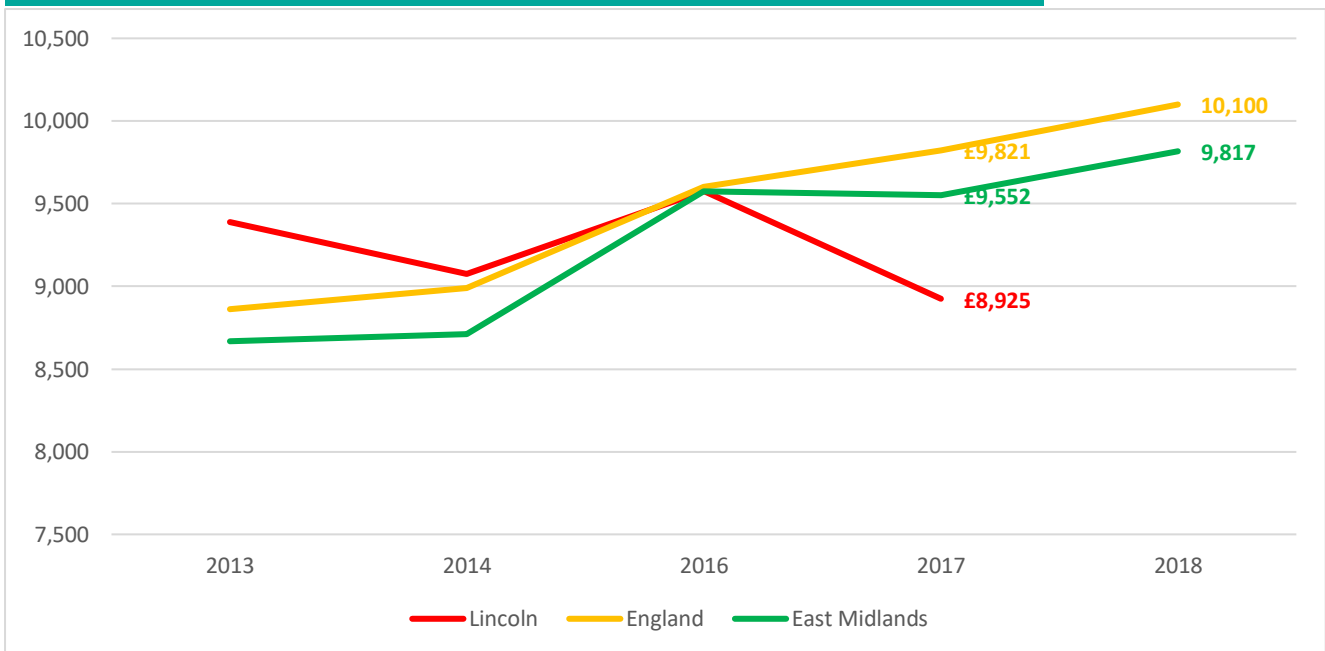


Figure 18 – NOMIS 2018 - <https://www.nomisweb.co.uk/query/construct/submit.asp?menuopt=201&subcomp>

The Median Annual Earning for Part Time Workers has also seen a sharp decrease compared the previous year. With a figure of £8,925, the rate has decreased by £652. The East Midlands and England rate have both increased again, by £24 and £221 respectively.

(Note that the data for 2015 and 2018 has been suppressed as the figures have been marked as statistically unreliable by NOMIS)

MEDIAN ANNUAL EARNINGS FOR MALES 2010-2018

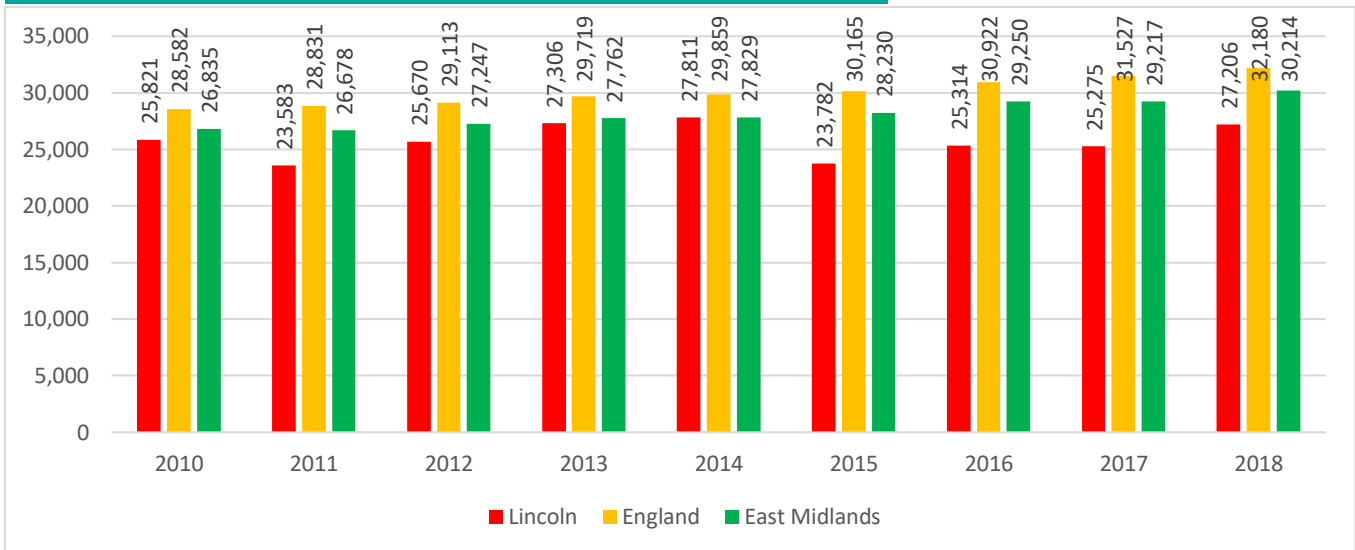


Figure 19 – NOMIS 2018 - <https://www.nomisweb.co.uk/query/construct/submit.asp?menuopt=201&subcomp>

Lincoln's median annual earning for males has seen a significant increase of £1,931, increasing from £25,275 in 2017 to £27,206 in 2018. The East Midlands rate has also increased from £29,217 in 2017 to £30,214 in 2018. England's rate has increased every year since 2010, improving from £31,527 in 2017 to £32,180 in 2018.

MEDIAN ANNUAL EARNINGS FOR FEMALES 2010-2018

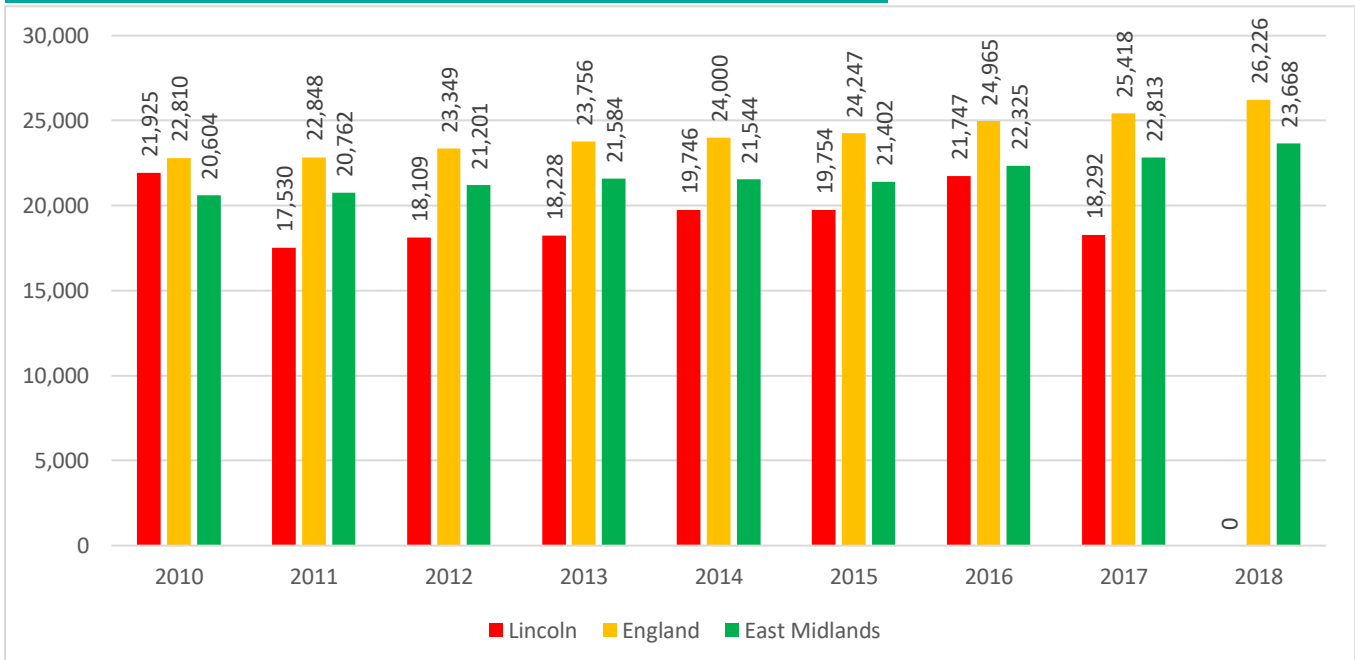


Figure 20 – NOMIS 2018 - <https://www.nomisweb.co.uk/query/construct/submit.asp?menuopt=201&subcomp>

Lincoln's annual earnings for females has been suppressed in 2018 as the figures have been marked as statistically unreliable by NOMIS.

GROSS WEEKLY PAY FOR FULL TIME WORKERS 2010- 2018

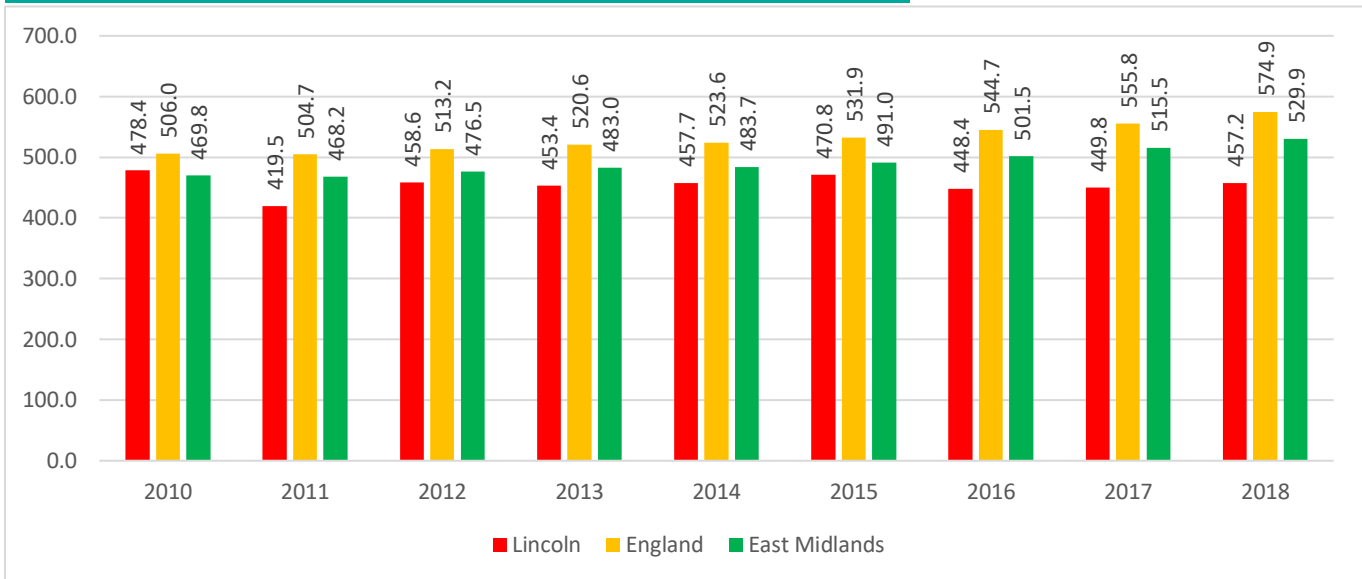


Figure 21 – NOMIS 2018 - <https://www.nomisweb.co.uk/query/construct/submit.asp?menuopt=201&subcomp>

Lincoln’s Gross Weekly Pay for Full Time Workers has increased slightly, from £449.80 in 2017 to £457.20 in 2018, an increase of £7.40. Both England and the East Midlands have seen more sizeable increases; £19.10 and £14.40 respectively. The Gross Weekly pay rate in England and the East Midlands has increased every year since 2010, with Lincoln’s rate remaining mostly stagnant since 2012.

GROSS WEEKLY PAY FOR PART TIME WORKERS IN 2010-2018



Figure 22 – NOMIS 2018 - <https://www.nomisweb.co.uk/query/construct/submit.asp?menuopt=201&subcomp>

Lincoln has seen another small decrease in its Gross Weekly Pay for Part Time Workers, reducing from £166.30 in 2017 to £161.30. However, England and the East Midlands have both increased again from 2017 by £4.90 and £0.60 respectively. This is also the sixth consecutive year that England and the East Midlands’ rate has increased, whereas the Lincoln rate has fluctuated year on year since 2010

NUMBER OF BUSINESSES THAT SURVIVED THEIR FIRST YEAR OF TRADING 2012 TO 2016

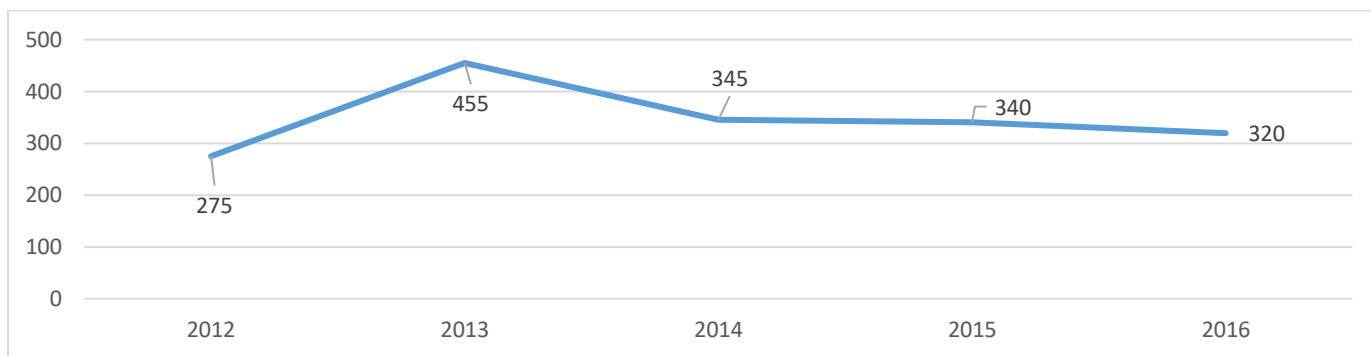


Figure 23 – ONS 2019 - <https://www.ons.gov.uk/businessindustryandtrade/business/activitysizeandlocation/datasets/businessdemographyreferencetable>

Lincoln has seen small steady decreases since 2013 in the number of businesses that have survived their first year of trading. Decreasing from the unusually high 455 in 2013 to 320 in 2016. (Percentages are shown below)

PERCENTAGE OF BUSINESSES THAT SURVIVED THEIR FIRST YEAR OF TRADING 2012 TO 2016

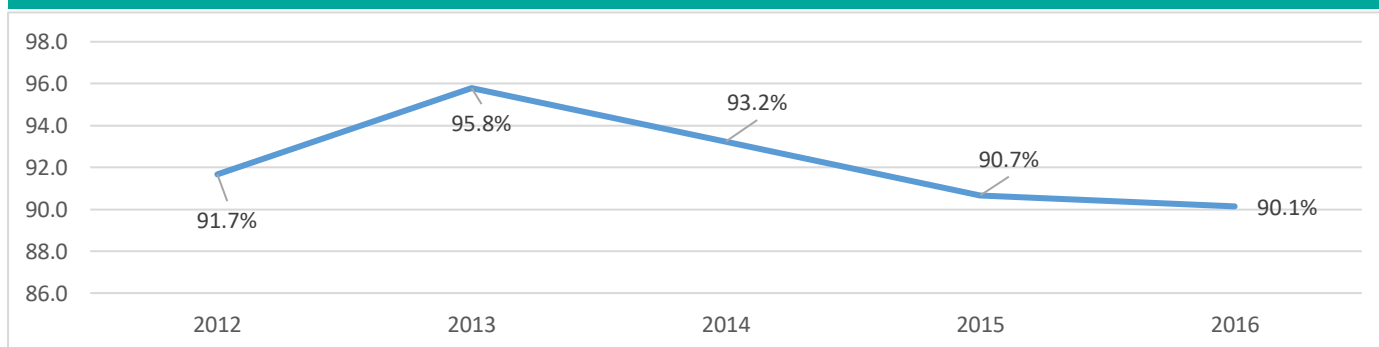


Figure 24 – ONS 2019 - <https://www.ons.gov.uk/businessindustryandtrade/business/activitysizeandlocation/datasets/businessdemographyreferencetable>

PERCENTAGE OF BUSINESSES THAT SURVIVED THEIR FIRST YEAR OF TRADING AS OF 2016 COMPARED TO OUR NEAREST NEIGHBOURS

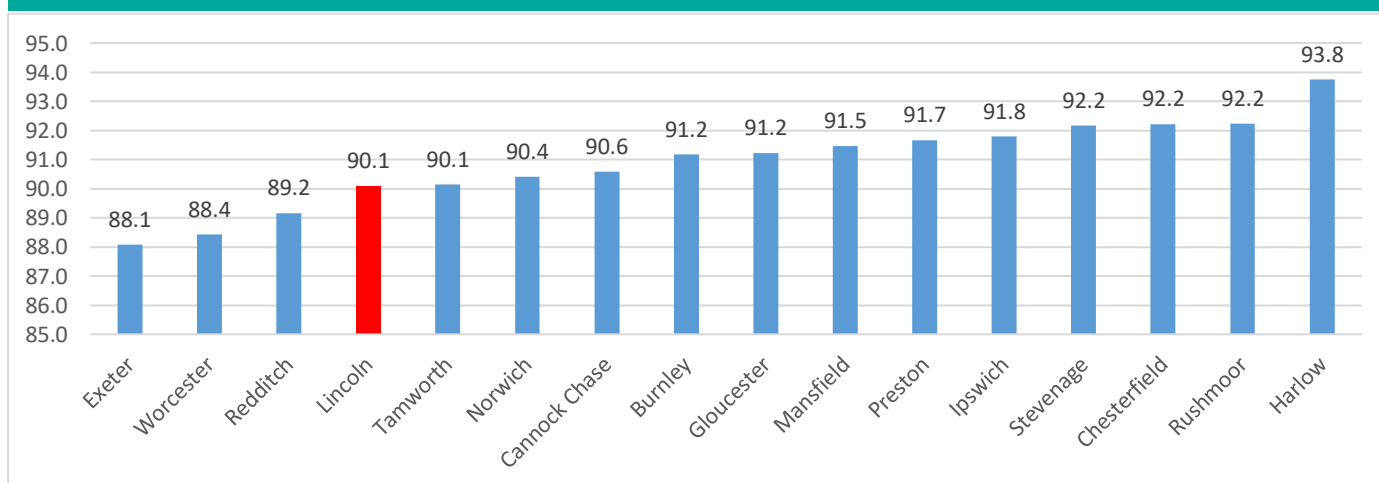


Figure 25 - ONS 2019 - <https://www.ons.gov.uk/businessindustryandtrade/business/activitysizeandlocation/datasets/businessdemographyreferencetable>

Lincoln has the 4th lowest survival rate of businesses in their first year of trading compared to our nearest neighbours.

BUSINESS COUNTS IN LINCOLN 2017 VS 2018

Employment Size	2018		
	Lincoln Numbers	Lincoln %	East Midlands %
Micro (0-9)	2,150	84.8	88.9
Small (10 to 49)	305	12.0	9.1
Medium (50 to 249)	55	2.2	1.6
Large (250+)	25	1	0.4
Total	2,535		

Figure 26 - NOMIS 2018 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidbr>

BUSINESS ENQUIRIES AT CITY OF LINCOLN COUNCIL MANAGED WORKSPACES AS OF 2019

Nature of new enquiries	Feb-19	Mar-19	Apr-19	May-19	Jun-19	Jul-19
Start Up	3 (27%)	3 (22%)	5 (25%)	8 (36%)	0	2 (14%)
Expansion	7 (64%)	7 (50%)	12 (60%)	11 (48%)	3 (60%)	8 (57%)
Relocation within district	1 (9%)	1 (7%)	0	1 (4%)	0	0
Relocation district to district	0	1 (7%)	0	0	0	0
Inward Investment	0	0	0	1 (4%)	0	0
Business Advice	0	1 (7%)	2 (10%)	1 (4%)	1 (20%)	4 (29%)
Unknown	0	1 (7%)	1 (5%)	1 (4%)	1 (20%)	0
New Enquiries (% of total contact activities)	11 (10%)	14 (17%)	20 (21%)	23 (17%)	5 (6%)	14 (15%)
Total Business Contact Activities	111	84	97	135	82	95

Figure 27 – CoLC 2019

The Business Services Team continues to work with businesses who are investing in the City and the surrounding areas. There were 95 business contact activities recorded in July 2019, of which 14 (15%) were new business enquiries. Enquiries regarding business expansions continues to be the most common.

PERCENTAGE OF PEOPLE AGED 16-64 WHO ARE ECONOMICALLY ACTIVE/INACTIVE

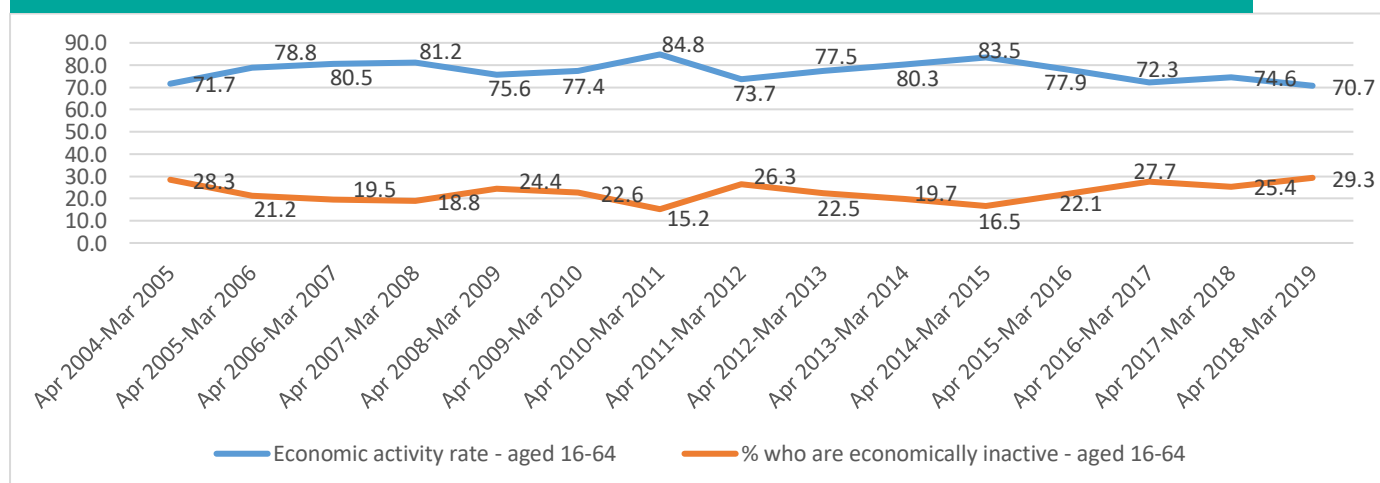


Figure 28 – NOMIS 2018 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?town=LINCOLN>

PERCENTAGE OF PEOPLE AGED 65+ WHO ARE ECONOMICALLY ACTIVE

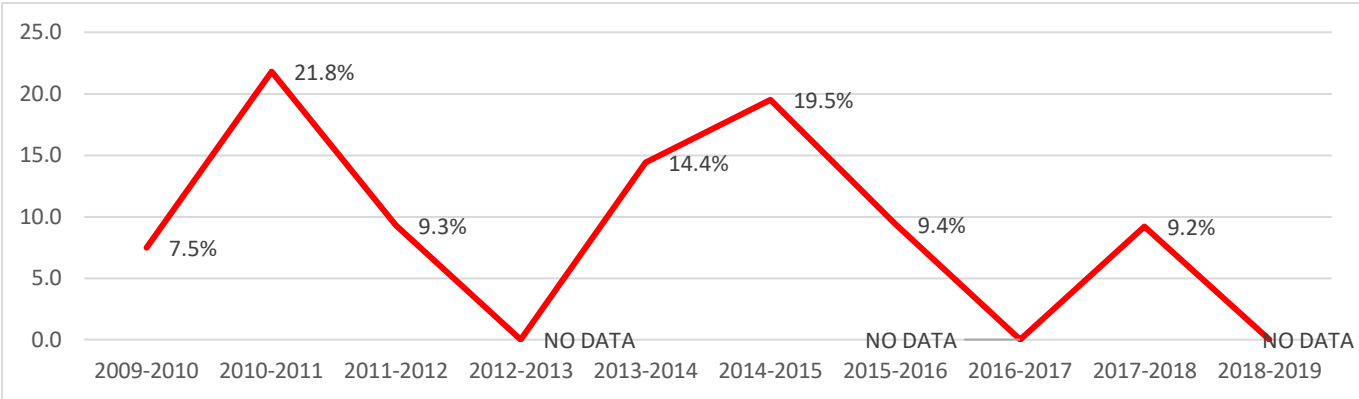


Figure 29 – NOMIS <https://www.nomisweb.co.uk/query/construct/summary.asp?mode=construct&version=0&dataset=17>

NUMBER OF UNEMPLOYED PEOPLE (MODEL BASED) APRIL 2018-MARCH 2019

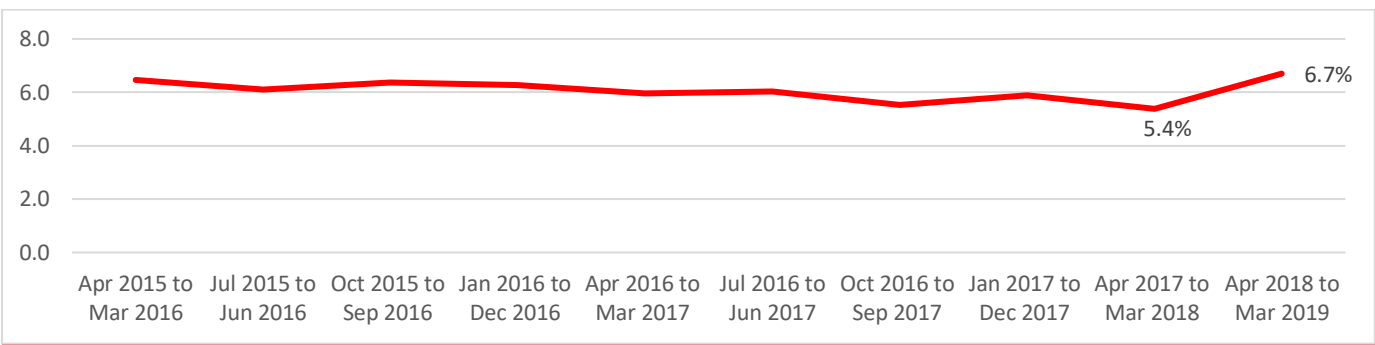


Figure 30 – NOMIS 2018 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidbr>

Lincoln has seen a sharp increase in model based unemployment rates, rising from 5.4% in 2017/18 to 6.7% in 2018/19

EMPLOYMENT BY OCCUPATION TYPE IN LINCOLN APRIL 2018 – MARCH 2019

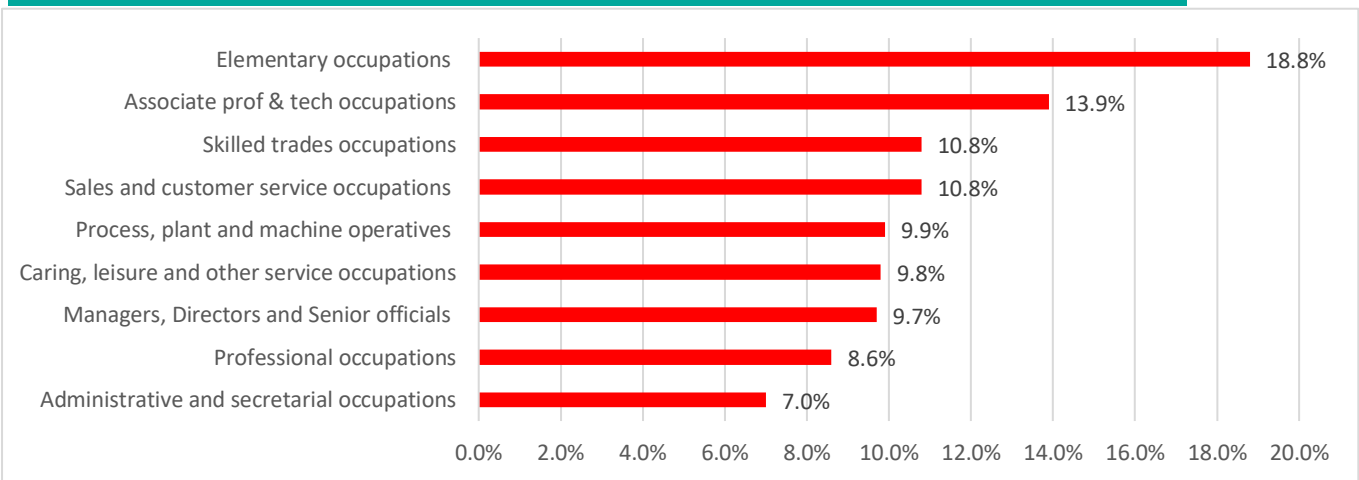


Figure 31 – NOMIS 2019 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidbr>

Elementary occupations (lower skilled/less specialist knowledge) are the most prevalent type of occupation in the city with a share of 18.8%.

JOB DENSITY IN LINCOLN 2000-2017

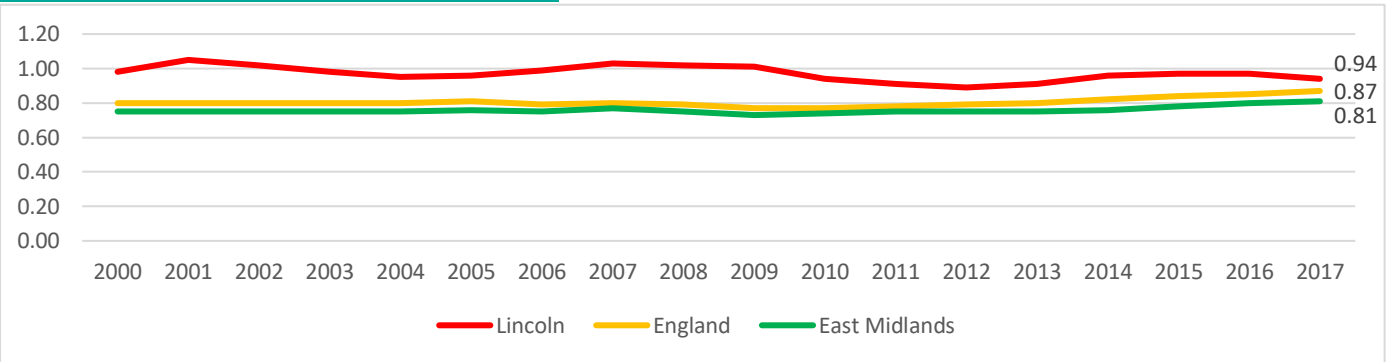


Figure 32 – NOMIS 2018 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidbr>

Job Density is the level of jobs per resident aged 16-64. For example, a job density of 1.0 would mean that there is one job for every resident aged 16-64. Lincoln’s job density has decreased by 0.03, whereas England and East Midlands have both increased. Lincoln still has a higher job density than both England and East Midlands.

NUMBER OF JOBS AVAILABLE IN LINCOLN 2000-2017

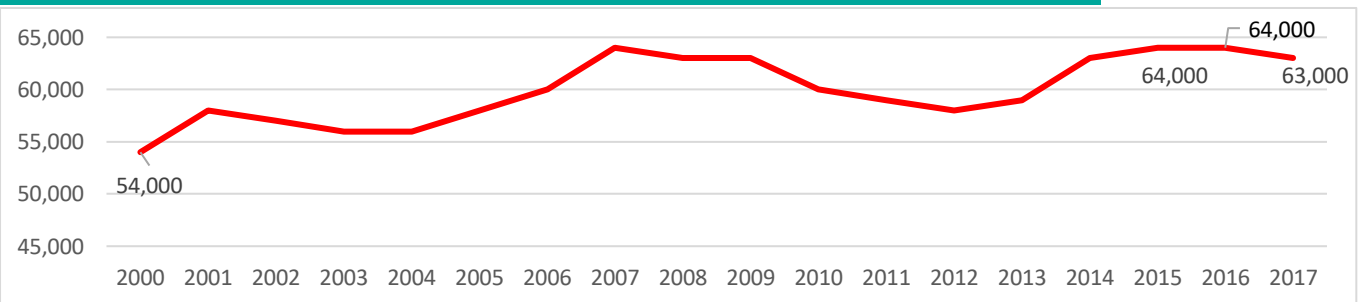


Figure 33 – NOMIS 2018 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidbr>

The number of jobs available in Lincoln has regained its pre-austerity high and remains relatively static, despite decreasing slightly since 2016 figure of 64,000.

GVA IN LINCOLN VS NEAREST NEIGHBOURS AS OF 2017

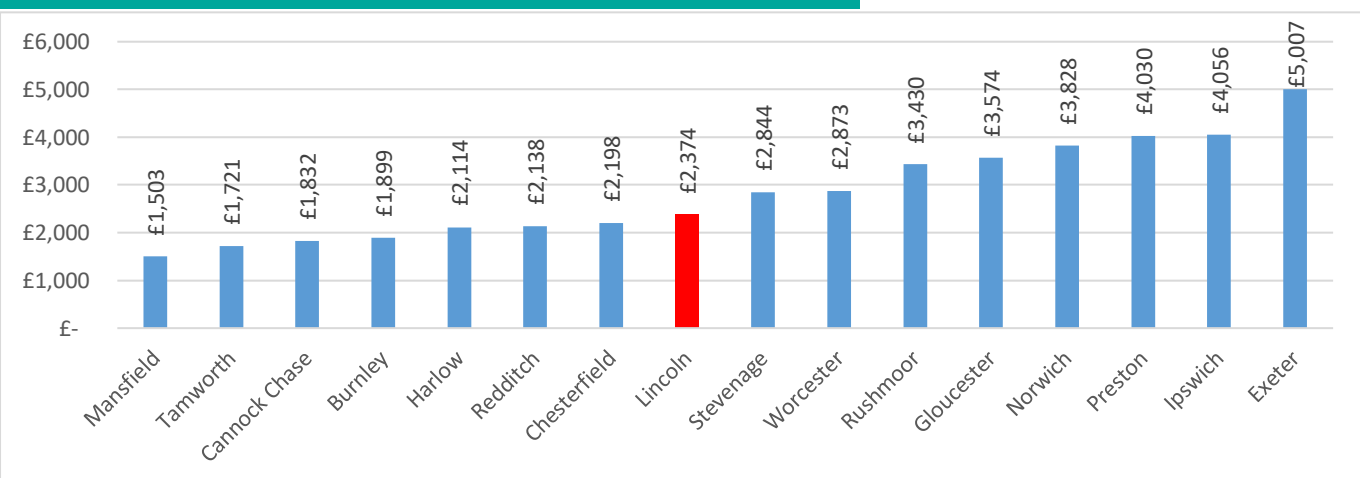


Figure 34 – ONS - <https://www.ons.gov.uk/economy/grossvalueaddedgva/datasets/regionalgrossvalueaddedbalancedlocalauthoritiesbynuts1region>

These data are classified as experimental statistics, according to the Code of Practice for official statistics.

NUMBER AND LOCATION OF BROWNFIELD SITES IN LINCOLN AS OF JULY 2019

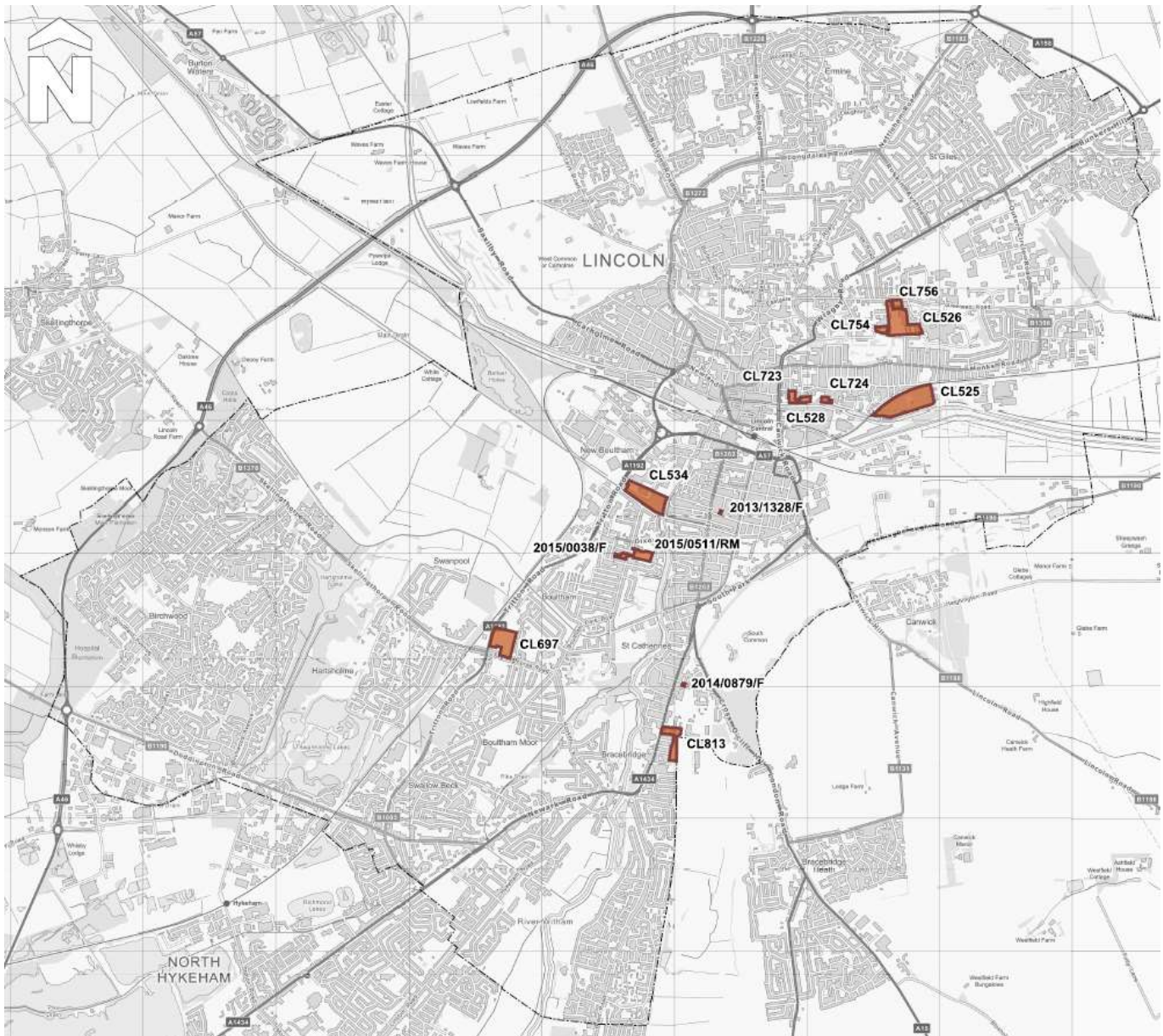


Figure 35 – CoLC 2019 - <https://www.lincoln.gov.uk/resident/planning/brownfield-land-register/>

Site Reference	Site Name Address
2013/1328/F	168 Scorer Street
2014/0879/F	Old Bargate Works, Clumber St
2015/0038/F	The Victory PH, Boutham Park Rd
CL724	Land adjacent to Environment Agency, Waterside North
CL754	Car park to west of St. Anne's Rd
CL528	Land south of YMCA, Waterside North
CL756	Nurses home, Greetwell Rd
CL723	Surface car park, Waterside North
2015/0511/RM	Former Boutham Dairy Site
CL813	Land East of Urban Street
CL697	Land at Usher school, Skellingthorpe Rd
CL534	Land at firth Rd
CL526	Former main hospital complex, St Anne's Rd
CL525	Former Cegb power station, Spa Rd

WELFARE

Summary

The claimant count is the number of people claiming benefit principally for the reason of being unemployed. This is measured by combining the number of people claiming Jobseeker's Allowance and National Insurance credits with the number of people receiving Universal Credit (UC) principally for the reason of being unemployed. Claimants declare that they are out of work, capable of, available for and actively seeking work during the week in which the claim is made.

Lincoln's welfare state has continued to see some very pleasing results, including a drop in fuel poverty and children living in low income households. We have also seen;

- The percentage of people in fuel poverty drop to 10.6% in 2017 from 13.3% in 2016
- The number of children living in out of work households drop slightly, but the % living in low income household rise very slightly by 0.5%
- The number of people claiming housing benefit decrease to 6,818 from 8,235 in November 2018 – this is as a result of many residents moving across to Universal Credit
- More people (both male and female) claiming universal credit
- Less council tax support claimants - down to 8,598 as of April 2019

IMD 2019 Summary

It's important to note that the IMD figures are not a performance measure, and are instead a collection of comparator figures against other local authorities across the country. The MHCLG LA rank for IMD 2019 shows Lincoln as 68th of 317 Local Authorities. The three domains that Lincoln has scored higher in the rankings are in crime, housing and living environment. These are all in the lowest (9.3%) weighting. Health remains Lincoln's worst domain ranking. The same 10 LSOA's remain in the top 10% of English LSOA's as in 2015. The good news is that a Birchwood LSOA has dropped out of the top 1% into the top 5%. In addition a Park LSOA has dropped from the top 5% to the top 10%. The Moorland LSOA that remains in the top 1% has reduced from 207th worst to 309th worst. Whilst seven of the ten LSOA's have improved their positions related to England, three have declined – these are:

- Glebe 002C
- Castle 001A
- Minster 001D

PERCENTAGE OF CHILDREN ELIGIBLE FOR FREE SCHOOL MEALS JAN 2011-JAN 2017

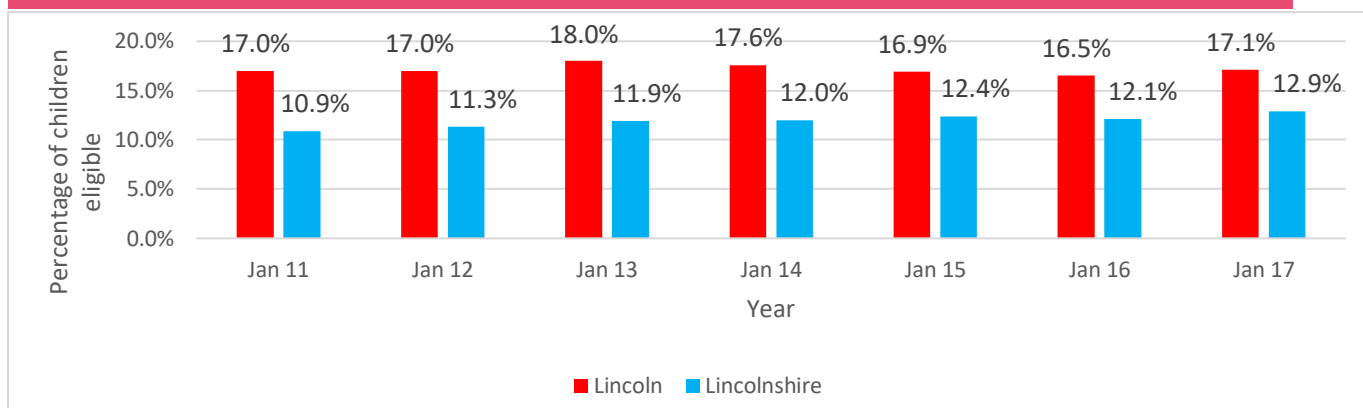


Figure 36 – LRO 2018 - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx>

Lincoln's percentage of children eligible for Free School Meals is higher than the Lincolnshire rate at 17.1%, and has increased 0.6% since 2016. Lincoln has remained above the Lincolnshire rate since records began in 2011. 2018 data has not yet been released, however when the data is published the Lincoln City Profile will be updated accordingly.

PERCENTAGE OF PEOPLE IN FUEL POVERTY IN LINCOLN 2011-2017

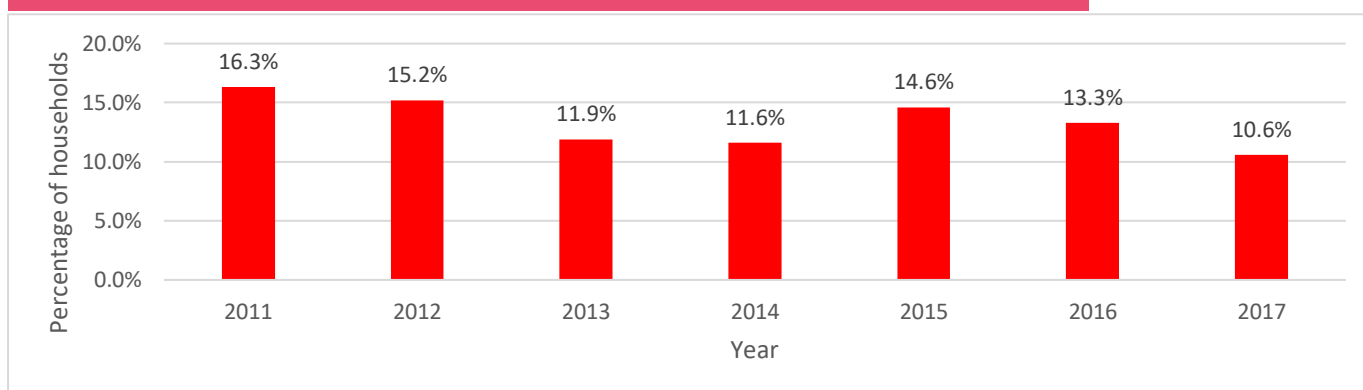


Figure 37– GOV.UK - <https://www.gov.uk/government/collections/fuel-poverty-sub-regional-statistics#2010-statistics>

The sub-regional fuel poverty modelling provides estimates of the level of fuel poverty at small geographical areas (LA's) and is based on national data drawn from the English Housing Survey (EHS). There has been a significant 5.7% drop over the 7 years measured.

NUMBER OF CHILDREN IN OUT OF WORK BENEFIT HOUSEHOLDS IN LINCOLN MAY 2010-MAY 2017

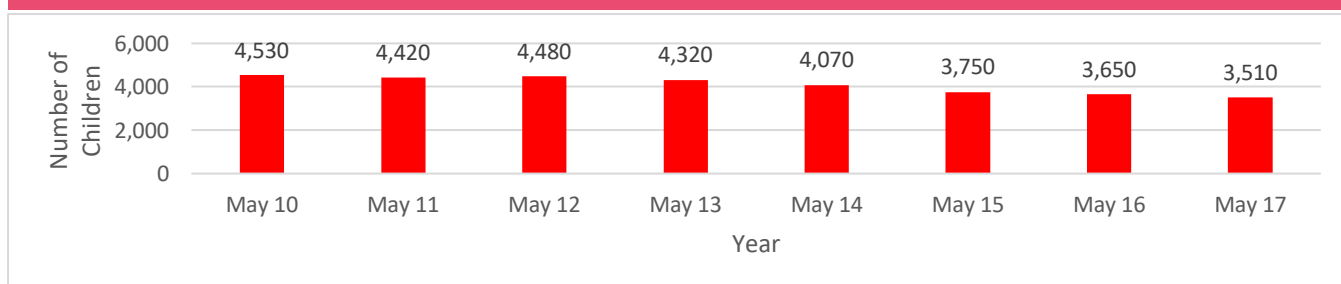


Figure 38 – GOV.UK - <https://www.gov.uk/government/collections/children-in-out-of-work-benefit-households--2#history>

These are annual statistics on the numbers of children living in households where a parent or guardian claimed out-of-work benefits in May each year.

PERCENTAGE OF RESIDENT CHILDREN IN CHILD POVERTY LIVING IN LOW INCOME HOUSEHOLDS IN LINCOLN 2007-2016

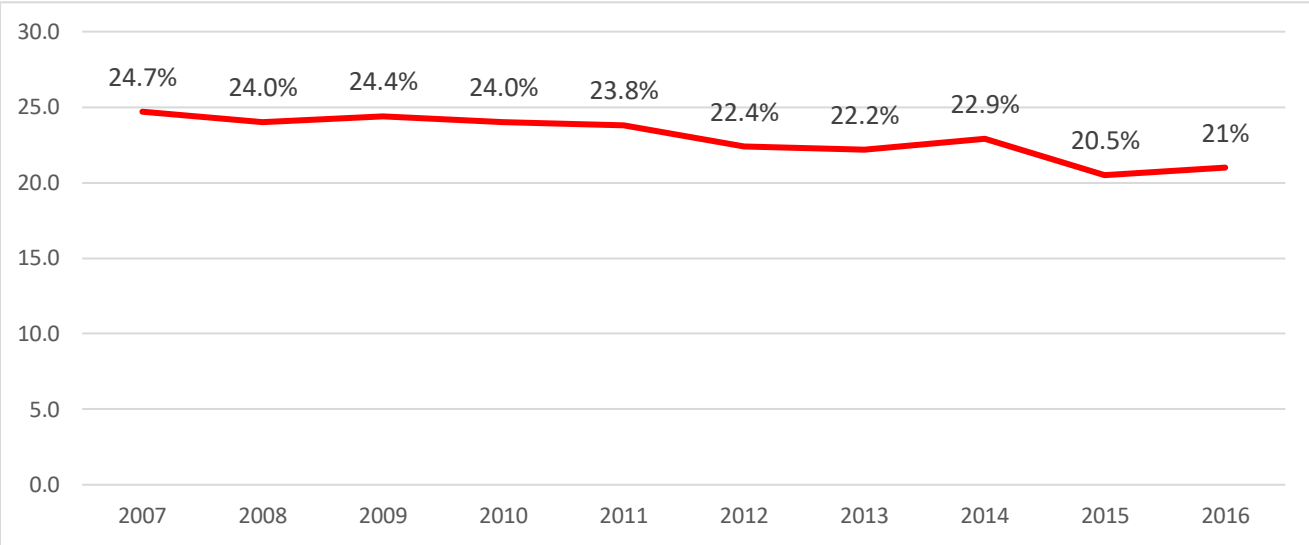


Figure 39 – GOV.UK - <https://data.gov.uk/dataset/a5c15861-013b-42b6-8a2b-1ad04cadf115/children-in-low-income-families>

The measure is the proportion of children living in families either in receipt of out-of-work benefits or in receipt of tax credits with a reported income which is less than 60 per cent of national median income. There has been an increase of 0.5% compared to the 2015 figure of 20.5%, now reporting at 21% in 2016.

NUMBER OF HOUSING BENEFIT CLAIMS IN LINCOLN NOV 2011- NOV 2018

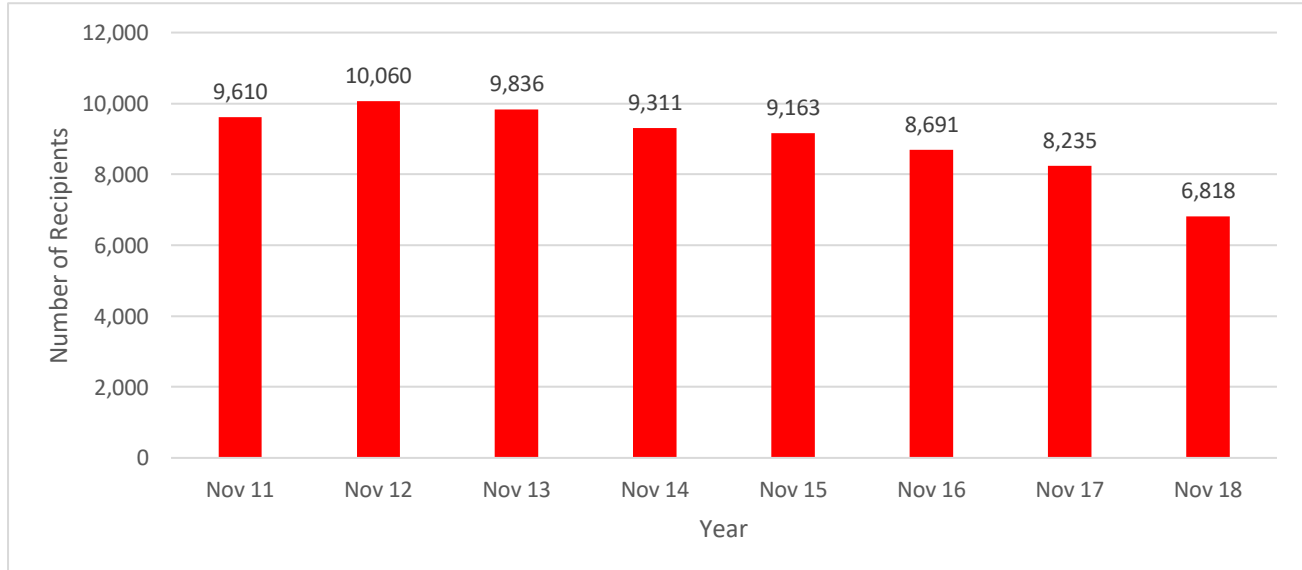


Figure 40 – LG Inform 2018 - http://lginform.local.gov.uk/reports/lqastandard?mod-metric=430&mod-period=109&mod-area=E07000138&mod-group=AllRegions_England&mod-type=namedComparisonGroup

There has been a further decrease of 1,417 as of November 2018 compared to November 2017. This is largely due to the fact that Universal Credit continues to migrate claimants from Housing Benefits to Universal Credit, however it is interesting to note that despite Universal Credit introduction in 2018, the decreasing trend actually began in 2013.

TOTAL NUMBER OF PEOPLE CLAIMING UNIVERSAL CREDIT JUNE 2010 - JUNE 2019

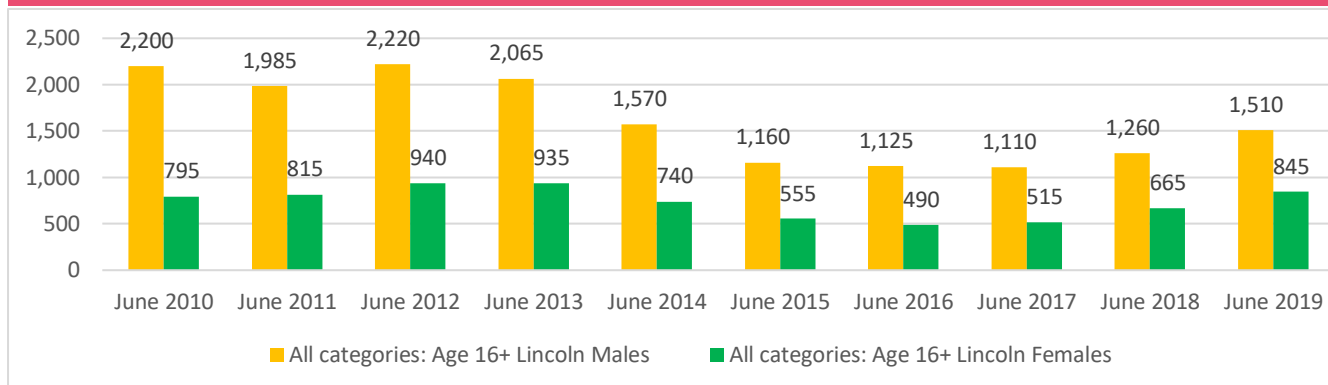


Figure 41 – NOMIS 2019 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?town=lincoln#tabwab>

The number of males aged 16+ claiming universal credit is 78% higher than the female count of 845 with a figure of 1,510. This has increased slightly for both females and males since June 2018. The male figure has increase by 250, while the female figure has increased by 180.

TOTAL NUMBER OF PEOPLE CLAIMING UNIVERSAL CREDIT TO JUNE 2019 COMPARED TO COLC NEAREST NEIGHBOURS

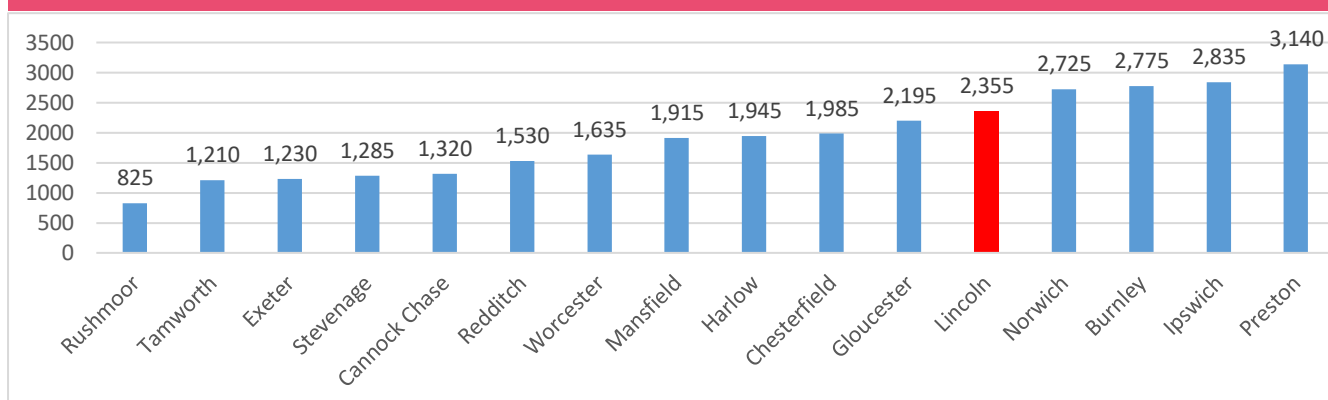


Figure 42 – NOMIS 2019 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?town=lincoln#tabwab>

Lincoln continues to have the 5th highest number of people claiming Universal Credit compared to our nearest neighbour set with a figure of 2,355.

NUMBER OF PEOPLE AGED 16-17 CLAIMING UNIVERSAL CREDIT JUNE 2010 - JUNE 2019

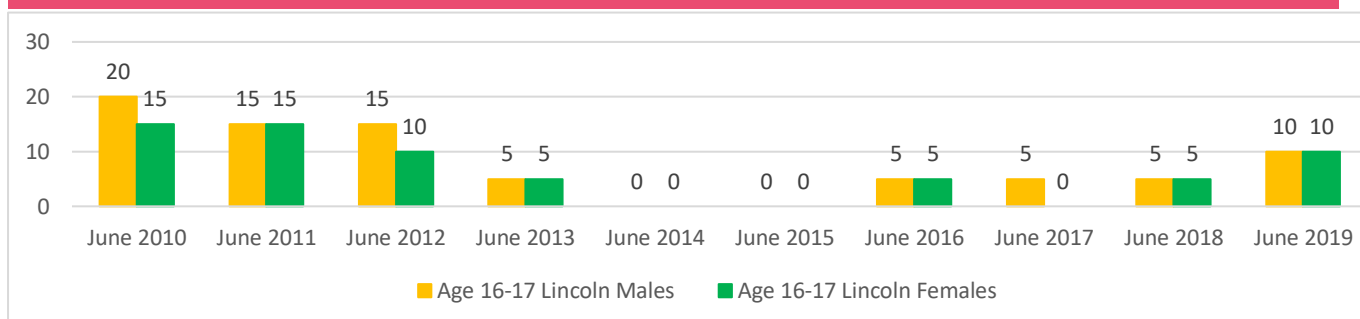


Figure 43 – NOMIS 2019 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?town=lincoln#tabwab>

The number of both males and females aged 16-17 claiming universal credit remains at just 10. Unemployment benefits normally only apply to people aged 18 years and over. They can only be claimed by 16 and 17 year olds in exceptional circumstances. Consequently the counts for this age group are typically very low.

NUMBER OF PEOPLE AGED 18-24 CLAIMING UNIVERSAL CREDIT JUNE 2010 - JUNE 2019

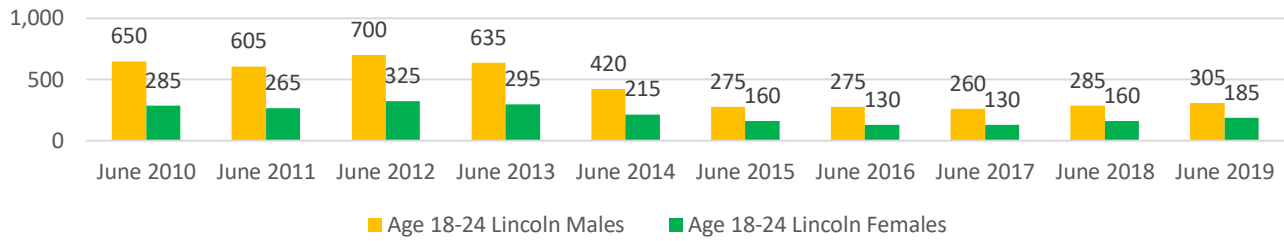


Figure 44 – NOMIS 2019 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?town=lincoln#tabwab>

The total number of people aged 18 – 24 claiming Universal Credit is 490

NUMBER OF PEOPLE AGED 25-49 CLAIMING UNIVERSAL CREDIT JUNE 2010 - JUNE 2019

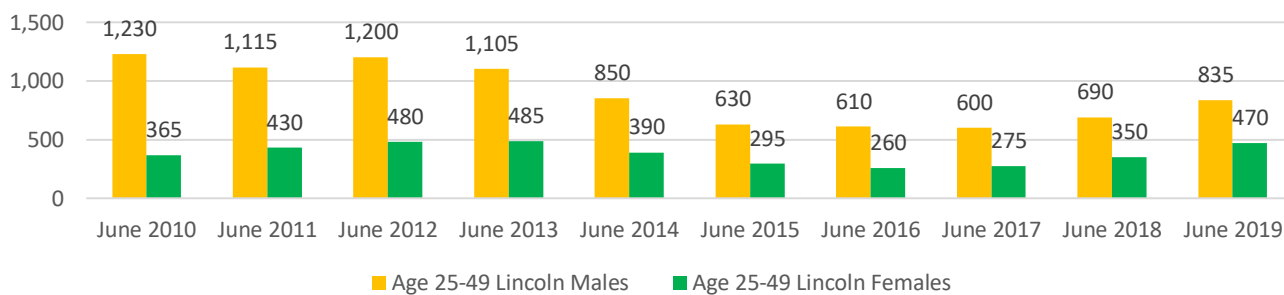


Figure 45 – NOMIS 2019 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?town=lincoln#tabwab>

The total number of people aged 25 – 49 claiming Universal Credit is 1,305

NUMBER OF PEOPLE AGED 50+ CLAIMING UNIVERSAL CREDIT JUNE 2010 - JUNE 2019

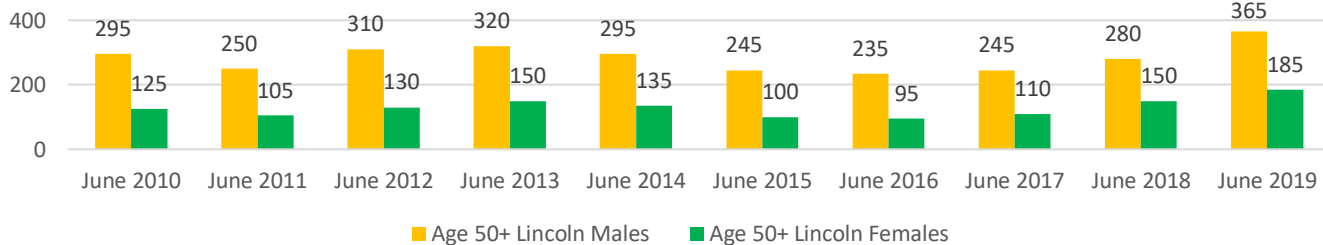


Figure 46 – NOMIS 2019 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?town=lincoln#tabwab>

The total number of people aged 50+ claiming Universal Credit is 550

NUMBER OF PEOPLE CLAIMING UNIVERSAL CREDIT BY AGE GROUP JUNE 2019

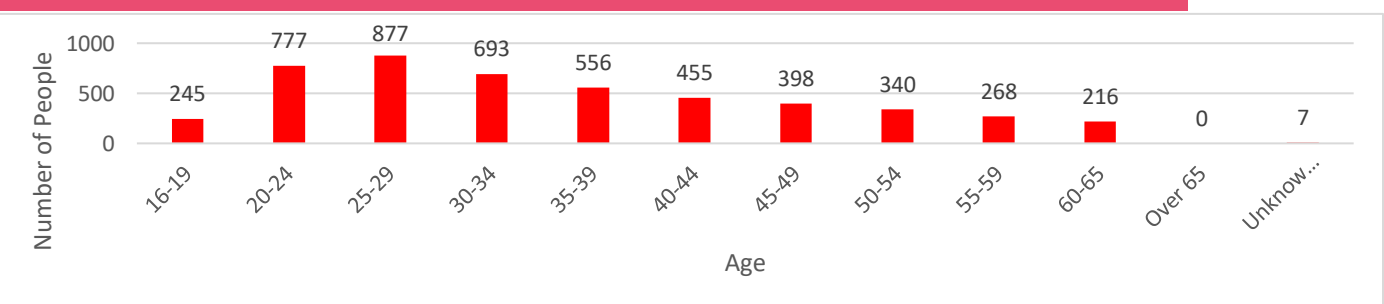


Figure 47 – NOMIS 2019 - <https://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?town=lincoln#tabwab>

The most common age range to claim universal credit in Lincoln is 25-49 at 877

COUNCIL TAX SUPPORT CLAIMANTS APRIL 2013 – APRIL 2019

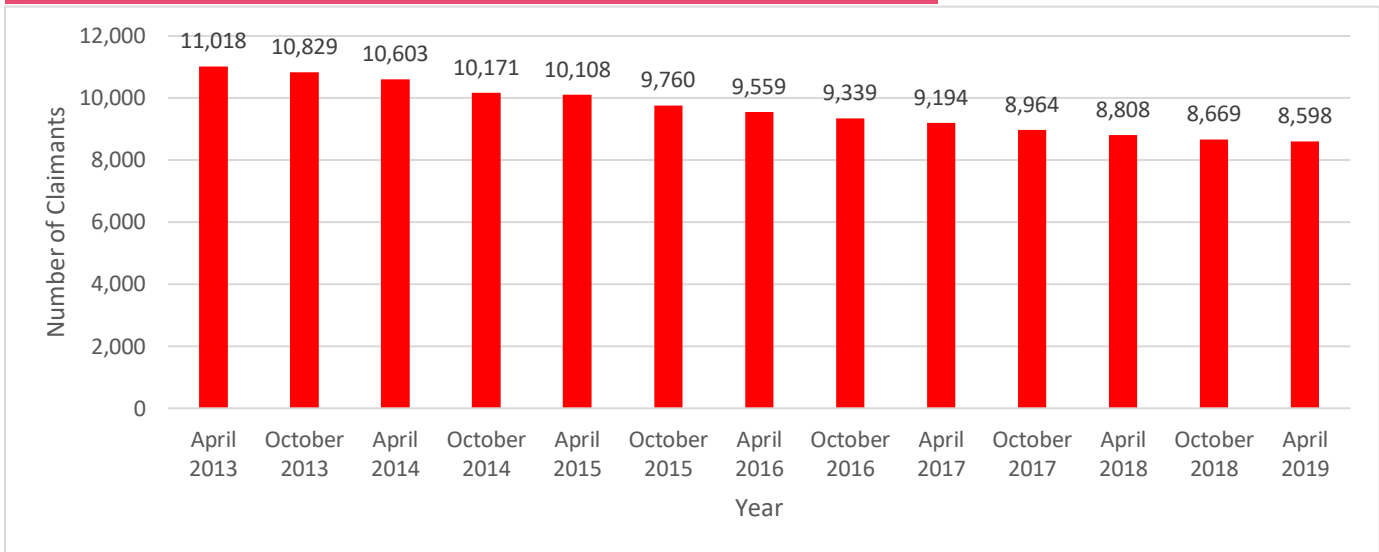


Figure 48 – City of Lincoln Council 2019

The number of Council Tax support claimants has reduced year on year since April 2013, reducing from 11,018 in April 2013 to 8,598 in April 2019 (a reduction of 2,420).

OVERALL DEPRIVATION SCORE MAP – IMD 2019

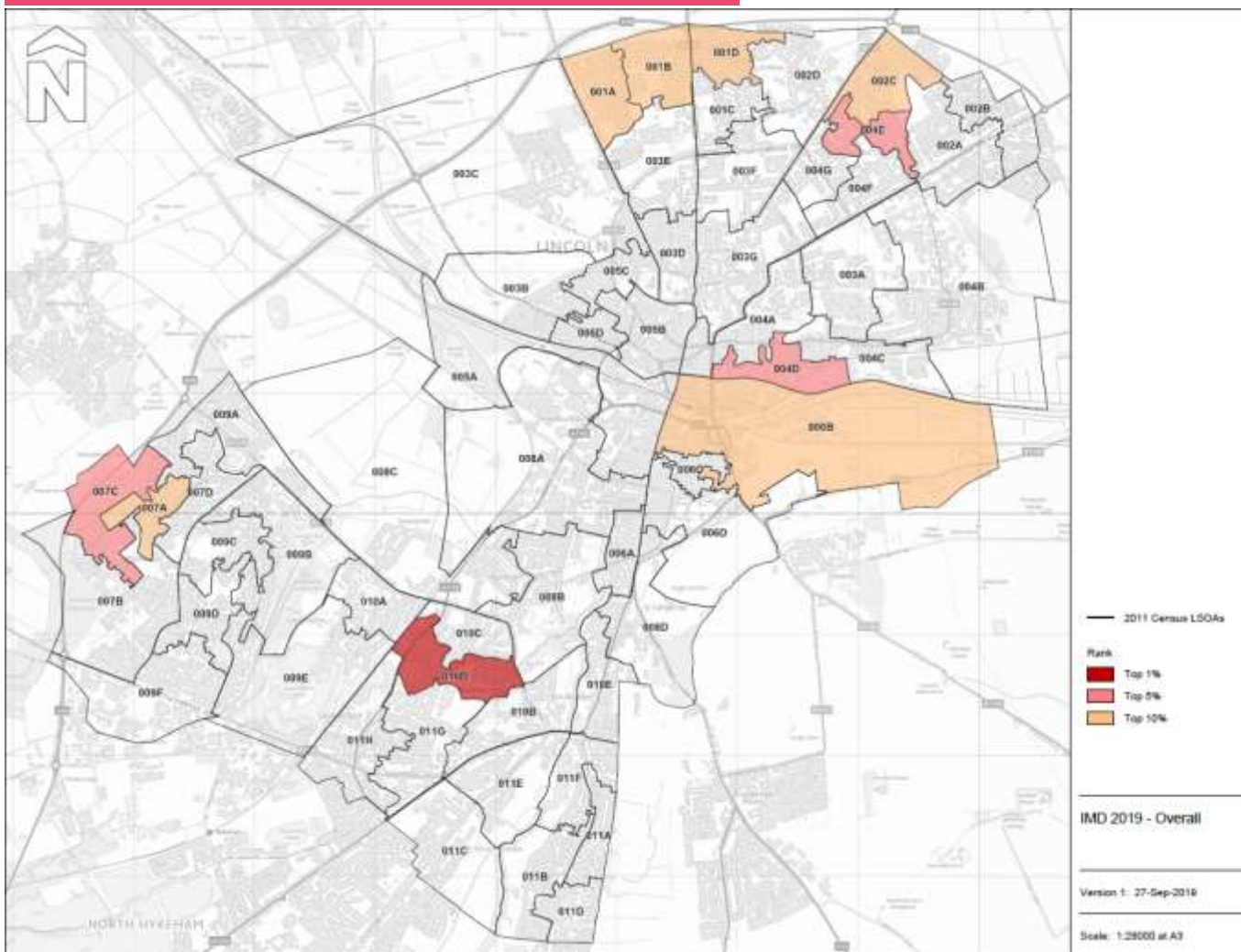


Figure 49 – IMD data 2019

INCOME DEPRIVATION AFFECTING CHILDREN SCORE MAP – IMD 2019

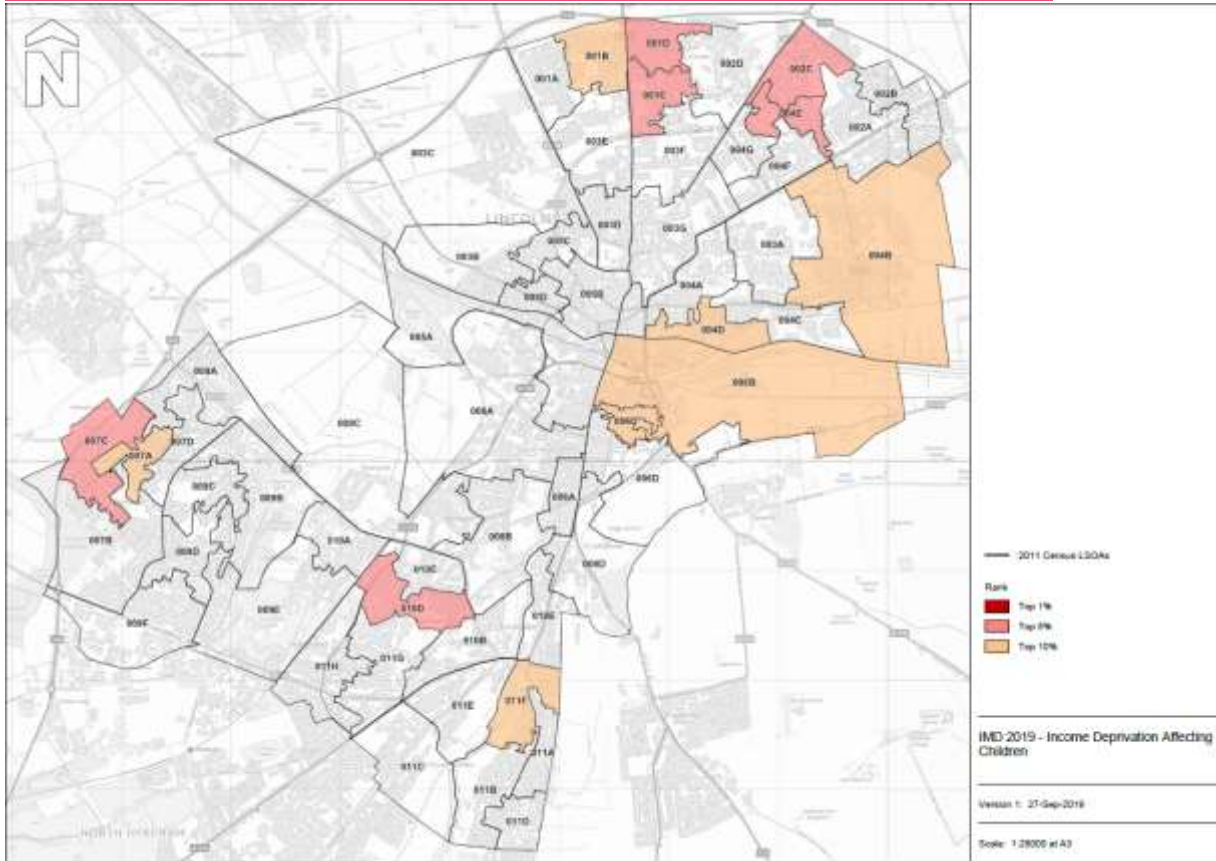


Figure 50 – IMD data 2019

INCOME DEPRIVATION AFFECTING OLDER PEOPLE SCORE MAP – IMD 2019

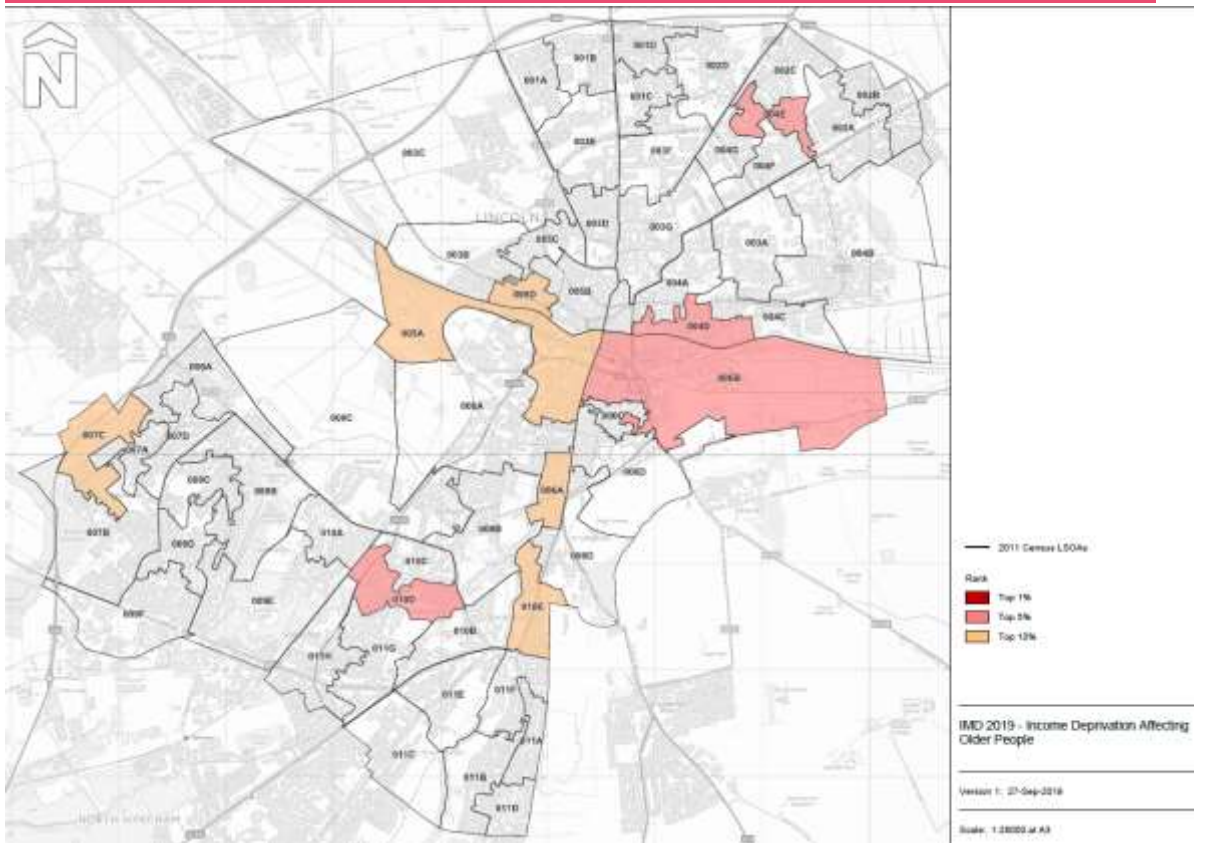


Figure 51 – IMD data 2019

IMD 2019 LOCAL AUTHORITY RANKING FOR ALL DOMAINS

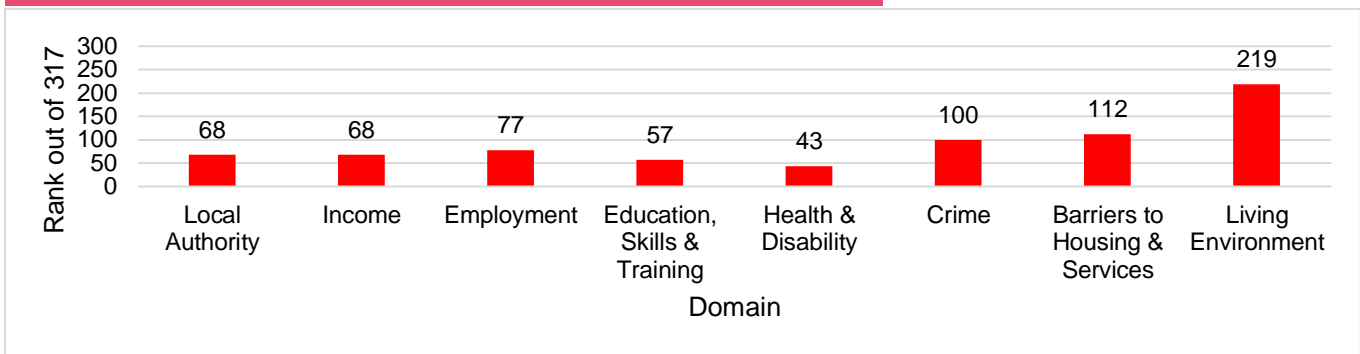


Figure 52 – IMD data 2019

The MHCLG LA rank for IMD 2019 shows Lincoln as 68th of 317 Local Authorities

DISABILITY LIVING ALLOWANCE CASES IN PAYMENT (NOVEMBER 18)

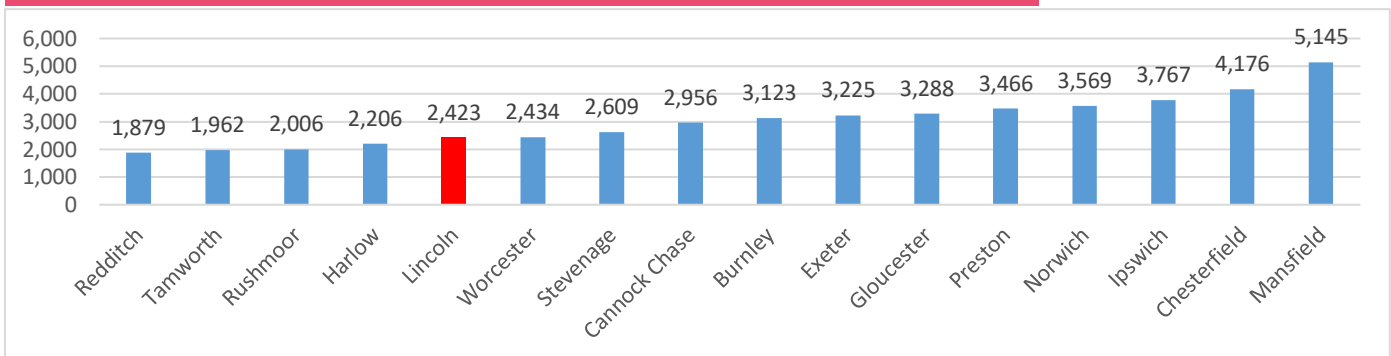


Figure 53 – DWP <https://stat-xplore.dwp.gov.uk/webapi/jsf/tableView/tableView.xhtml>

There were 2,423 people receiving DLA in Lincoln as of November 2018. This ranks us the 5th lowest compared to our nearest neighbours.

PIP (PERSONAL INDEPENDENCE PAYMENT) CASELOAD IN LINCOLN (JULY 2019)

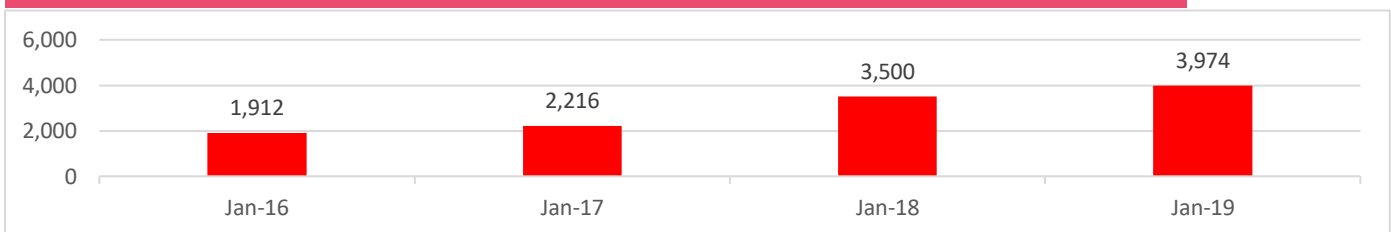


Figure 54 DWP <https://stat-xplore.dwp.gov.uk/webapi/jsf/tableView/tableView.xhtml#>

AGE (BANDS AND SINGLE YEAR) BY QUARTER BY MEAN OF WEEKLY AMOUNT OF PENSION

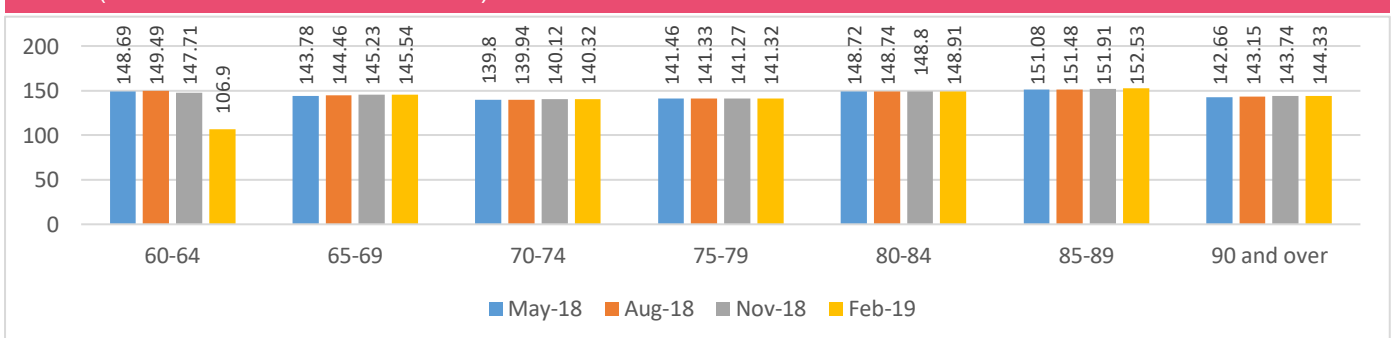


Figure 55 DWP <https://stat-xplore.dwp.gov.uk/webapi/jsf/tableView/tableView.xhtml>

The average award amount (in pounds) that is paid to State Pension claimants at a given point in time

HEALTH

Summary

Some of the most worrying health changes in the most recent data include the reduction in life expectancy for Lincoln residents and the continuing high mortality rates for cardiovascular and cancer sufferers.

Note that the stats in this chapter are taken from the latest published PHE profile data – this is 2018 as the 2019 data is due in autumn 2019. This will be updated as soon as possible

From this year's figures, we have also seen:

- Both female and male life expectancy drop by 0.9 and 0.4 years respectively whilst the English averages were static or improved
- Lincoln having the second lowest life expectancy for both males and females compared to nearest neighbours
- The rate of self-harm per 100,000 people decrease further below the England average of 185.5 with a figure of 176.6 and 5th lowest in our nearest neighbours
- Alcohol related conditions decrease from 702 in 2016/17 to 677 in 2017/18
- Lincoln rate of under 75 cardiovascular related deaths continue to be the highest in comparison to our nearest neighbours
- The Lincoln under 75 cancer mortality rate at the second highest rate amongst nearest neighbours
- The prevalence of obesity and excess weight in children increase
- The percentage of adults carrying excess weight decrease whilst at the same time the percentage of physically active adults increase considerably
- The prevalence of smokers decrease from 21% to 17.62%
- Park Ward continues to have by far the biggest number of fast food outlets at 35



MALE LIFE EXPECTANCY – (LINCOLN VS ENGLAND) 2001 - 2017

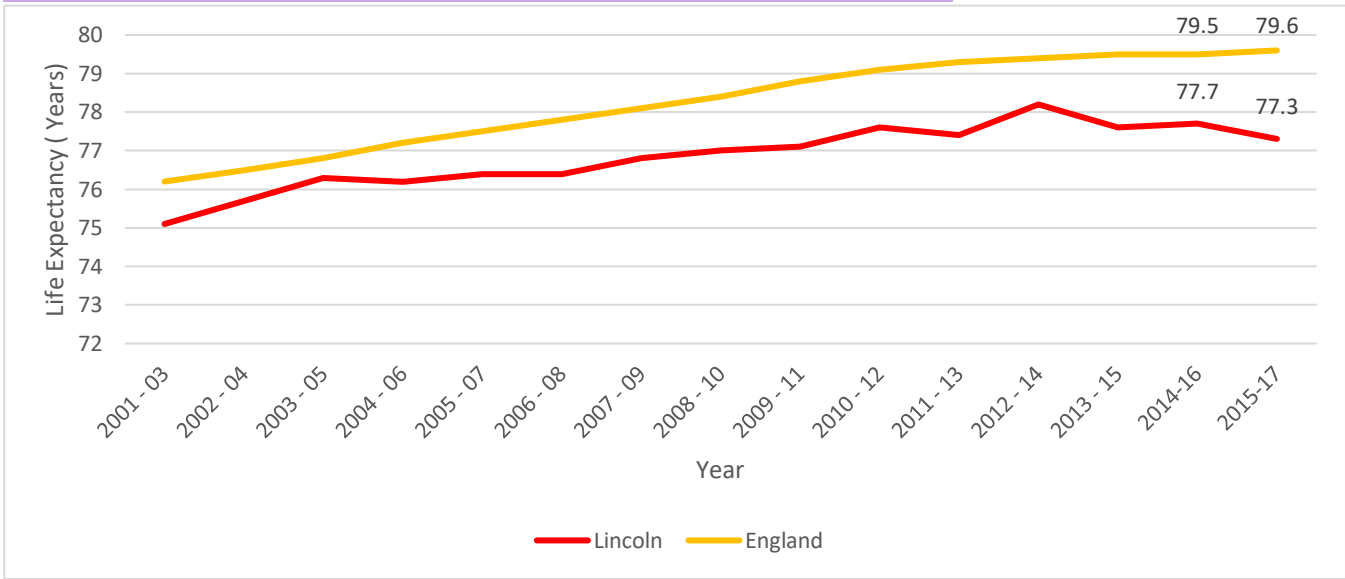


Figure 56 – PHE Profile 2018 - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/qid/1938132696/pat/6/par/E12000004/at/101/are/E07000138/iid/90366/age/1/sex/1>

England’s average male life expectancy has increased by 0.1 years, whilst Lincoln’s male life expectancy has decreased by 0.4 years to 77.3 years. Lincoln is now 2.3 years below the England average.

MALE LIFE EXPECTANCY – (LINCOLN VS NEAREST NEIGHBOURS) 2015 - 17

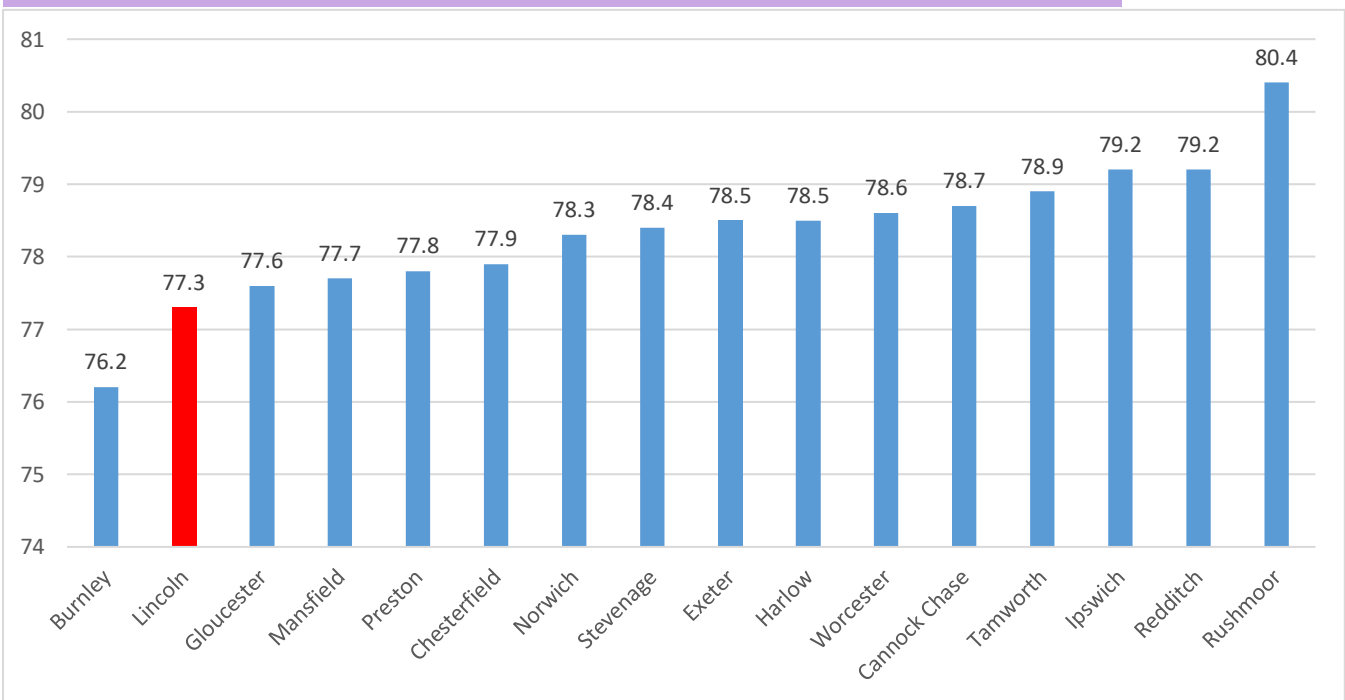


Figure 57 – PHE Profile 2018 - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/qid/1938132696/pat/6/par/E12000004/at/101/are/E07000138/iid/90366/age/1/sex/1>

Lincoln has the second lowest average male life expectancy compared to its nearest neighbours. Rushmoor had the highest average male life expectancy of 80.4 years.

FEMALE LIFE EXPECTANCY – (LINCOLN VS ENGLAND) 2001-2017

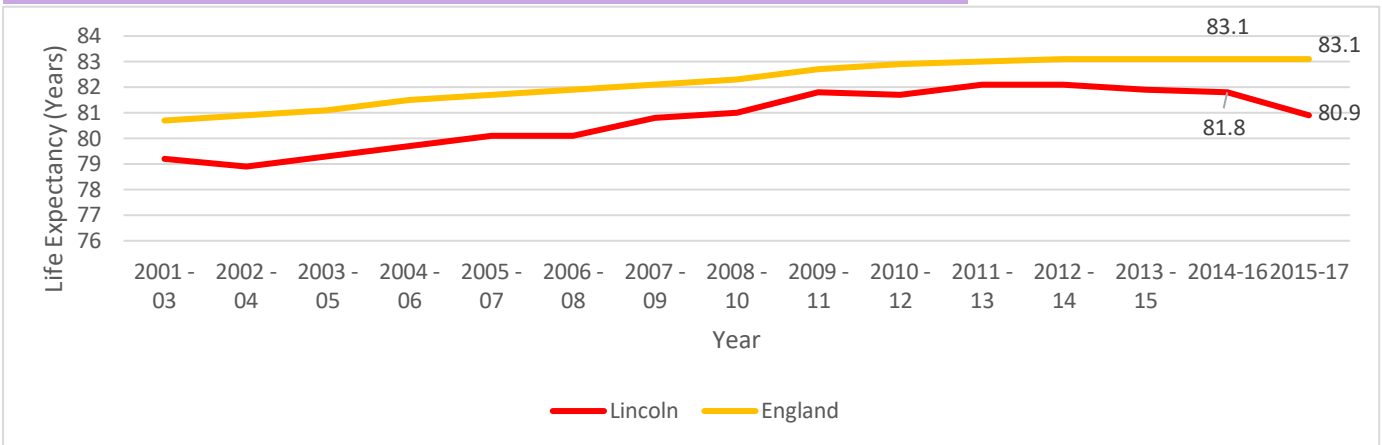


Figure 58 – PHE Profile 2018 - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/qid/1938132696/pat/6/par/E12000004/ati/101/are/E07000138/iid/90366/age/1/sex/1>

Although male life expectancy in Lincoln rose by 0.1 years, the average female life expectancy decreased by 0.9 years, reducing from 81.8 in 2014-2016 to 80.9 in 2015-2017. Lincoln is now 2.2 years below the England average of 83.1.

FEMALE LIFE EXPECTANCY – (LINCOLN VS NEAREST NEIGHBOURS) 2015-2017

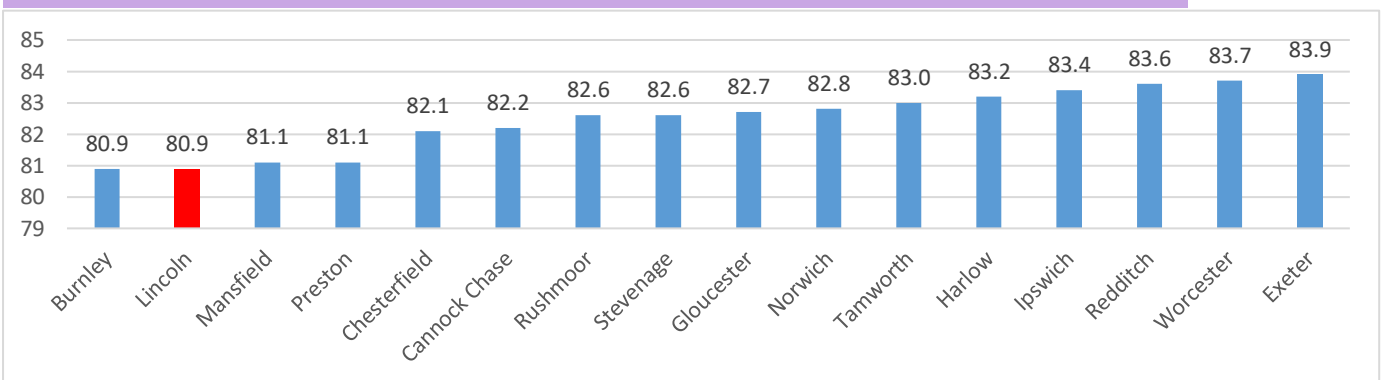


Figure 59 – PHE Profile 2018 - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/qid/1938132696/pat/6/par/E12000004/ati/101/are/E07000138/iid/90366/age/1/sex/1>

In comparison to our nearest neighbours, Lincoln's average female life expectancy has worsened to the 2nd lowest, which is a further two places lower than last year.

MALE VS FEMALE LIFE EXPECTANCY IN LINCOLN 2015-2017

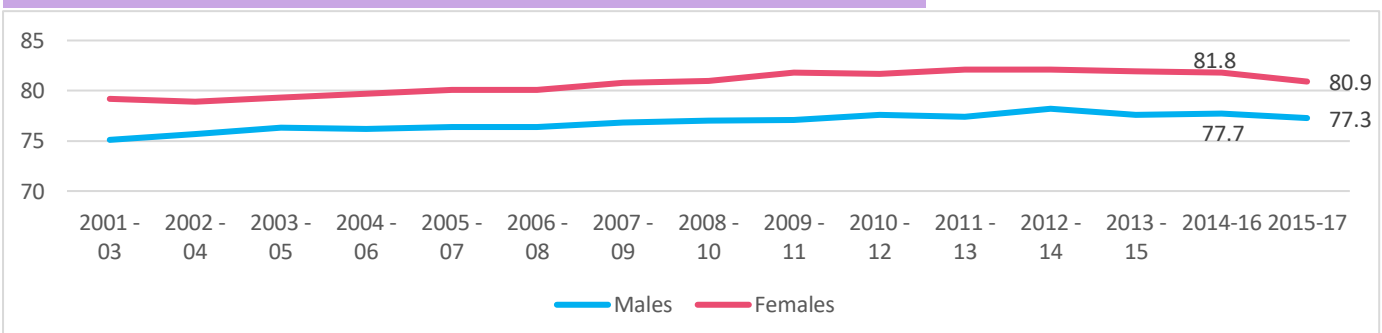


Figure 60 – PHE Profile 2018 - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/qid/1938132696/pat/6/par/E12000004/ati/101/are/E07000138/iid/90366/age/1/sex/1>

As of 2015-2017, male life expectancy sits 3.6 years below the female life expectancy of 80.9, with a figure of 77.3.

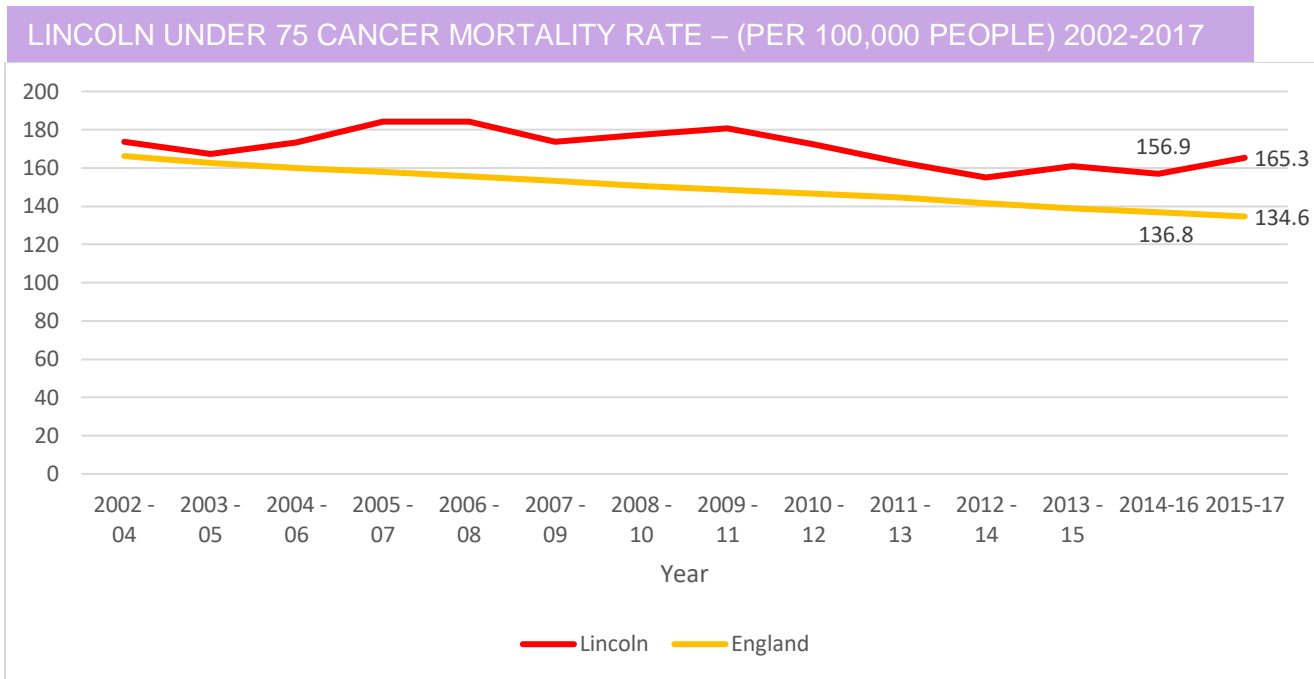


Figure 61 – PHE Profile 2018 - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/qid/1938132696/pat/6/par/E12000004/ati/101/are/E07000138/iid/90366/age/1/sex/1>

Lincoln's mortality rate for under 75 cancer has increased from 156.9 in 2014/16 to 165.3 in 2015/17.

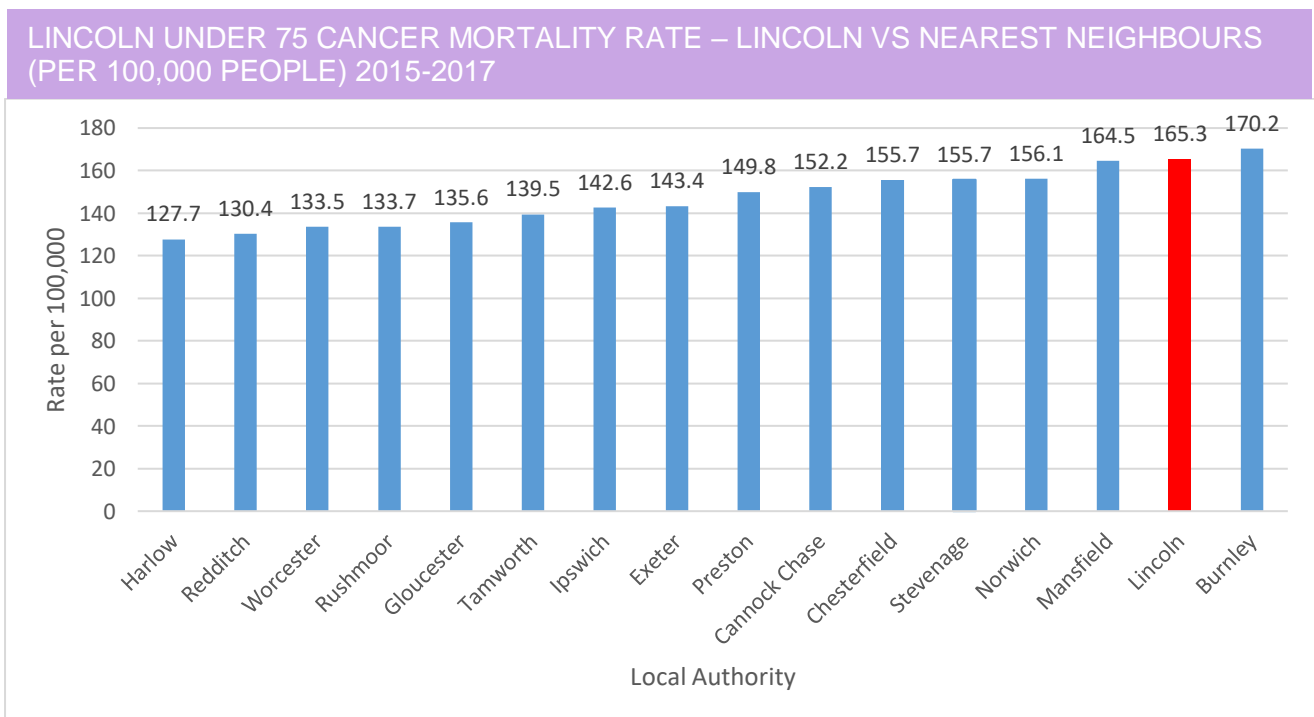


Figure 62 – PHE Profile 2018 - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/qid/1938132696/pat/6/par/E12000004/ati/101/are/E07000138/iid/90366/age/1/sex/1>

With Lincoln's mortality rate increasing compared to last year, we now have the 2nd highest rate of 165.3.

LINCOLN UNDER 75 CARDIOVASCULAR RELATED DISEASES MORTALITY RATE (PER 100,000 PEOPLE) 2015-2017

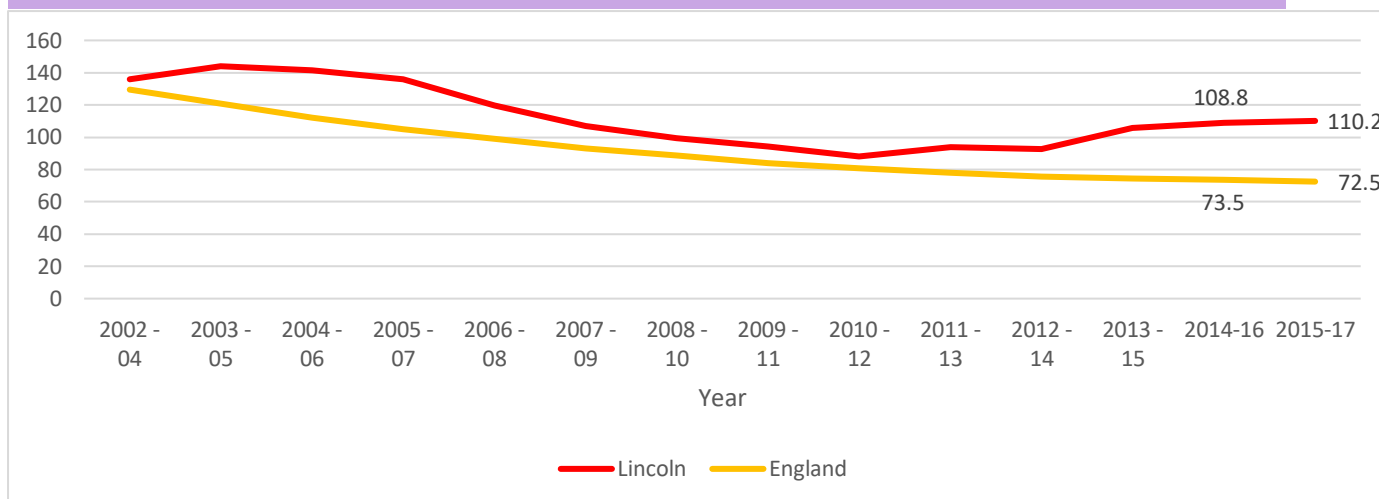


Figure 63 – PHE Profile 2018 - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/qid/1938132696/pat/6/par/E12000004/at/101/are/E07000138/iid/90366/age/1/sex/1>

Lincoln’s mortality rate for cardiovascular related diseases has increased again, from 108.8 in 2014-2016 to 110.2 in 2015-2017. This is above the England rate of 72.5, which has decreased compared to the previous year’s figure of 73.5.

LINCOLN UNDER 75 CARDIOVASCULAR RELATED DISEASES MORTALITY RATE – LINCOLN VS NEAREST NEIGHBOURS (PER 100,000 PEOPLE) 2015-2017

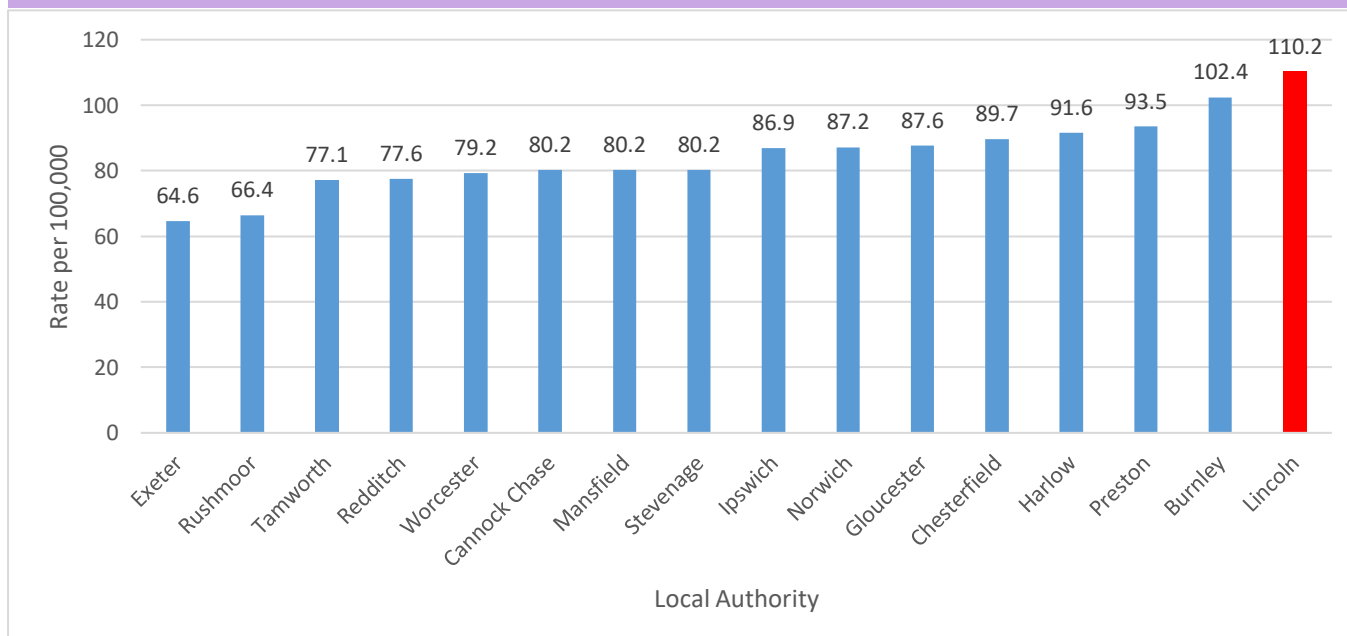


Figure 64 – PHE Profile 2018 - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/1/qid/1938132696/pat/6/par/E12000004/at/101/are/E07000138/iid/90366/age/1/sex/1>

Compared to our nearest neighbours, Lincoln has the highest rate at 110.2 for under 75 cardio vascular related diseases

SELF HARM RATE PER 100,000 PEOPLE (LINCOLN VS ENGLAND) 2010/11-2017/18

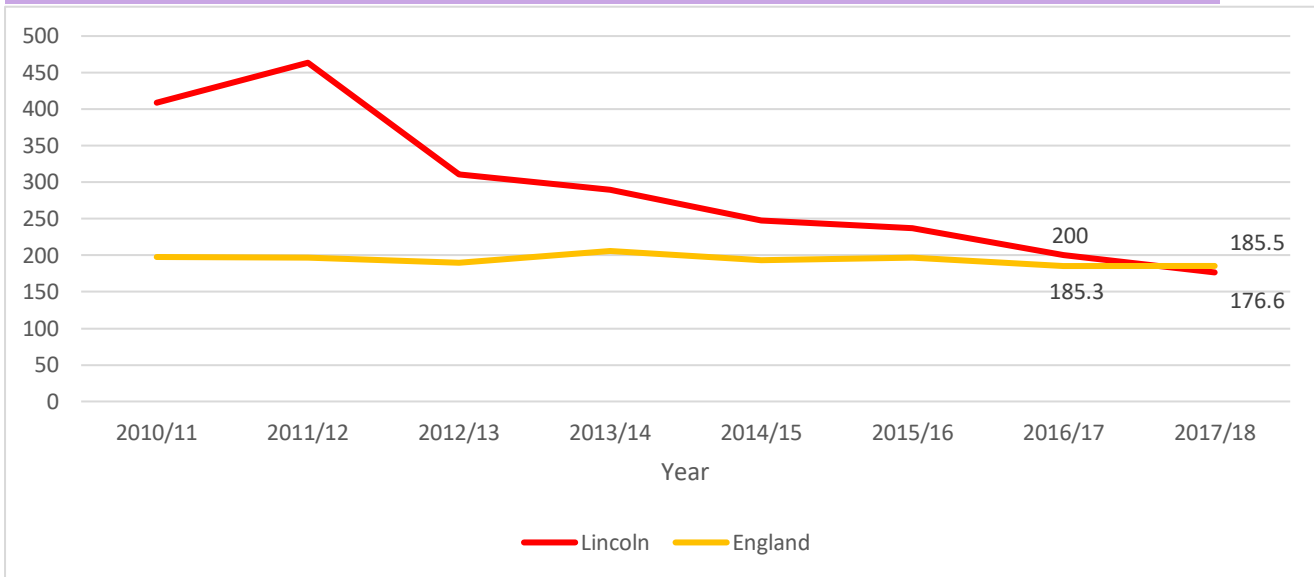


Figure 66 – PHE Profile 2018 - <https://fingertips.phe.org.uk/search/self%20harm#page/1/gid/1/pat/6/par/E12000004/ati/101/are/E07000138>

Lincoln's self-harm rate has seen another sizeable decrease of 23.4, reducing from 200 in 2016/2017 to 176.6 in 2017/2018. Lincoln is now for the first time lower than the England rate of 185.5.

SELF HARM RATE PER 100,000 PEOPLE (LINCOLN VS NEAREST NEIGHBOURS) 2017/18

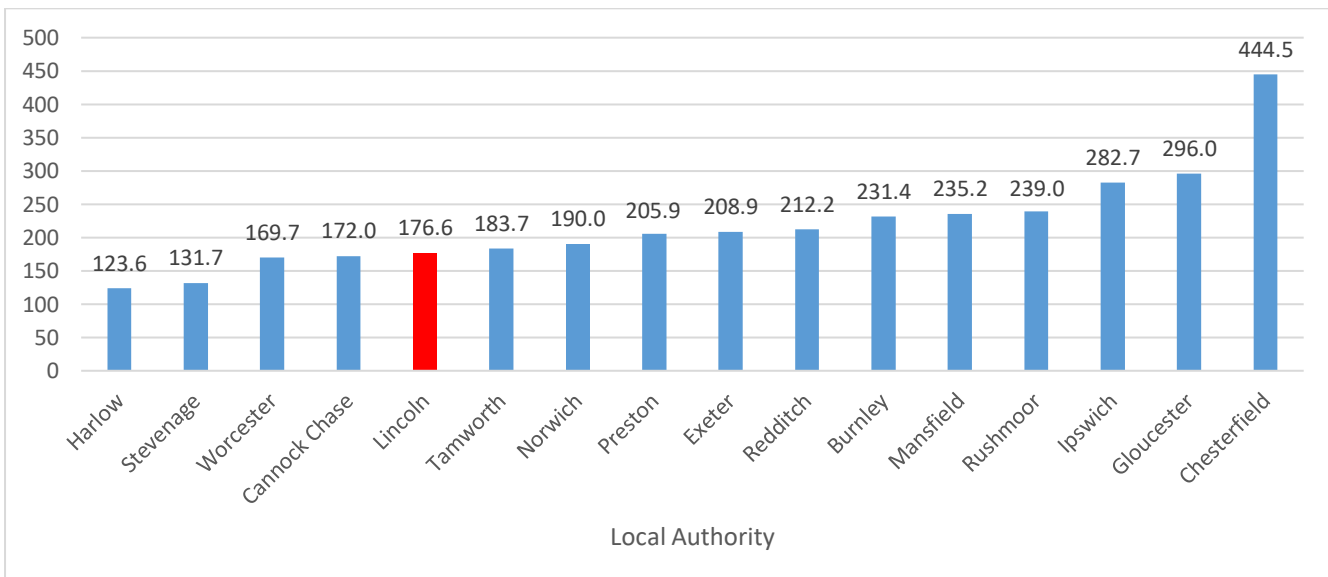


Figure 67 – PHE Profile 2018 - <https://fingertips.phe.org.uk/search/self%20harm#page/1/gid/1/pat/6/par/E12000004/ati/101/are/E07000138>

In comparison to our nearest neighbours, Lincoln has further decreased to the 5th lowest self-harm rate with a figure of 176.6 per 100,000 people.

ALCOHOL RELATED CONDITIONS RATE PER 100,000 PEOPLE (LINCOLN VS ENGLAND) 2017/18

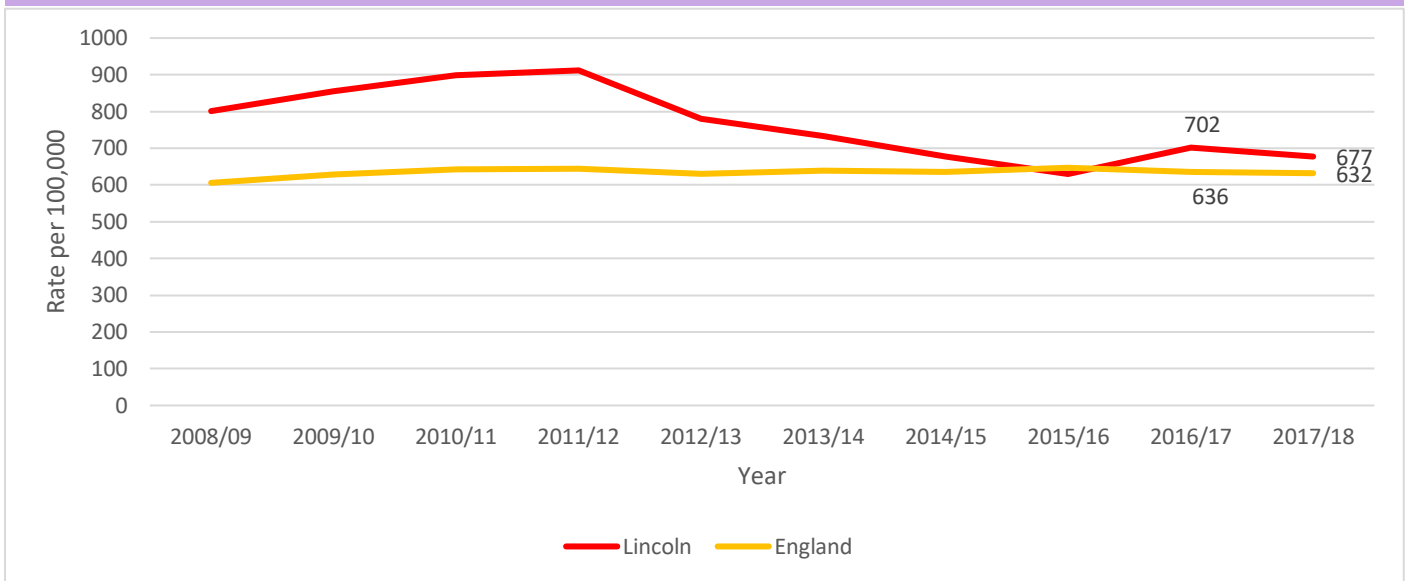


Figure 68 – PHE Profile 2018 -

<https://fingertips.phe.org.uk/search/Admission%20episodes%20for%20alcohol%20related%20conditions#page/1/gid/1/pat/6/par/E1200004/ati/101/are/E07000138/iid/91414/age/1/sex/4>

Lincoln's rate for people with alcohol related conditions has seen a decrease of 25, compared to England's decrease of 4.

ALCOHOL RELATED HARM HOSPITAL STAYS RATE PER 100,000 PEOPLE (LINCOLN VS NEAREST NEIGHBOURS) 2017/2018

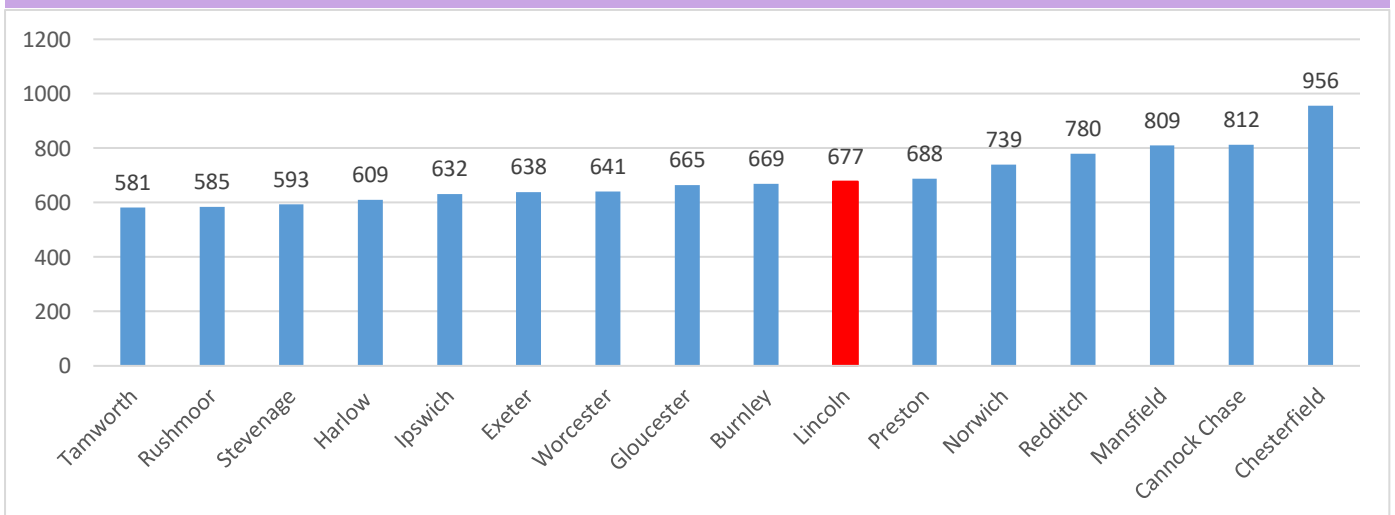


Figure 69 – PHE Profile 2018 -

<https://fingertips.phe.org.uk/search/Admission%20episodes%20for%20alcohol%20related%20conditions#page/1/gid/1/pat/6/par/E1200004/ati/101/are/E07000138/iid/91414/age/1/sex/4>

Compared to our nearest neighbours, Lincoln has the 7th highest rate for people with alcohol related harm hospital stays at 677 (25 less than in 2016/17) per 100,000 people

UNDER 18 (15-17) CONCEPTION RATE PER 1,000 PEOPLE (LINCOLN VS ENGLAND) 2017

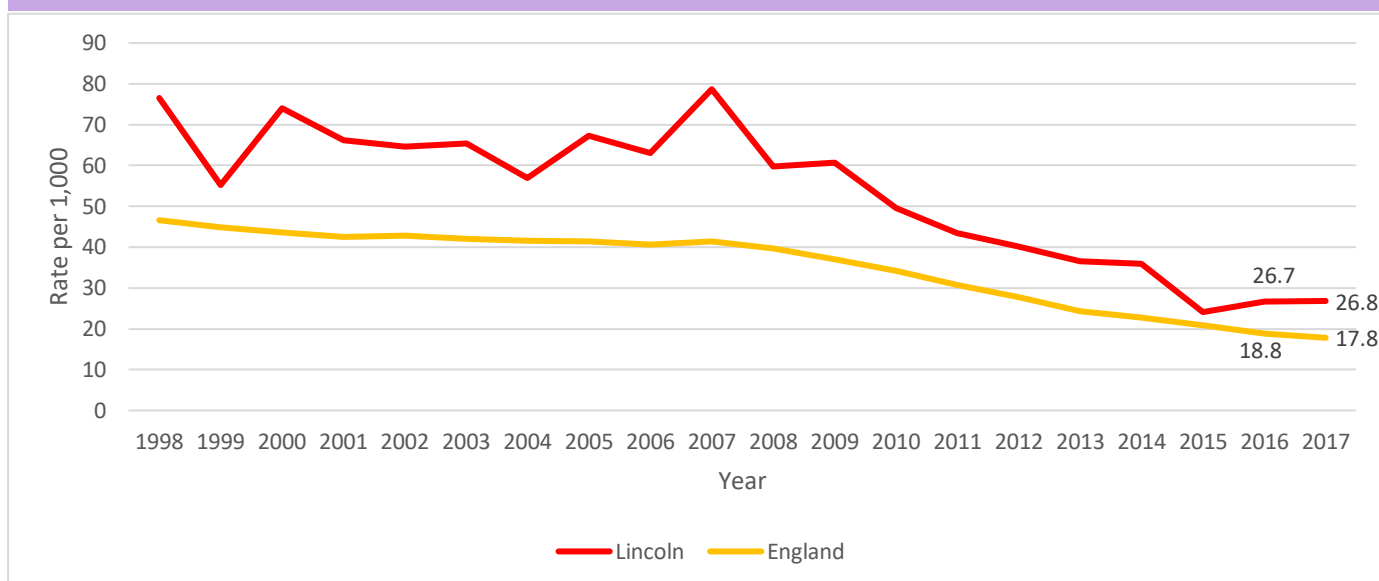


Figure 70 – PHE Profile 2018 - <https://fingertips.phe.org.uk/search/conception#page/1/qid/1/pat/6/par/E12000004/at/101/are/E07000138>

Lincoln's under 18 (15-17) conception rate has seen erratic movement since 1998, however since 2009 the rate has seen a steady decrease in line with England's rate. Whilst only a small increase, 2017 saw the rate rise from 26.7 in 2016 to 26.8 in 2017.

UNDER 18 (15-17) CONCEPTION RATE PER 1,000 (LINCOLN VS NEAREST NEIGHBOURS) 2017

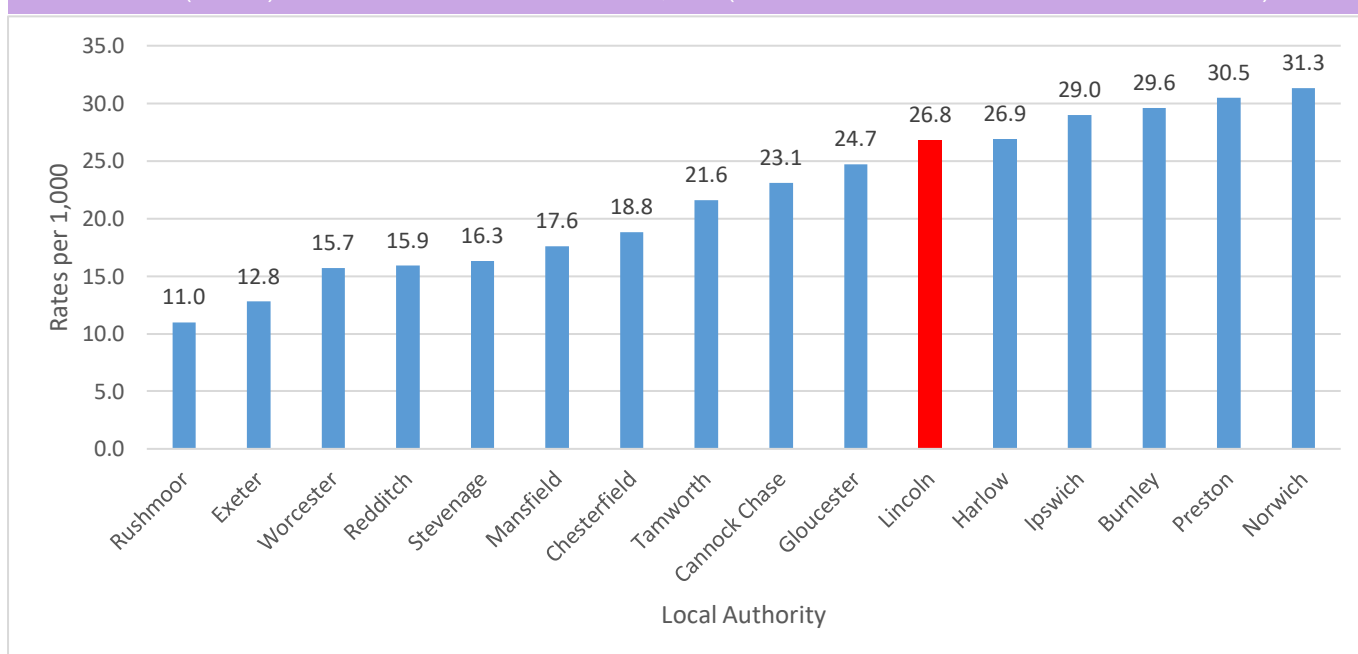


Figure 71 – PHE Profile 2018 - <https://fingertips.phe.org.uk/search/conception#page/1/qid/1/pat/6/par/E12000004/at/101/are/E07000138>

In comparison to our nearest neighbours, Lincoln has remained the 6th highest with a rate of 26.8.

SUICIDE RATE PER 100,000 PEOPLE (LINCOLN VS ENGLAND) 2001-2017

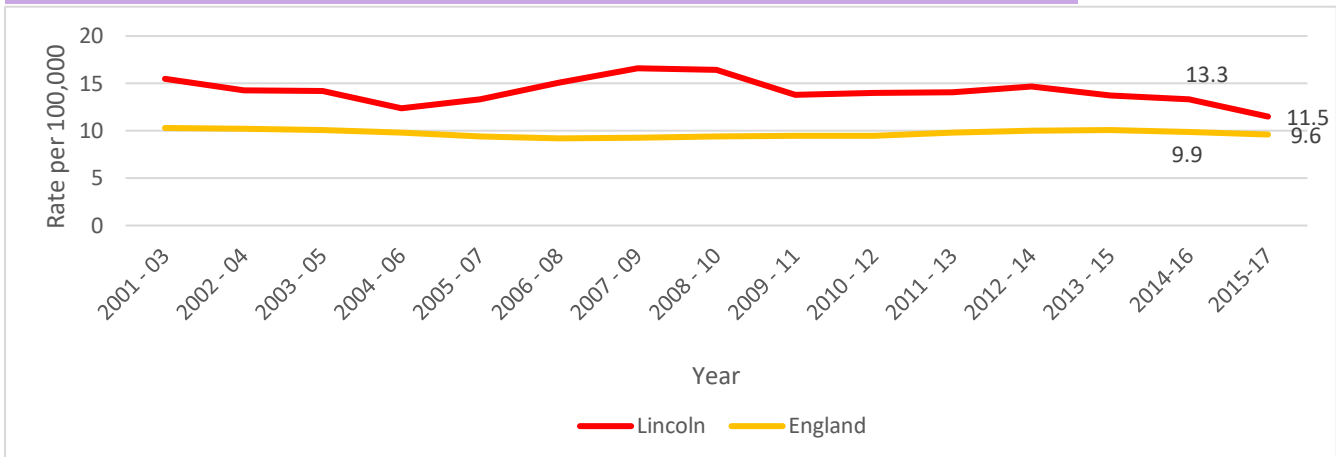


Figure 72 – PHE Profile 2018 - <https://fingertips.phe.org.uk/search/suicide#page/1/gid/1/pat/6/par/E12000004/ati/101/are/E07000138>

The suicide rate per 100,000 people has decreased by 1.8, from 13.3 in 2014-2016 to 11.5 in 2015-2017. This is still above the average rate in England of 9.6 and this is now the third consecutive decrease in the suicide rate. It is noted that new data is currently being released – this measure will be updated when received

SUICIDE RATE PER 100,000 (LINCOLN VS NEAREST NEIGHBOURS) 2015-17

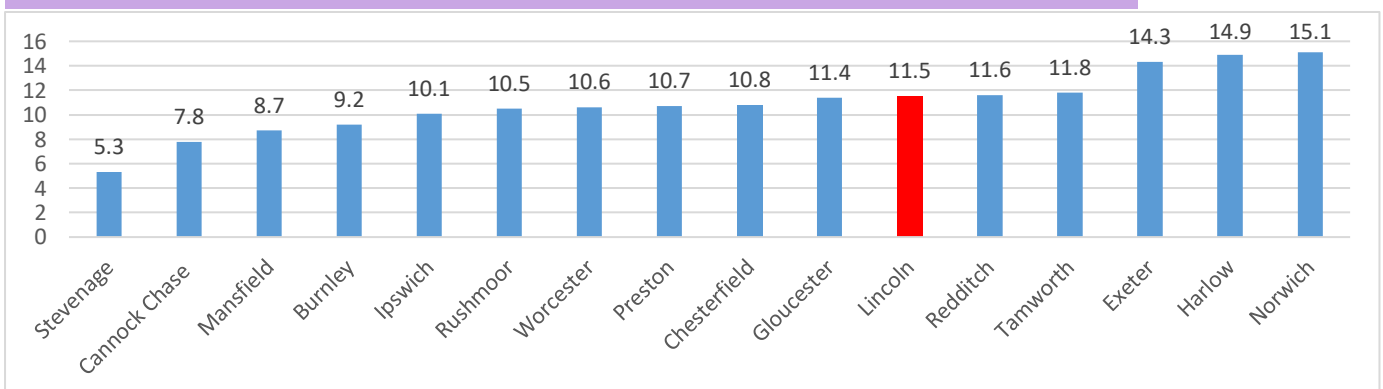


Figure 73 – PHE Profile 2018 - <https://fingertips.phe.org.uk/search/suicide#page/1/gid/1/pat/6/par/E12000004/ati/101/are/E07000138>

In comparison to our nearest neighbours, Lincoln has the 6th highest rate for suicide per 100,000 people at 11.5

NUMBER OF NEW GP REGISTRATIONS 2004/5-2017/18

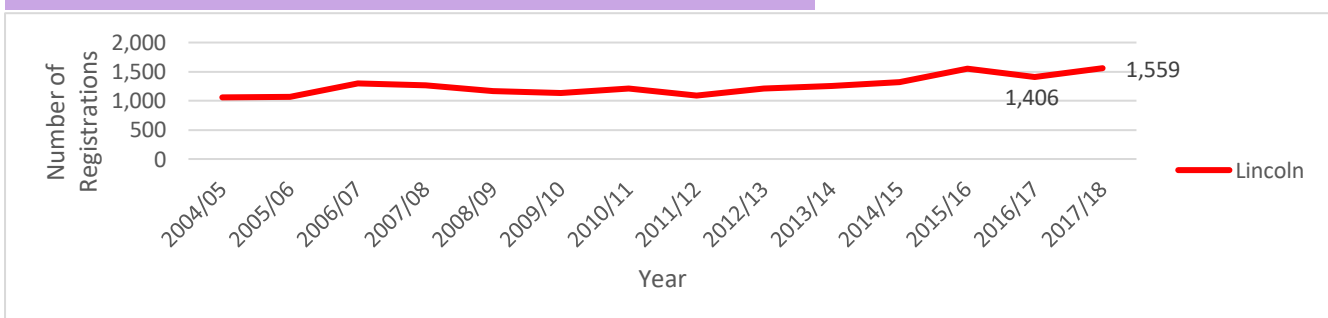


Figure 74 – ONS 2018 -

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/migrationwithintheuk/datalist?filter=datasets>

The number of new GP registrations has increased from 1,406 in 2016/2017 to 1,559 in 2017/18, an increase of 153 registrations.

TOTAL NUMBER OF FAST FOOD OUTLETS IN LINCOLN BY WARD AS OF DECEMBER 2017

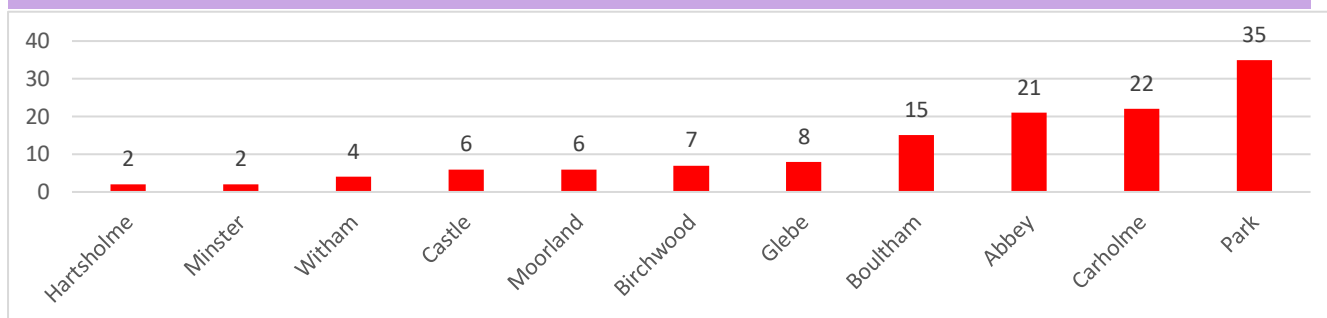


Figure 75 – GOV.UK - <https://www.gov.uk/government/publications/fast-food-outlets-density-by-local-authority-in-england>

SMOKING PREVALENCE IN PEOPLE AGED 18 AND OVER IN LINCOLN

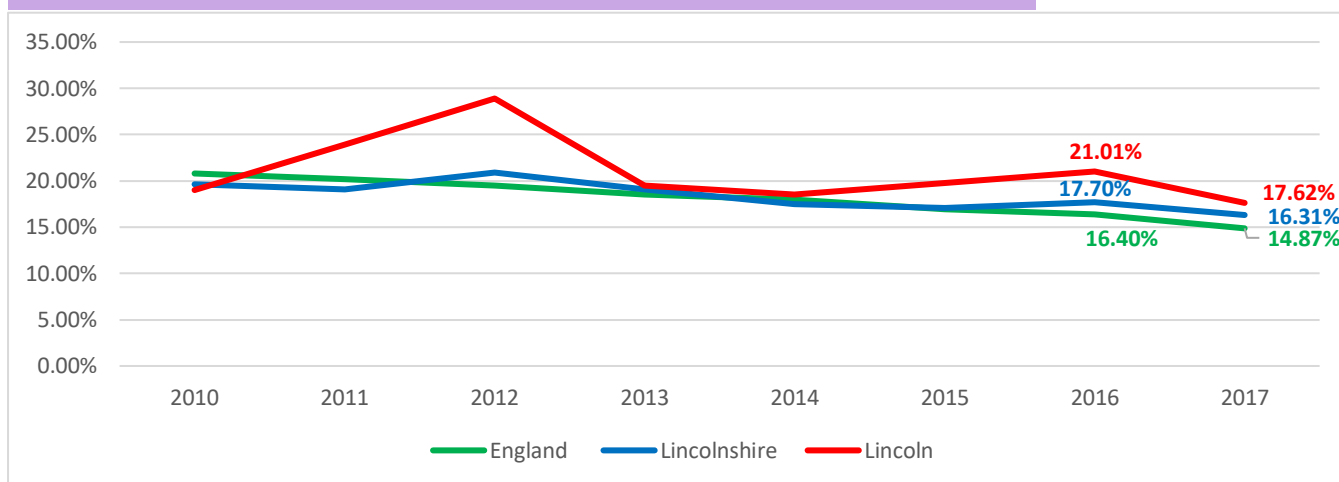


Figure 76 – LRO - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx?dataInstanceID=7341>

In comparison to England and Lincolnshire, Lincoln's smoking prevalence has decreased by the largest amount (3.39%). However, Lincoln's rate is still above the England rate of 14.87% and the Lincolnshire rate of 16.31%.

NUMBER OF PEOPLE KILLED OR SERIOUSLY INJURED ON THE ROADS PER 100,000 – 2015-17

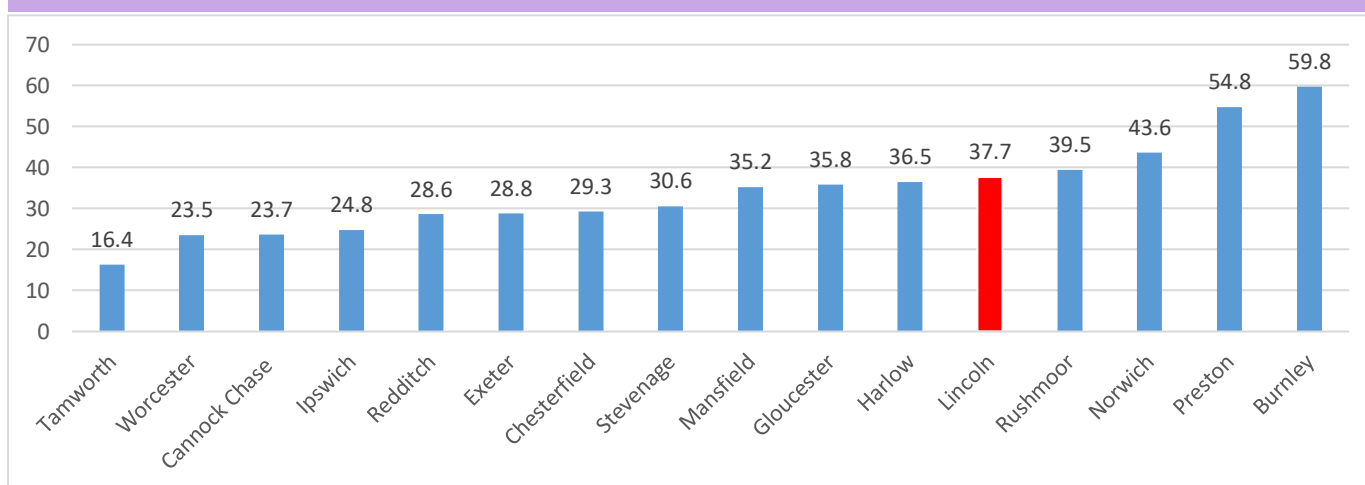


Figure 77 - Department for Transport - <https://fingertips.phe.org.uk/profile/health/profiles/data#page/4/qid/1938132695/pat/6/par/E12000004/ati/101/are/E07000138/iid/11001/age/1/sex/4>

Lincoln has seen an increase in the number of people per 100,000 killed or seriously injured on the roads, with a figure of 37.7 (a rise of 4). This is 3.1 lower than the England rate of 40.8 and 3.3 lower than the East Midlands rate of 41.

PERCENTAGE OF PHYSICALLY ACTIVE ADULTS (AGED 19+) AS OF 2017/2018

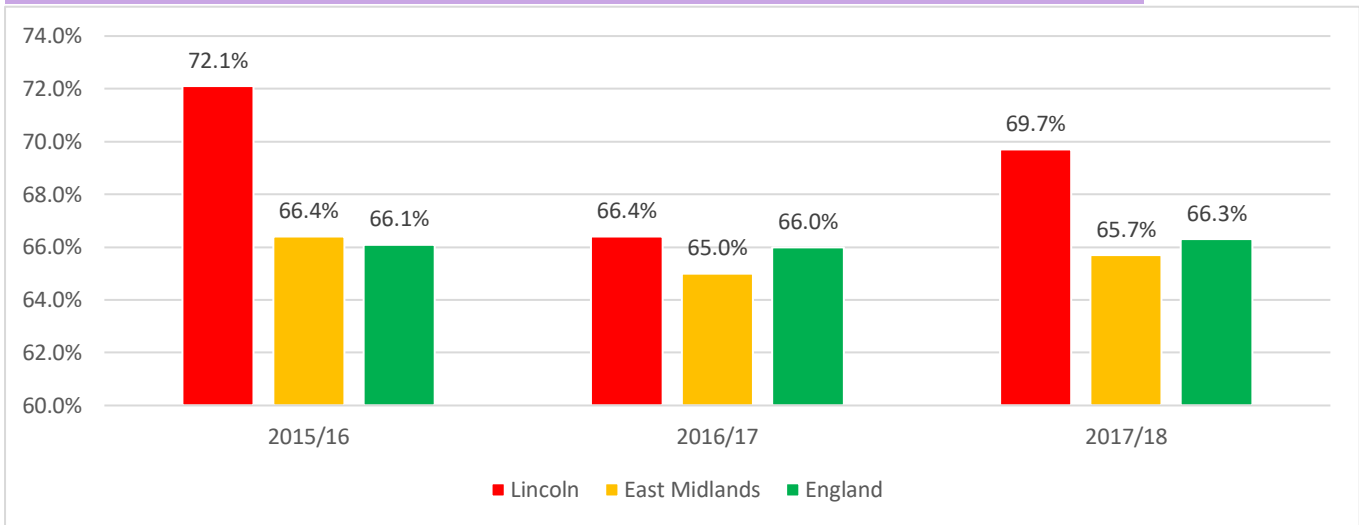


Figure 78 - Public Health England (based on Active Lives, Sport England) - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/4/qid/1938132694/pat/6/par/E12000004/ati/101/are/E07000138/iid/93014/age/298/sex/4>

Lincoln has seen the largest overall increase in physically active adults (now at 69.7%) and still remains above the figures of England (66.3%) and East Midlands (65.7%).

PERCENTAGE OF ADULTS WITH EXCESS WEIGHT (AGED 19+) AS OF 2017/2018

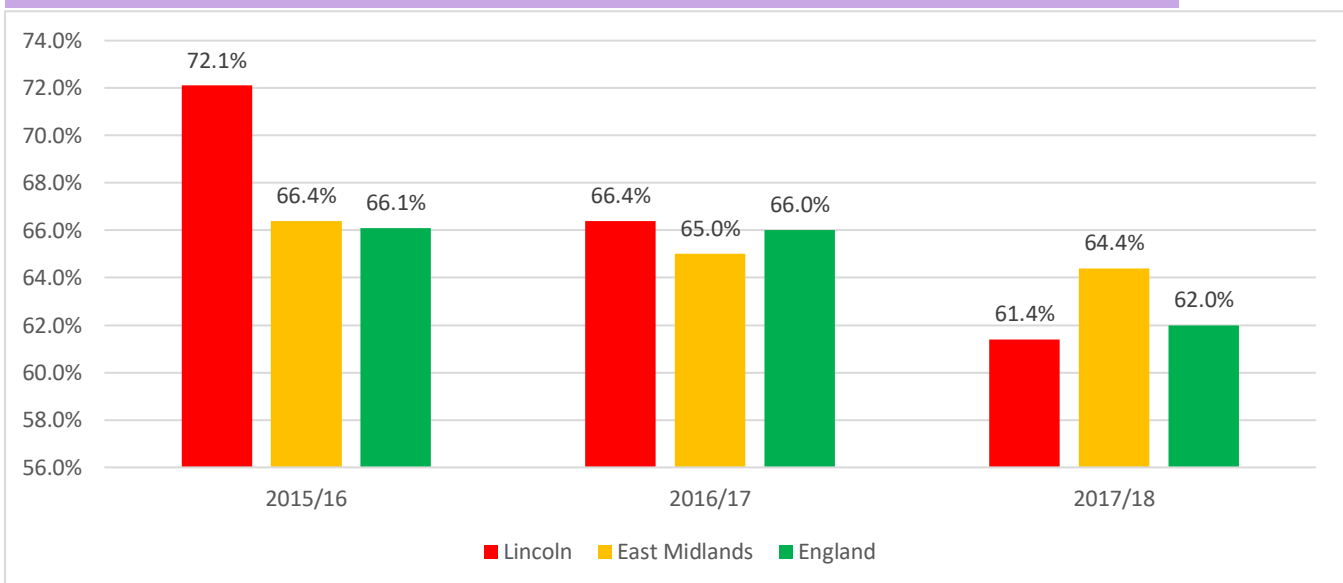


Figure 79 - Public Health England (based on Active Lives, Sport England) - <https://fingertips.phe.org.uk/profile/health-profiles/data#page/4/qid/1938132694/pat/6/par/E12000004/ati/101/are/E07000138/iid/93088/age/168/sex/4>

Lincoln has again seen the biggest decrease in the percentage of adults aged 19 or over who have excess weight, reducing by 5% to 61.4%.

PREVALENCE OF EXCESS WEIGHT AMONG CHILDREN IN RECEPTION (AGED 4-5 YEARS) IN LINCOLN AS OF 2017/2018

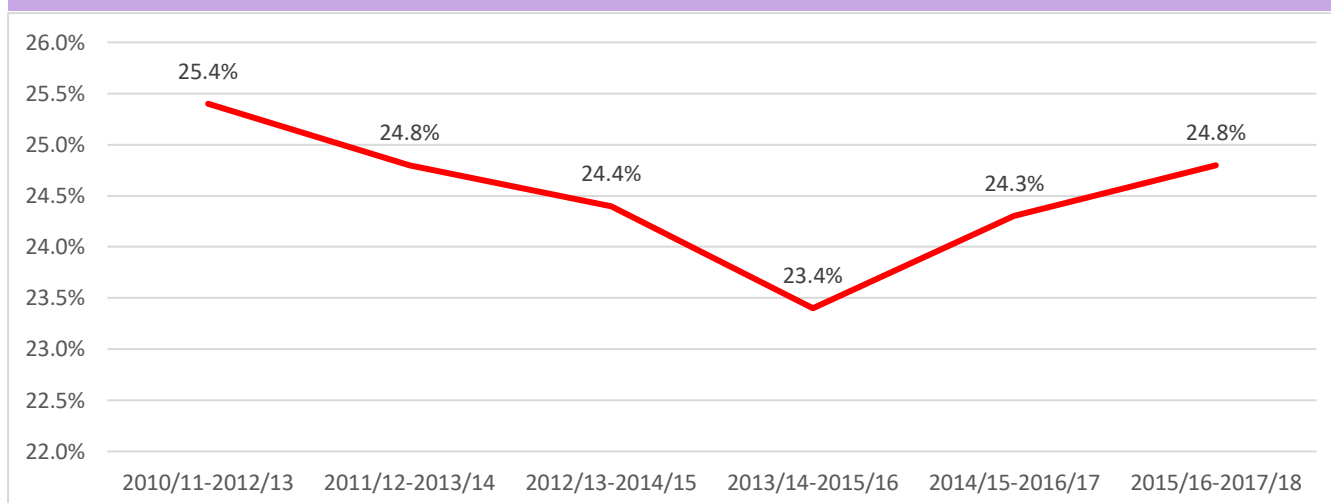


Figure 80 – GOV.UK - <https://www.gov.uk/government/statistics/child-obesity-and-excess-weight-small-area-level-data>

In comparison to 2014/15-2016/17, Lincoln's prevalence of excess weight among children in reception has increased by a further 0.50% with a figure of 24.80%. This is the second consecutive time the figure has increased since 2010/11-2012/13.

PREVALENCE OF EXCESS WEIGHT AMONG CHILDREN IN RECEPTION (AGED 4-5 YEARS) IN LINCOLN VS NEAREST NEIGHBOURS AS OF 2017/2018

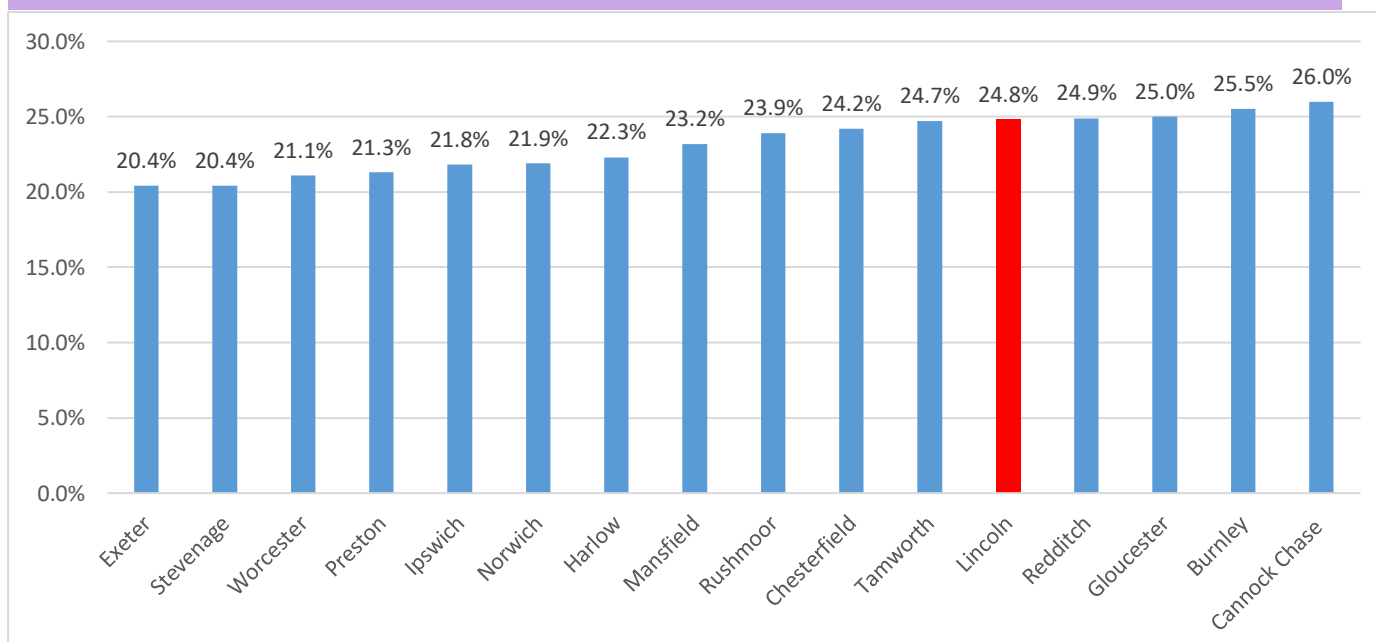


Figure 81 – GOV.UK - <https://www.gov.uk/government/statistics/child-obesity-and-excess-weight-small-area-level-data>

In comparison to its nearest neighbours, Lincoln has dropped to the fifth highest rate of excess weight among children in reception with a figure of 24.20%. This means whilst our rates of excess weight have increased, our nearest neighbours have had more severe increases, because our place in the nearest neighbour tables has actually dropped.

PREVALENCE OF OBESITY AMONG CHILDREN IN RECEPTION (AGED 4-5 YEARS) IN LINCOLN AS OF 2017/2018

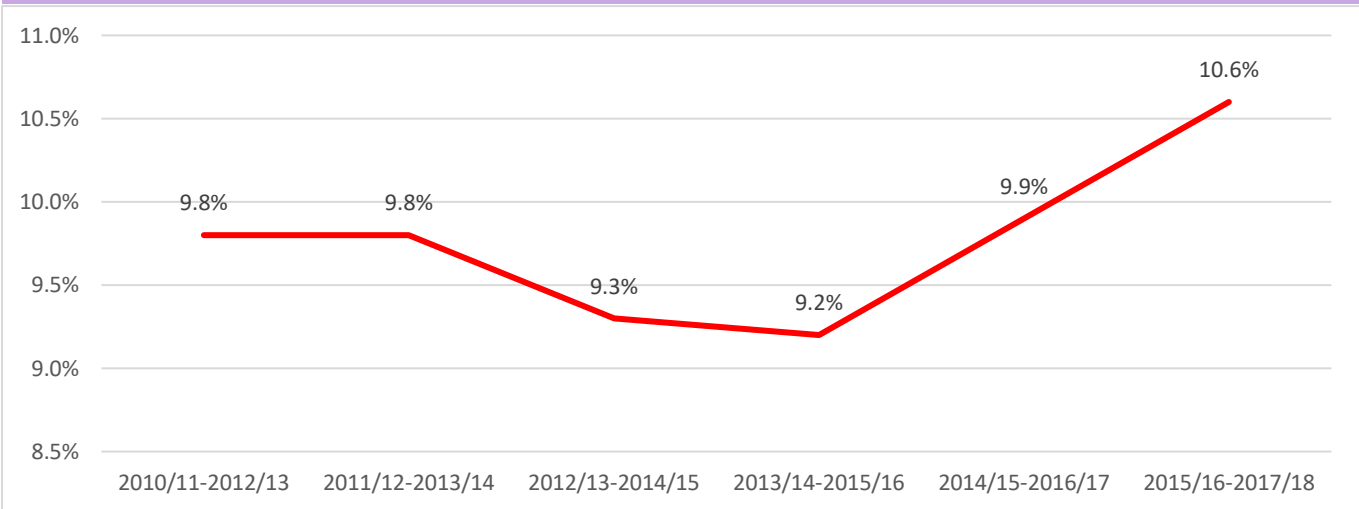


Figure 82 – GOV.UK - <https://www.gov.uk/government/statistics/child-obesity-and-excess-weight-small-area-level-data>

In comparison to 2014/15-2016/17, Lincoln’s prevalence of obesity among children in reception has increased again, this time by 0.70% and is now reporting at 10.6%.

PREVALENCE OF OBESITY AMONG CHILDREN IN RECEPTION (AGED 4-5 YEARS) IN LINCOLN AS OF 2017/2018

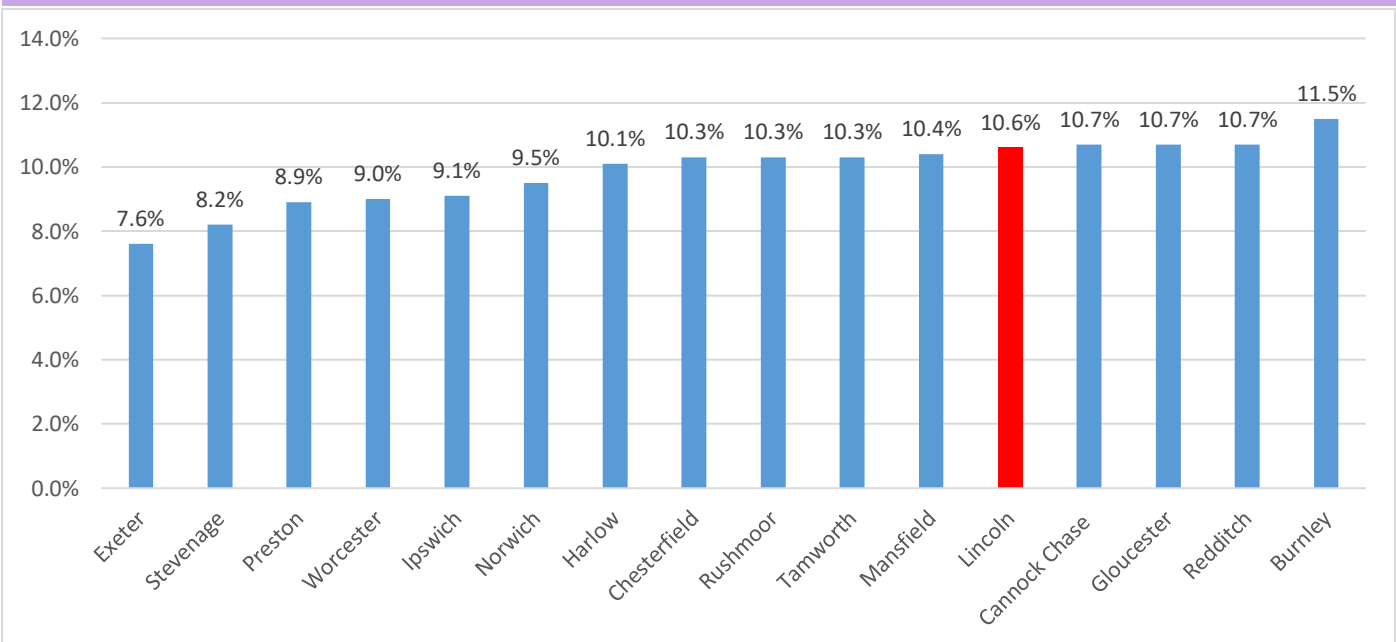


Figure 83 – GOV.UK - <https://www.gov.uk/government/statistics/child-obesity-and-excess-weight-small-area-level-data>

In comparison to its nearest neighbours, Lincoln has risen to the fifth highest rate of obesity among children in reception with a figure of 10.6%.

PREVALENCE OF EXCESS WEIGHT AMONG CHILDREN IN YEAR 6 (AGED 10-11 YEARS) IN LINCOLN AS OF 2017/2018

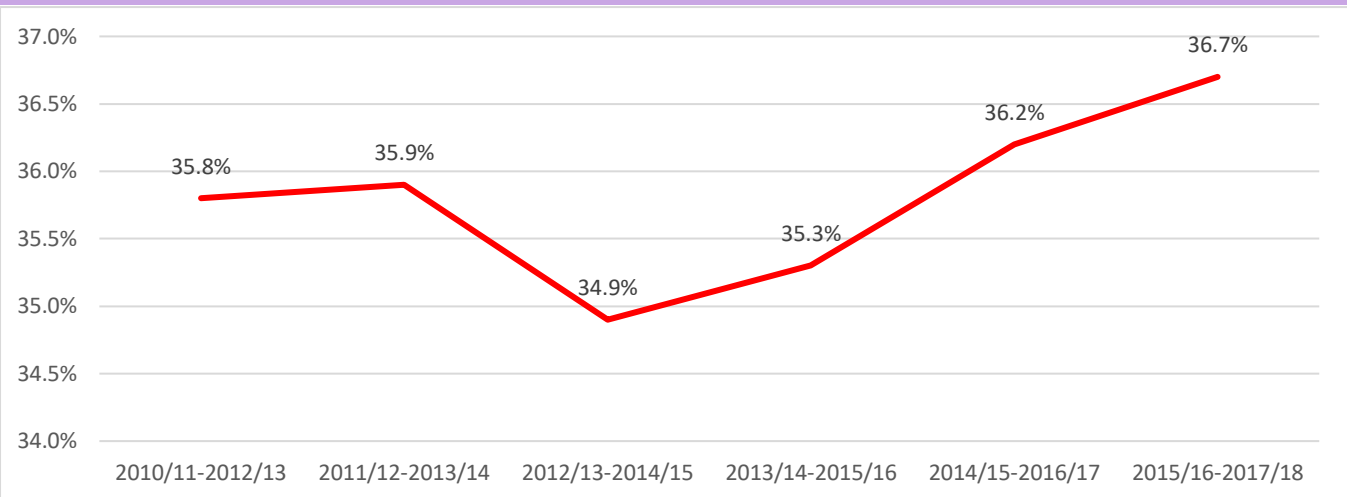


Figure 84 – GOV.UK - <https://www.gov.uk/government/statistics/child-obesity-and-excess-weight-small-area-level-data>

In comparison to 2014/15-2016/17, Lincoln's prevalence of excess weight among children in year 6 has increased by 0.50% and is now reporting at 36.7%.

PREVALENCE OF EXCESS WEIGHT AMONG CHILDREN IN YEAR 6 (AGED 10-11 YEARS) IN LINCOLN VS NEAREST NEIGHBOURS AS OF 2017/2018

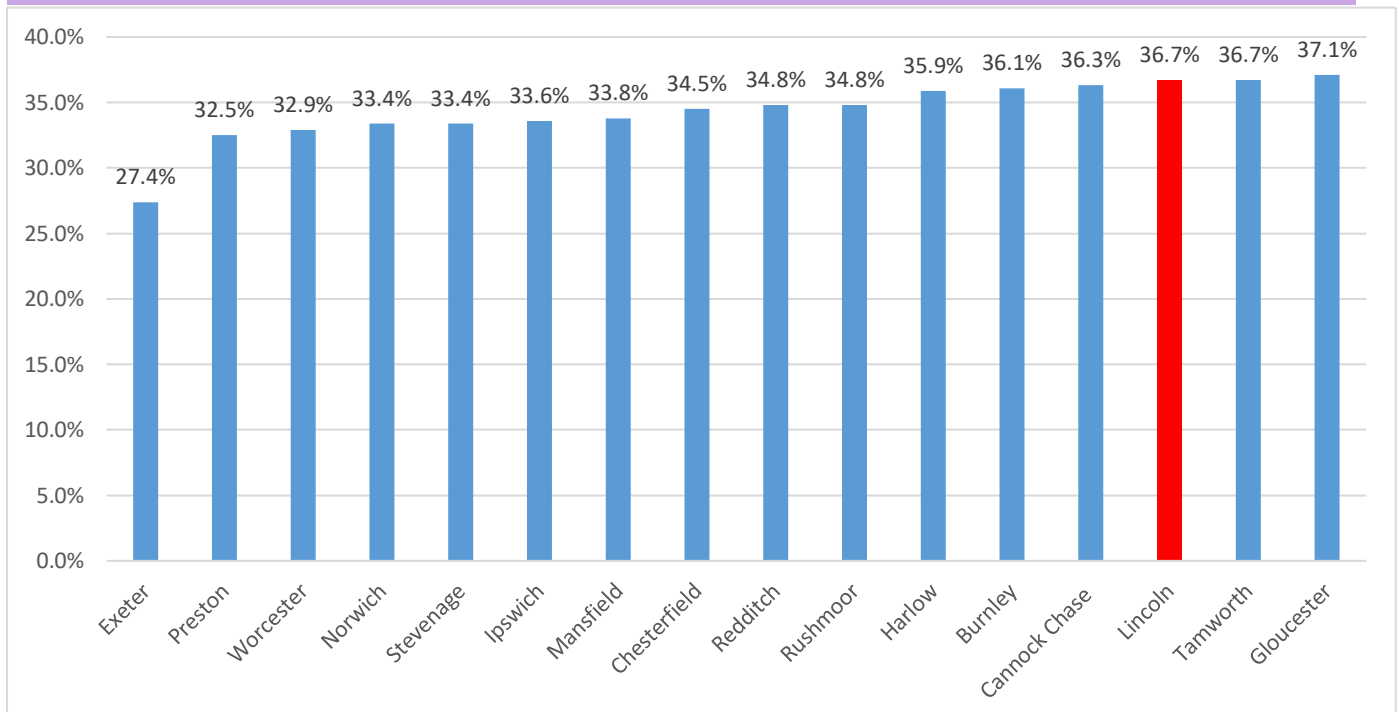


Figure 82 – GOV.UK - <https://www.gov.uk/government/statistics/child-obesity-and-excess-weight-small-area-level-data>

In comparison to its nearest neighbours, Lincoln has the joint second highest rate of excess weight among children in year 6 with a figure of 36.7%.

PREVALENCE OF OBESITY AMONG CHILDREN IN YEAR 6 (AGED 10-11 YEARS) IN LINCOLN AS OF 2017/2018

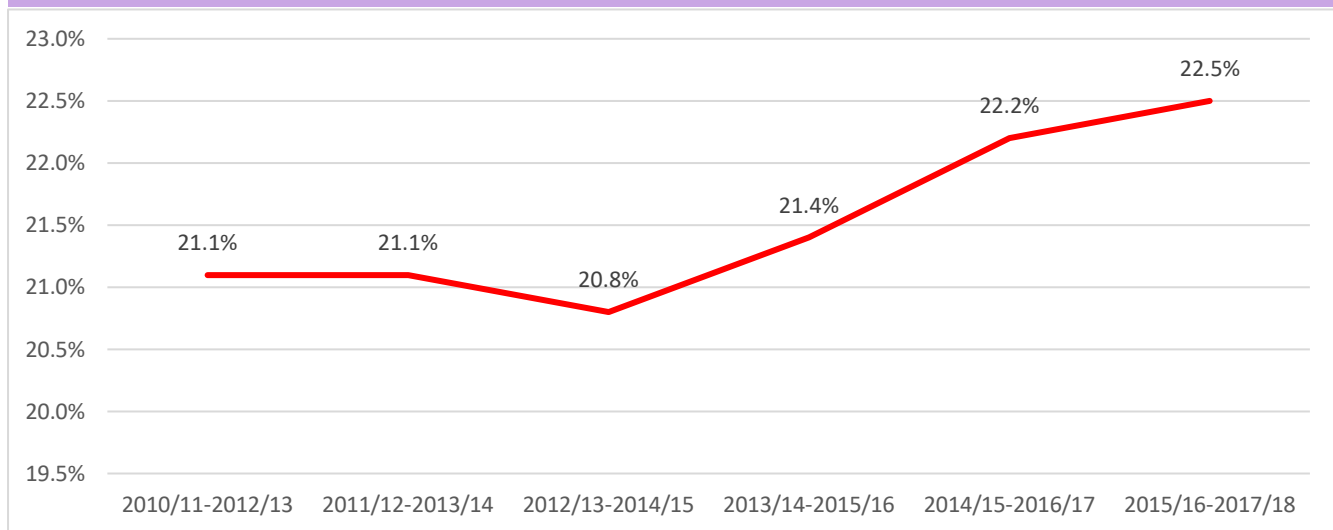


Figure 83 – GOV.UK - <https://www.gov.uk/government/statistics/child-obesity-and-excess-weight-small-area-level-data>

In comparison to 2015/16-2017/8, Lincoln's prevalence of obesity among children in year 6 has increased by 0.3% and is now reporting at 22.5%.

PREVALENCE OF OBESITY AMONG CHILDREN IN YEAR 6 (AGED 10-11 YEARS) IN LINCOLN VS NEAREST NEIGHBOURS AS OF 2017/2018

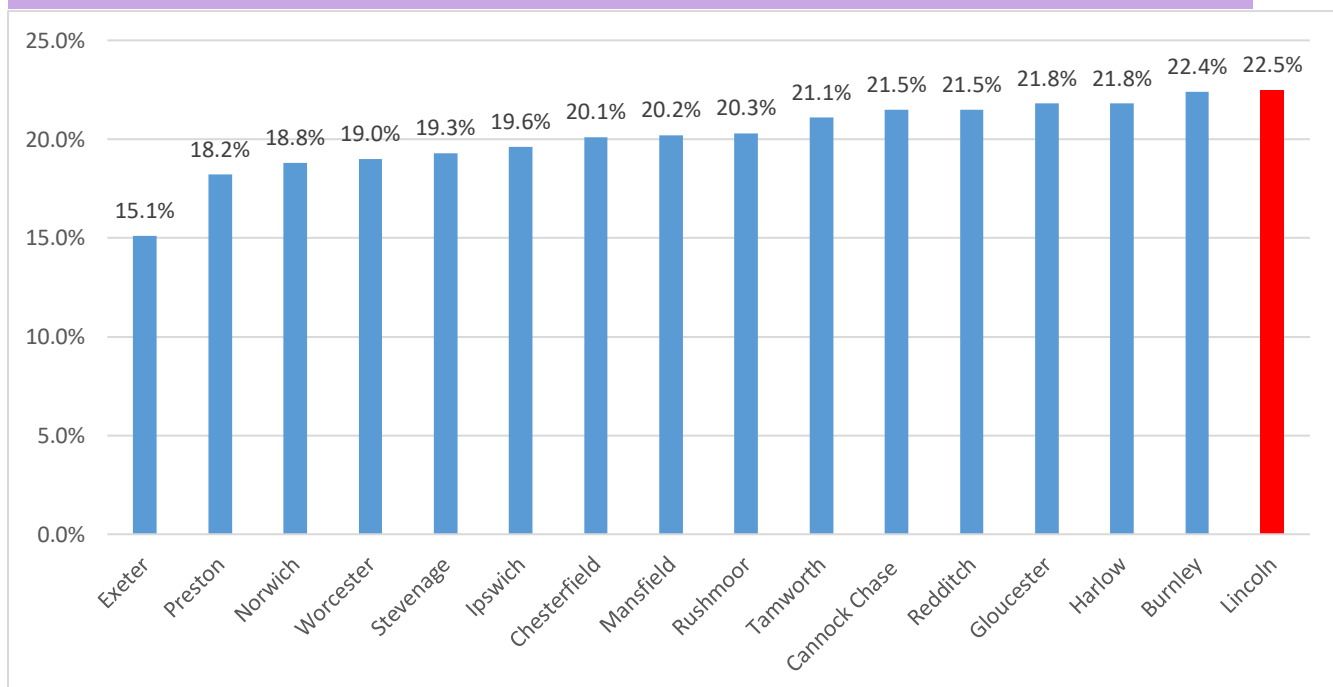


Figure 84 – GOV.UK - <https://www.gov.uk/government/statistics/child-obesity-and-excess-weight-small-area-level-data>

In comparison to its nearest neighbours, Lincoln continues to have the highest rate of obesity among children in year 6 with a figure of 22.5%.

Health summary for Lincoln

The chart below shows how the health of people in this area compares with the rest of England. This area's value for each indicator is shown as a circle. The England average is shown by the red line, which is always at the centre of the chart. The range of results for all local areas in England is shown as a grey bar. A red circle means that this area is significantly worse than England for that indicator. However, a green circle may still indicate an important public health problem.

- Significantly worse than England average
- Not significantly different from England average
- Significantly better than England average
- Not compared



	Indicator names	Period	Local count	Local value	Eng value	Eng worst		Eng best
Life expectancy and causes of death	1 Life expectancy at birth (Male)	2014 – 16	n/a	77.7	79.5	74.2	●	83.7
	2 Life expectancy at birth (Female)	2014 – 16	n/a	81.8	83.1	79.4	●	86.8
	3 Under 75 mortality rate: all causes	2014 – 16	874	410.2	333.6	545.7	●	215.2
	4 Under 75 mortality rate: cardiovascular	2014 – 16	224	108.8	73.5	141.3	●	42.3
	5 Under 75 mortality rate: cancer	2014 – 16	326	156.9	136.8	195.3	●	99.1
	6 Suicide rate	2014 – 16	36	13.3	9.9	18.3	●	4.6
Injuries and ill health	7 Killed and seriously injured on roads	2014 – 16	98	33.7	39.7	110.4	●	13.5
	8 Hospital stays for self-harm	2016/17	209	200.0	185.3	578.9	●	50.6
	9 Hip fractures in older people (aged 65+)	2016/17	109	702.7	575.0	854.2	●	364.7
	10 Cancer diagnosed at early stage	2016	136	45.2	52.6	39.3	○	61.9
	11 Diabetes diagnoses (aged 17+)	2017	n/a	88.3	77.1	54.3	○	96.3
	12 Dementia diagnoses (aged 65+)	2017	799	75.6	67.9	45.1	●	90.8
Behavioural risk factors	13 Alcohol-specific hospital stays (under 18s)	2014/15 – 16/17	8	14.8	34.2	100.0	●	6.5
	14 Alcohol-related harm hospital stays	2016/17	602	701.8	636.4	1,151.1	●	388.2
	15 Smoking prevalence in adults (aged 16+)	2017	13,957	17.6	14.9	24.8	●	4.6
	16 Physically active adults (aged 19+)	2016/17	n/a	66.4	66.0	53.3	●	78.8
	17 Excess weight in adults (aged 18+)	2016/17	n/a	60.7	61.3	74.9	●	40.5
Child health	18 Under 18 conceptions	2016	36	26.7	18.8	36.7	●	3.3
	19 Smoking status at time of delivery	2016/17	132	14.6 ⁷⁵	10.7	28.1	●	2.3
	20 Breastfeeding initiation	2016/17	654	55.8	74.5	37.9	●	96.7
	21 Infant mortality rate	2014 – 16	6	1.6	3.9	7.9	●	0.0
	22 Obese children (aged 10–11)	2016/17	210	22.4	20.0	29.2	●	8.8
Inequalities	23 Deprivation score (IMD 2015)	2015	n/a	28.9	21.8	42.0	○	5.0
	24 Smoking prevalence: routine and manual occupations	2017	n/a	25.5	25.7	48.7	●	5.1
Wider determinants of health	25 Children in low income families (under 16s)	2015	3,540	20.9	16.8	30.5	●	5.7
	26 GCSEs achieved	2015/16	384	45.8	57.8	44.8	●	78.7
	27 Employment rate (aged 16–64)	2016/17	44,100	67.7	74.4	59.8	●	88.5
	28 Statutory homelessness	2016/17	8	0.2	0.8		●	
	29 Violent crime (violence offences)	2016/17	1,825	18.8	20.0	42.2	●	5.7
Health protection	30 Excess winter deaths	Aug 2013 – Jul 2016	188	23.5	17.9	30.3	●	6.3
	31 New sexually transmitted infections	2017	518	769.8	793.6	3,215.3	●	266.6
	32 New cases of tuberculosis	2014 – 16	12	4.1	10.9	69.0	●	0.0

For full details on each indicator, see the definitions tab of the Health Profiles online tool: www.healthprofiles.info

Indicator value types:

1, 2 Life expectancy - Years 3, 4, 5 Directly age-standardised rate per 100,000 population aged under 75 6 Directly age-standardised rate per 100,000 population aged 10 and over 7 Crude rate per 100,000 population 8 Directly age-standardised rate per 100,000 population 9 Directly age-standardised rate per 100,000 population aged 65 and over 10 Proportion - % of cancers diagnosed at stage 1 or 2 11 Proportion - % recorded diagnosis of diabetes as a proportion of the estimated number with diabetes 12 Proportion - % recorded diagnosis of dementia as a proportion of the estimated number with dementia 13 Crude rate per 100,000 population aged under 18 14 Directly age-standardised rate per 100,000 population 15, 16, 17 Proportion - % 18 Crude rate per 1,000 females aged 15 to 17 19, 20 Proportion - % 21 Crude rate per 1,000 live births 22 Proportion - % 23 Index of Multiple Deprivation (IMD) 2015 score 24, 25 Proportion - % 26 Proportion - % 5 A-C including English & Maths 27 Proportion - % 28 Crude rate per 1,000 households 29 Crude rate per 1,000 population 30 Ratio of excess winter deaths to average of non-winter deaths (%) 31 Crude rate per 100,000 population aged 15 to 64 (excluding Chlamydia) 32 Crude rate per 100,000 population

⁶Regional refers to the former government regions.

⁷⁵ There is a data quality issue with this value

If 25% or more of areas have no data then the England range is not displayed.

Please send any enquiries to healthprofiles@phe.gov.uk

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EDUCATION

Summary

The way that schools and pupils are now being assessed was changed in 2016, with Attainment 8 and Progress 8 part of the new secondary accountability system. In 2017, Attainment 8 scores were calculated using slightly different point score scales in comparison to 2016, in order to minimise change following the introduction of 9-1 reformed GCSEs. This means that Attainment 8 scores are comparable from 2017 onwards. The new grading scheme (9-1) is designed to reflect the fact that the new GCSE content in England is more challenging and rigorous. A 9 is the highest grade, while 1 is the lowest, not including a U (ungraded). Three number grades, 9, 8 and 7, correspond to the old-style top grades of A* and A - this is designed to give more differentiation at the top end. More detailed definitions of Progress 8 and Attainment 8 are found in Appendix 3.

Educational statistics from this year's measures show some disappointing results such as continuing worsening attainment 8 and progress 8 scores. As well as that, we have also seen:

- The percentage of foundation students who are achieving a good level of development maintain at 66%, as it did in 2016/17 (however England has risen 2%)
- The average Attainment 8 score drop to 43.4, from 45 in 2016/17 (whilst England and East Midlands increased)
- The average Progress 8 score more than double, from -0.15 in 2016/17 to -0.33 in 2017/18 (whilst England and East Midlands increased – nearer a figure of 0 is good)
- The percentage of people with an NVQ Level 1 and 2 increase to 82.7% and 71.6% respectively
- The percentage of people with an NVQ Level 3 and 4 decrease to 49.1% and 24.2% respectively



PERCENTAGE OF FOUNDATION STUDENTS WHO ARE ACHIEVING A "GOOD" LEVEL OF DEVELOPMENT 2012/13-2017/2018

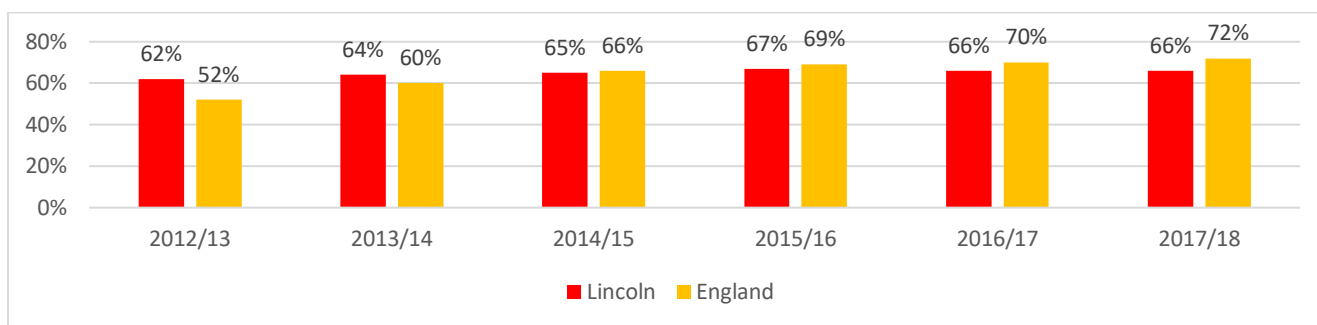


Figure 85 – LRO 2018 - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx>

Although Lincoln used to have foundation results above the England average, for the fourth year in a row Lincoln has been below the England average. Lincoln’s 2017/18 figure remains at 66% whilst the England average has increased by 2%.

AVERAGE ATTAINMENT 8 SCORE BY PUPIL 2015/16-2017/2018

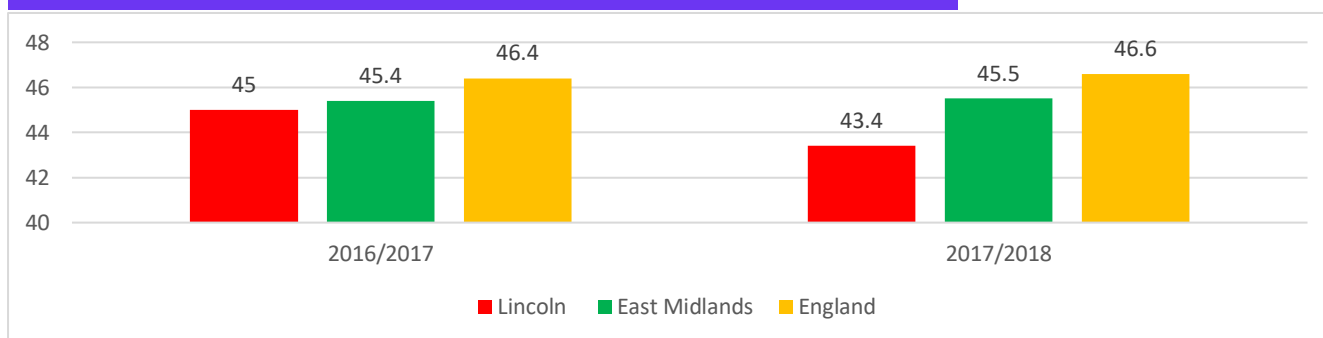


Figure 86 – DfE 2018 - <https://www.gov.uk/government/statistics/revised-gcse-and-equivalent-results-in-england-2016-to-2017>

The 2017/18 results show a further decrease in Lincoln’s average attainment 8 score to 43.4, where East Midlands and England have both increased.

AVERAGE ATTAINMENT 8 SCORE BY PUPIL (LINCOLN VS NEAREST NEIGHBOURS 2017/2018)

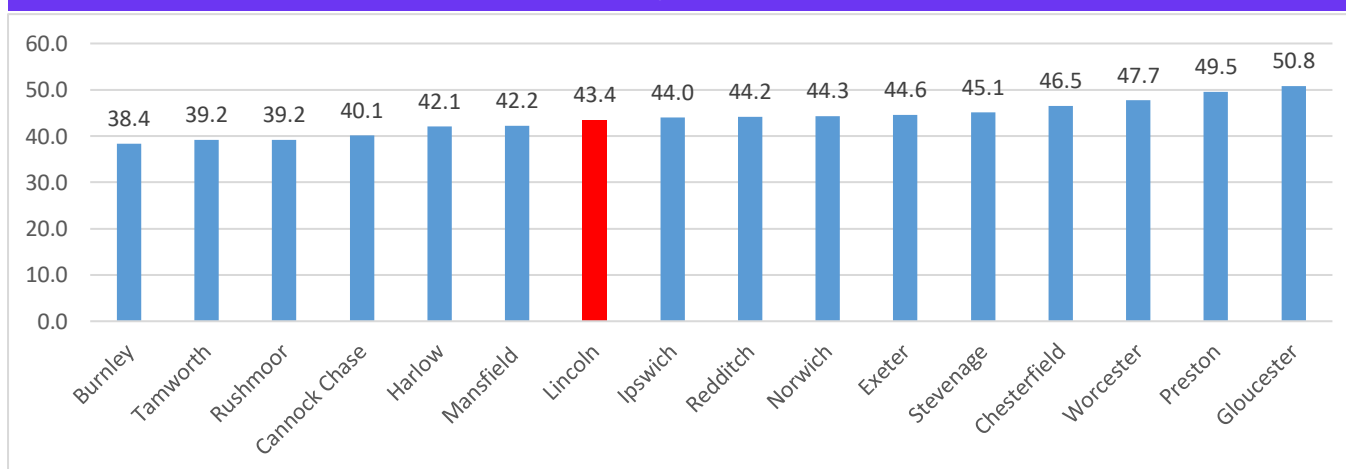


Figure 87 – DfE 2018 - <https://www.gov.uk/government/statistics/revised-gcse-and-equivalent-results-in-england-2016-to-2017>

When compared to our nearest neighbours, Lincoln’s average Attainment 8 score has decreased to 7th lowest and as these are all based on the same model, this is a key benchmark comparison.

AVERAGE PROGRESS 8 SCORE 2015/16-2017/2018

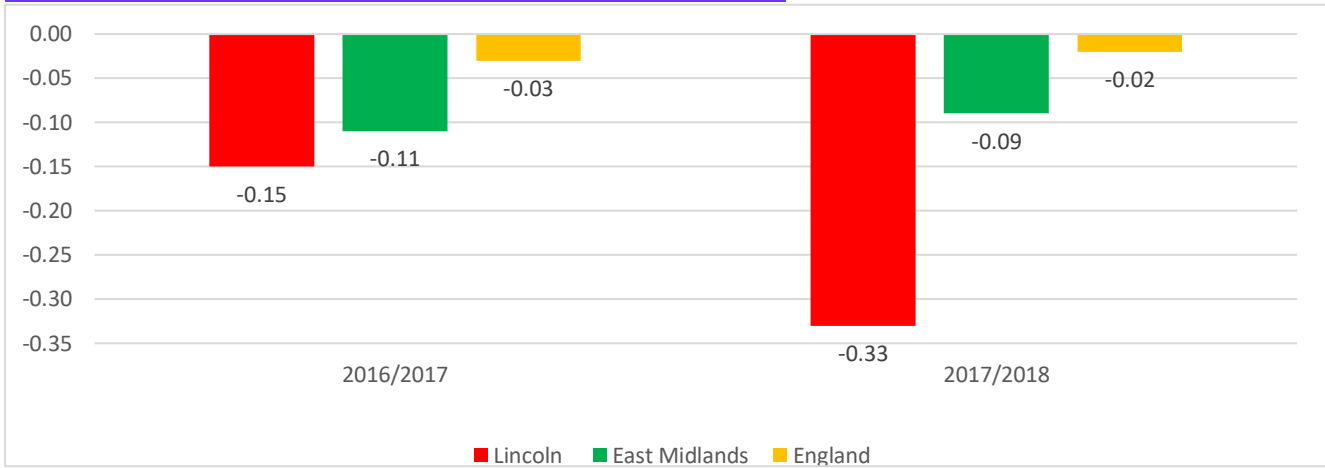


Figure 88 – DfE 2018 - <https://www.gov.uk/government/collections/statistics-gcses-key-stage-4>

A score below zero means pupils made less progress, on average, than pupils across England who got similar results at the end of Key Stage 2. Once again, these are new measures that are only in their second year and the current data reflects a change to methodology. Whilst both England and East Midlands have improved since 2016/17, Lincoln has seen a significant deterioration of 0.18.

AVERAGE PROGRESS 8 SCORE (LINCOLN VS NEAREST NEIGHBOURS) 2017/18

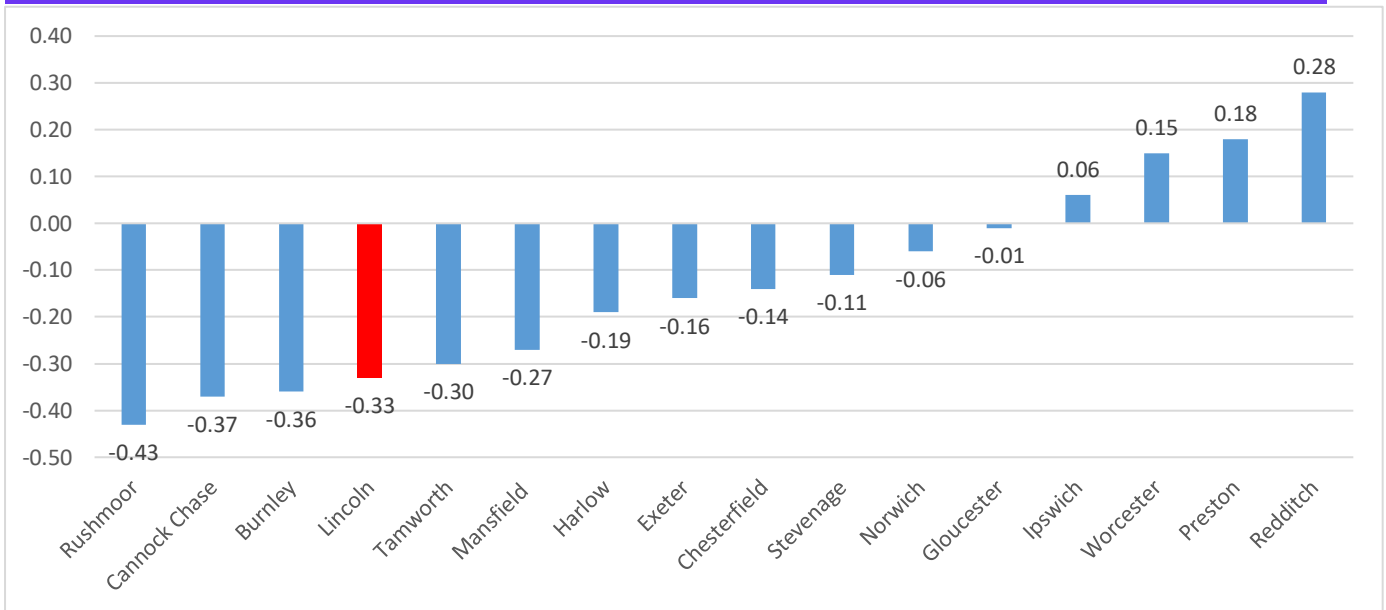


Figure 89 – DfE 2018 - <https://www.gov.uk/government/collections/statistics-gcses-key-stage-4>

Lincoln has the 13th lowest Average Progress 8 score when compared to our nearest neighbours in 2017/18. As for the Attainment score – this is a clear benchmark as all data was calculated on the same basis.

Please note that the NVQ data in the following chapter is from the Annual Population Survey run by the Office for National Statistics. The sample size is roughly 320,000 people and has the largest coverage of any household survey and allows for the generation of statistics in small geographical areas, such as Lincoln. Out of the 320,000 respondents, 220 were from Lincoln. The confidence levels are not high, with the lowest confidence interval being 4.6 and the highest being 8.5. Please go to the following link where you can build the dataset to show confidence intervals

<http://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidbr>

For definitions of the NVQ equivalents – please see **Appendix 4** at the end of this document

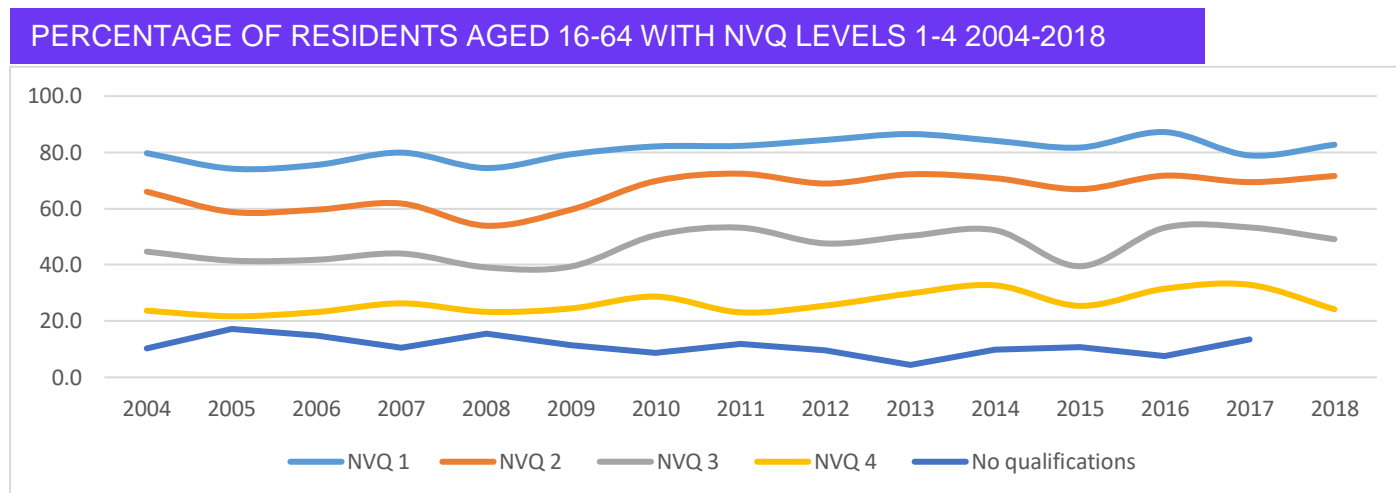


Figure 90 – NOMIS 2018 - <http://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidbr>

This chart shows all levels of qualifications – note that it is not cumulative – i.e. each higher NVQ level will be a subset of the previous level. Also note that the sample size for “No Qualifications” was too small to produce figures for 2018.

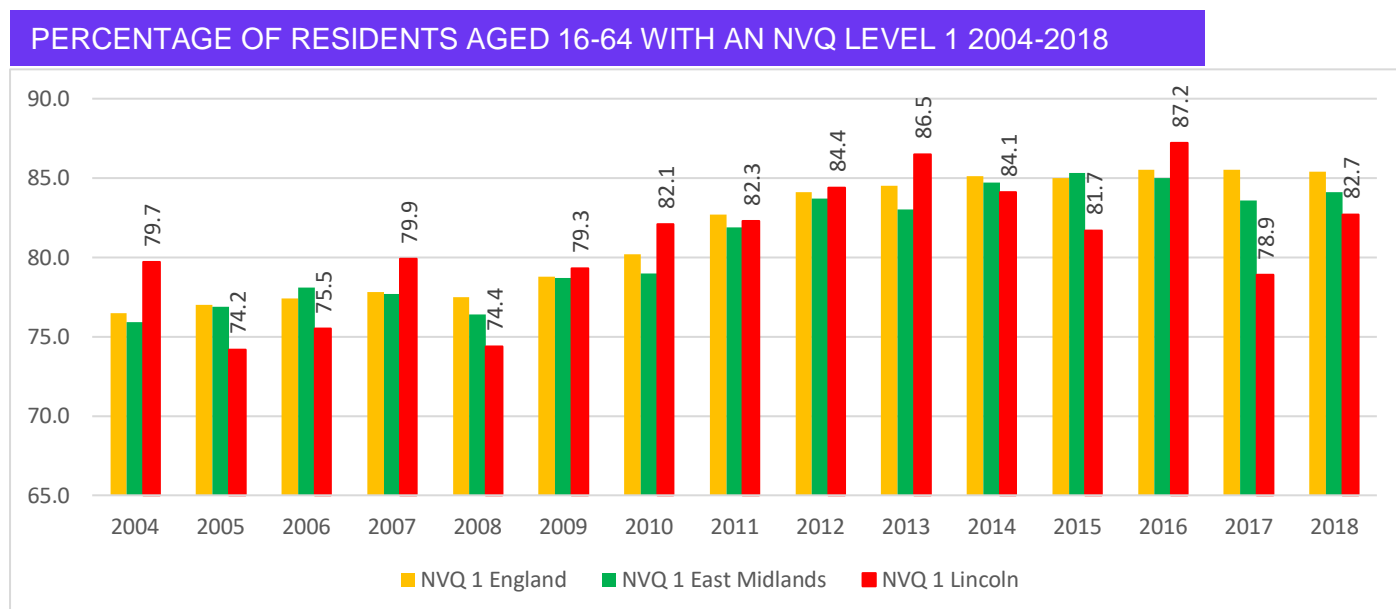


Figure 91– NOMIS 2018 - <http://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidbr>

The percentage of people with an NVQ Level 1 has seen an increase of 3.8%. This follows a generally fluctuating trend starting in 2013.

PERCENTAGE OF RESIDENTS AGED 16-64 WITH AN NVQ LEVEL 2 2004-2018

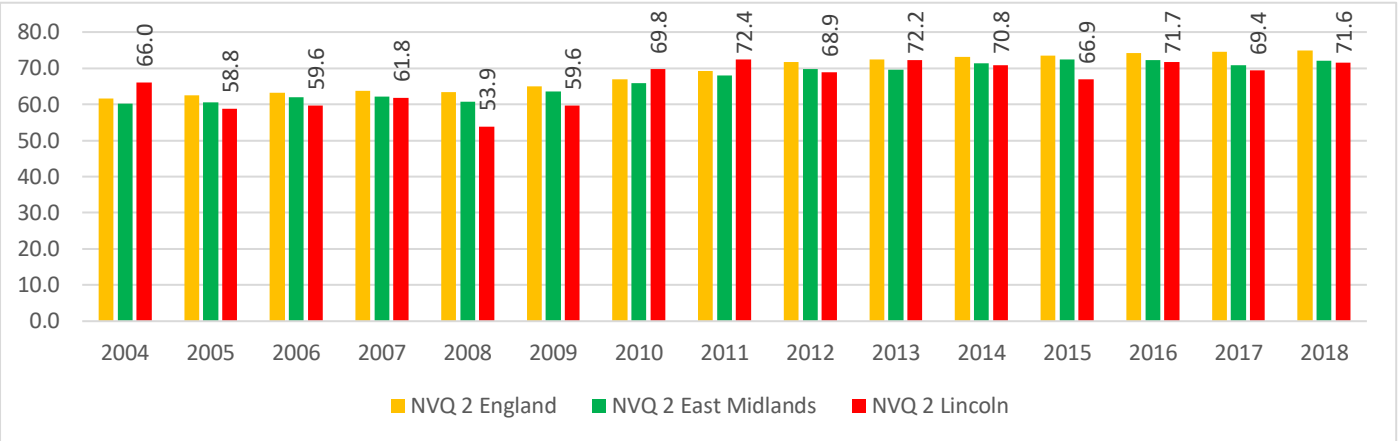


Figure 92 – NOMIS 2018 - <http://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidbr>

The percentage of residents with an NVQ Level 2 has seen a small increase of 2.2%. This is not out of line with the trends generally static nature, seeing no sizable changes since 2010.

PERCENTAGE OF RESIDENTS AGED 16-64 WITH AN NVQ LEVEL 3 2004-2018

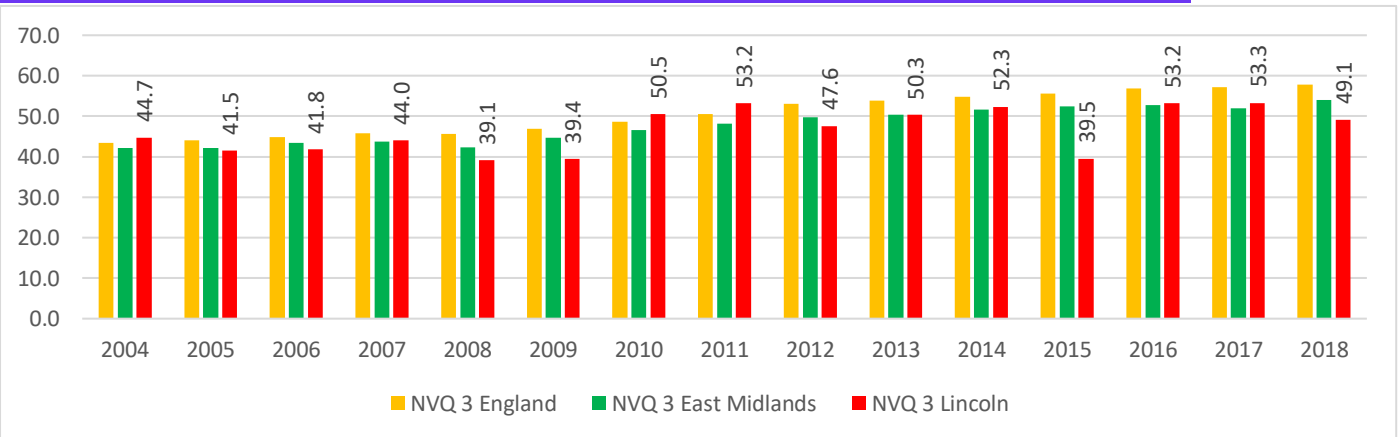


Figure 93 – NOMIS 2018 - <http://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidb>

The percentage of residents with an NVQ Level 3 has decreased by 4.2%, from 53.3 in 2017 to 49.1 in 2018.

PERCENTAGE OF RESIDENTS AGED 16-64 WITH AN NVQ LEVEL 4 2004-2018

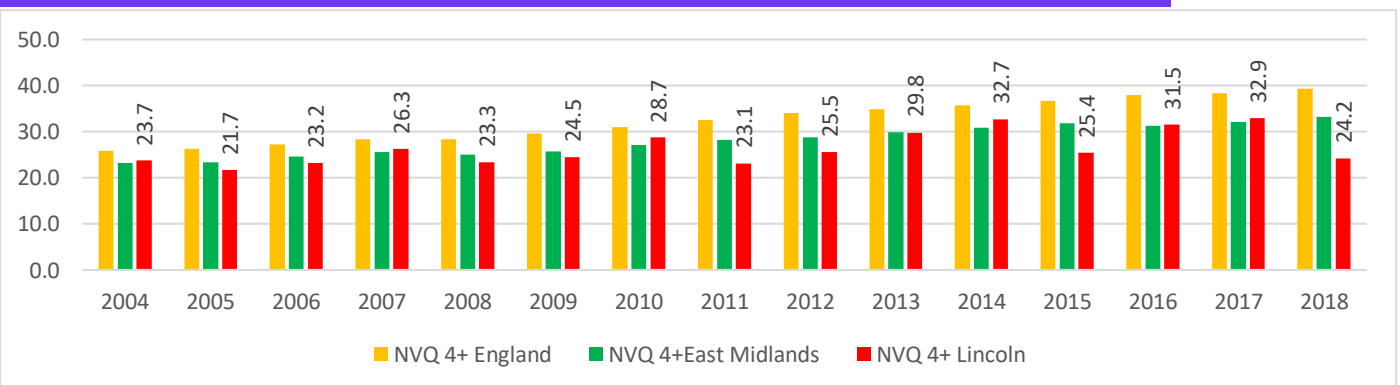


Figure 94 – NOMIS 2018 - <http://www.nomisweb.co.uk/reports/lmp/la/1946157150/report.aspx?#tabidb>

The percentage of residents with an NVQ Level 4 has decreased by 8.7%, from 32.9% in 2016 to 24.2% in 2018.

PERCENTAGE OF RESIDENTS AGED 16-64 WITH NO NVQ QUALIFICATION 2004-2017

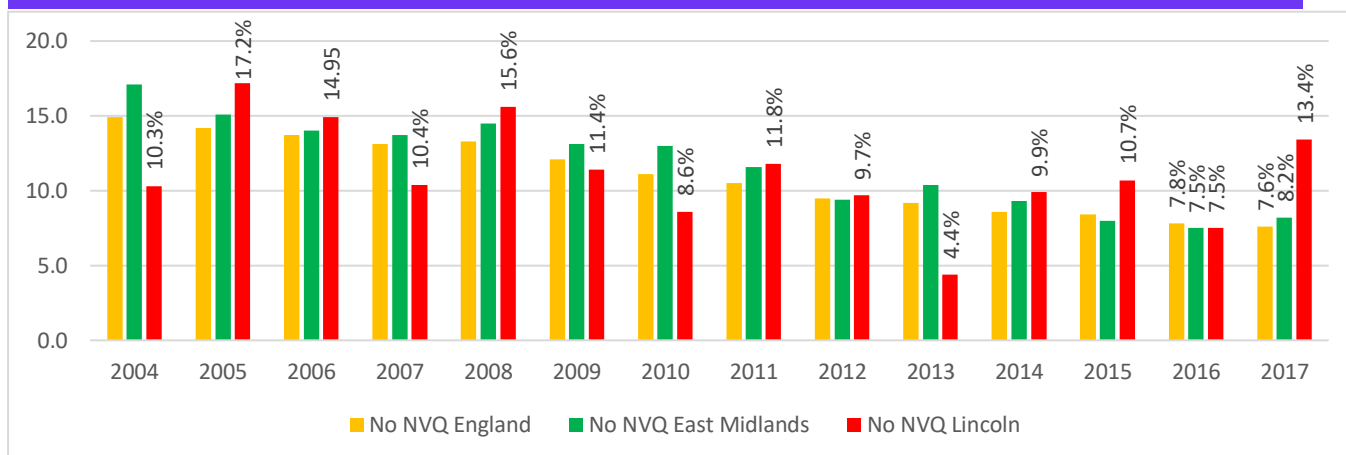


Figure 95 – NOMIS 2018 - <http://www.nomisweb.co.uk/reports/lmp/lq/1946157150/report.aspx?#tabidbr>

“No qualification” data for 2018 has been classified by the ONS as “Sample size too small for reliable estimate”. Hence, this measure remains on 2017 and will be updated next year if estimates are released.

PERCENTAGE OF RESIDENTS AGED 16-64 WITH OTHER EQUIVALENT QUALIFICATIONS 2004-2018

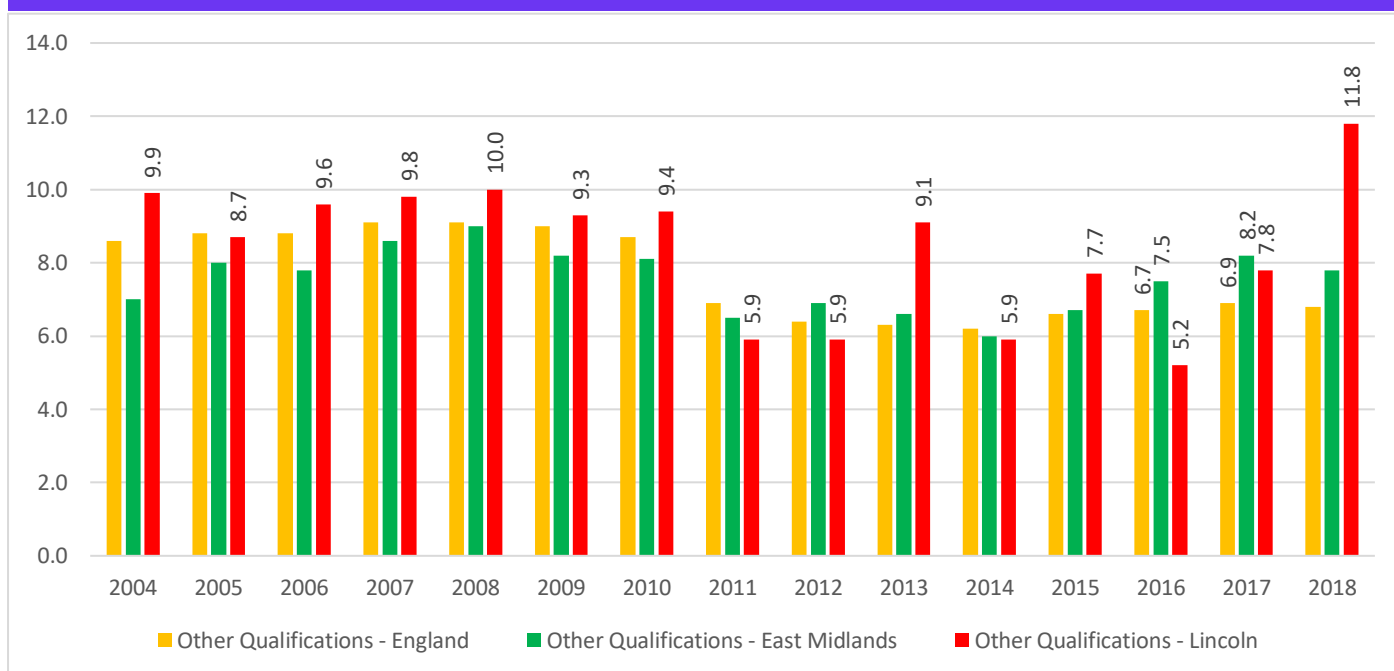


Figure 96 – NOMIS 2018 - <http://www.nomisweb.co.uk/reports/lmp/lq/1946157150/report.aspx?#tabidbr>

Although not NVQ qualifications, the percentage of residents with equivalent qualifications has seen another respectable increase of 4%, rising from 7.8% in 2017 to 11.8% in 2018. This is significantly higher than both East Midlands and England.

HOUSING

Summary

Housing statistics from this year's measures have shown some pleasing improvements, specifically in the housing affordability ratio and number of people on the housing waiting list. We have also seen:

- The average price paid for a property increase for the 6th consecutive year, now at £164,372
- The number of properties sold under RTB increase to 93, from 67 in 2017/18
- Average private rental costs in properties with 1-4+ bedrooms have all increased, in line with the East Midlands and England rate
- The number of people on the housing waiting list drop to its lowest figure since 2013/14, with 1,172
- The affordability ratio drop further, to 5.41, from 5.51 in 2017 (note that low is good for this measure)
- The number of possessions claims issued by landlords decrease from 120 in Q2 2018/19 to 71 as of Q1 2019/20



AVERAGE PRICE PAID FOR ALL PROPERTY TYPES IN LINCOLN FOR THE PERIOD 1996-2018

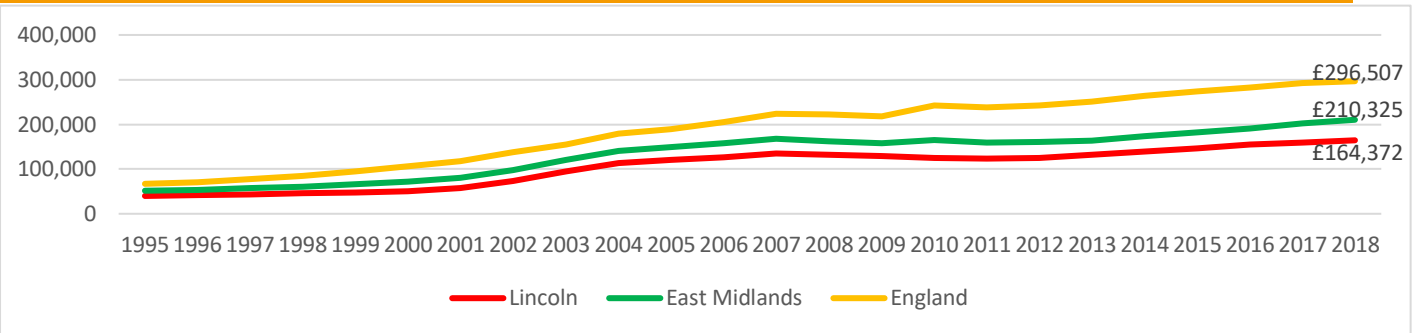


Figure 97 – ONS 2018 -

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/meanhousepriceforationalandsubnationalgeographiesexistingdwellingquarterlyrollingyearhpssadataset14>

Lincoln's average price paid per year for all types of properties is now sitting at £164,372, £45,953 below the East Midlands and £132,135 below the England rate. Compared to last year, Lincoln's average price paid has risen by £4,506. This also follows the increasing trend pattern, ongoing since 2012.

AVERAGE PRICE PAID FOR A DETACHED HOUSE IN LINCOLN 1996-2018

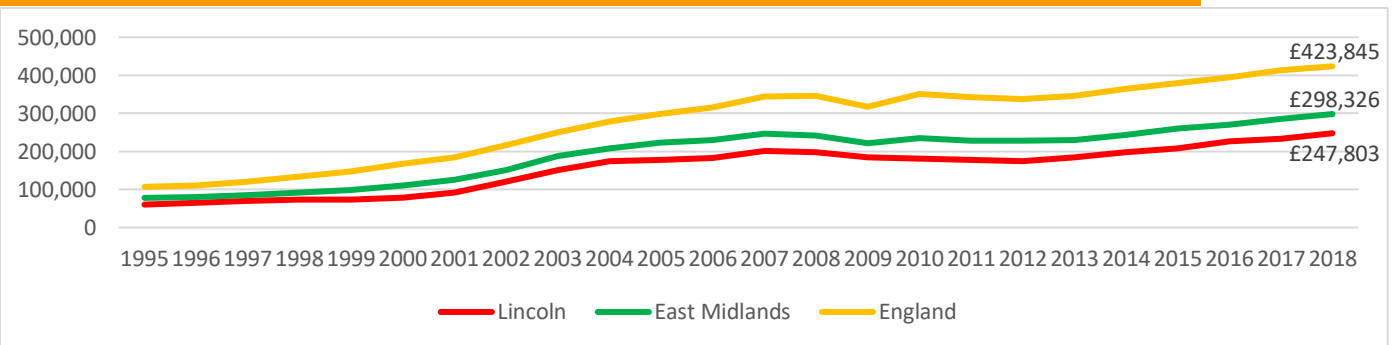


Figure 98 - ONS 2018

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/meanhousepriceforationalandsubnationalgeographiesexistingdwellingquarterlyrollingyearhpssadataset14>

Although Lincoln is below the England and East Midland's rate for the average price paid for a detached house, the average price paid increased from £233,585 in 2017 to £247,803 in 2018.

AVERAGE PRICE PAID FOR A TERRACED HOUSE IN LINCOLN 1996-2018

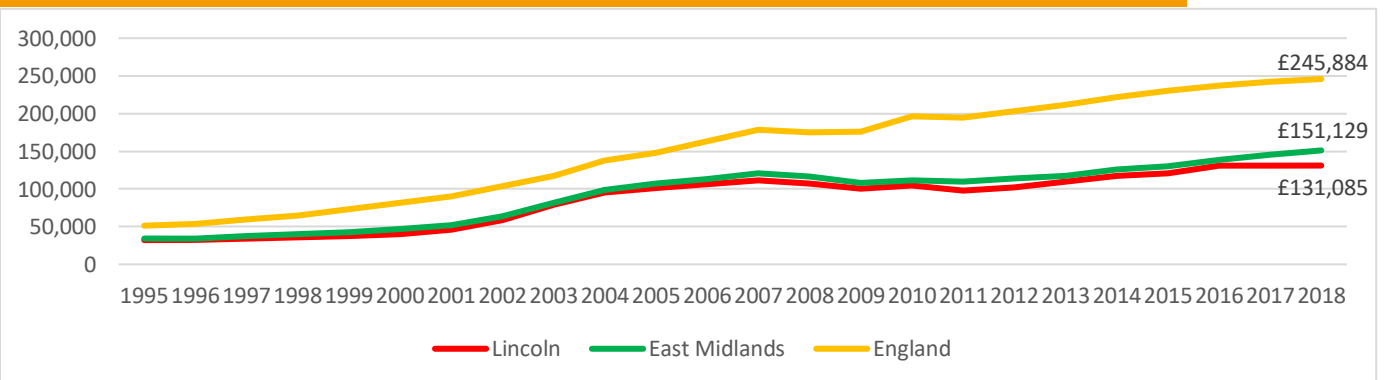


Figure 99 - ONS 2018 -

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/meanhousepriceforationalandsubnationalgeographiesexistingdwellingquarterlyrollingyearhpssadataset14>

HOUSING

Lincoln's average price paid for a terraced house has remained virtually the same as last year's figure of £131,004.

AVERAGE PRICE PAID FOR A SEMI-DETACHED HOUSE IN LINCOLN 1997-2018

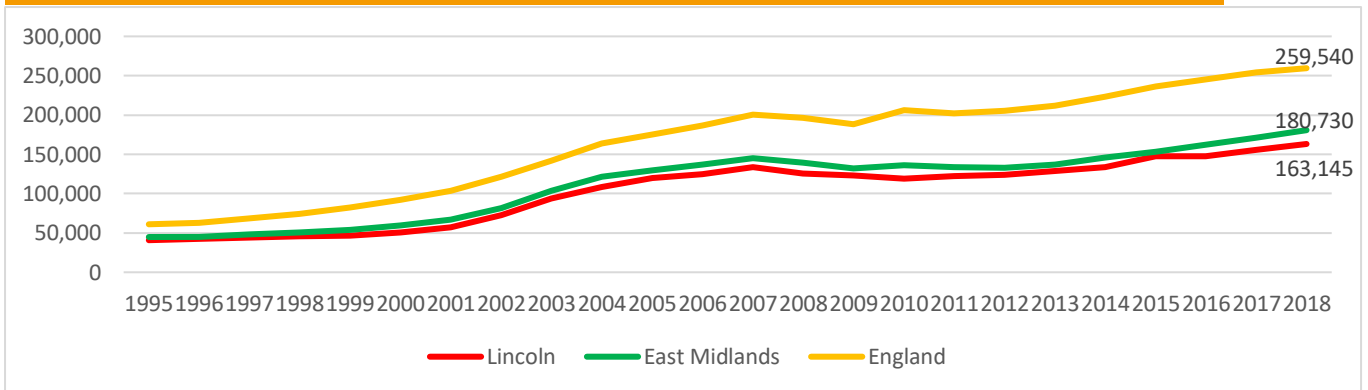


Figure 100 - ONS 2018 -

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/meanhousepriceforationalandsubnationalgeographiesexistingdwellingquarterlyrollingyearhpssadataset14>

Lincoln follows the same trend pattern as England and the East Midlands, but at a lower level. Based on the averages, Lincoln is 37% lower than England and is 9.7% lower than East Midlands. However prices have still increased 4.8% on the previous year.

AVERAGE PRICE PAID FOR A FLAT/MAISONETTE IN LINCOLN 1996-2018

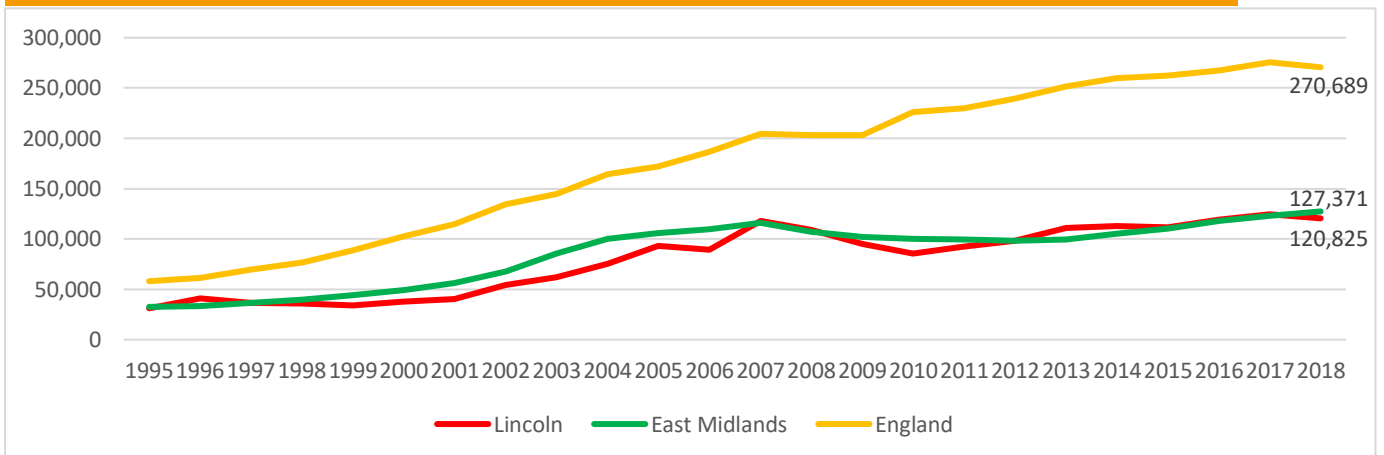


Figure 101 - ONS 2018 -

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/meanhousepriceforationalandsubnationalgeographiesexistingdwellingquarterlyrollingyearhpssadataset14>

As of 2018, Lincoln is £6,546 below the East Midlands average and £149,864 below the England average.

NUMBER OF RIGHT TO BUY APPLICATIONS PROCESSED IN LINCOLN 2010/11-2018/19

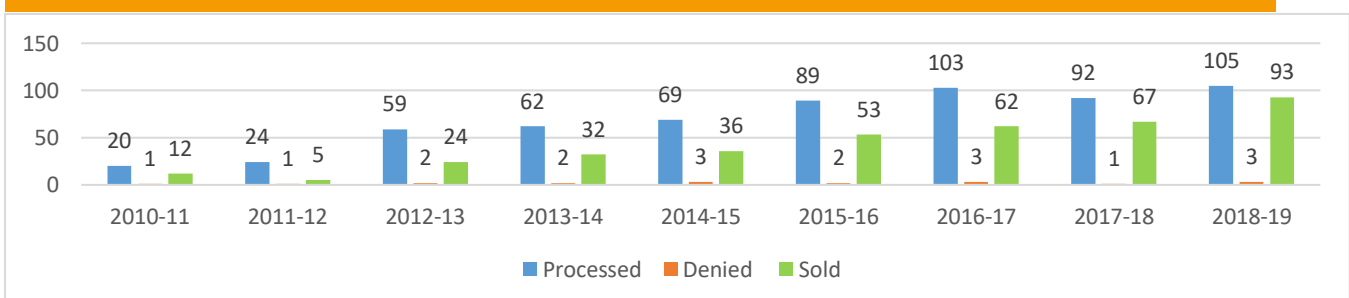


Figure 102 - City of Lincoln Council 2019

The number of properties sold under RTB has increased from 67 in 2017/2018 to 93 in 2018/2019.

AVERAGE PRIVATE RENT COSTS FOR 1 BEDROOM PROPERTIES 2011/12-2017/18

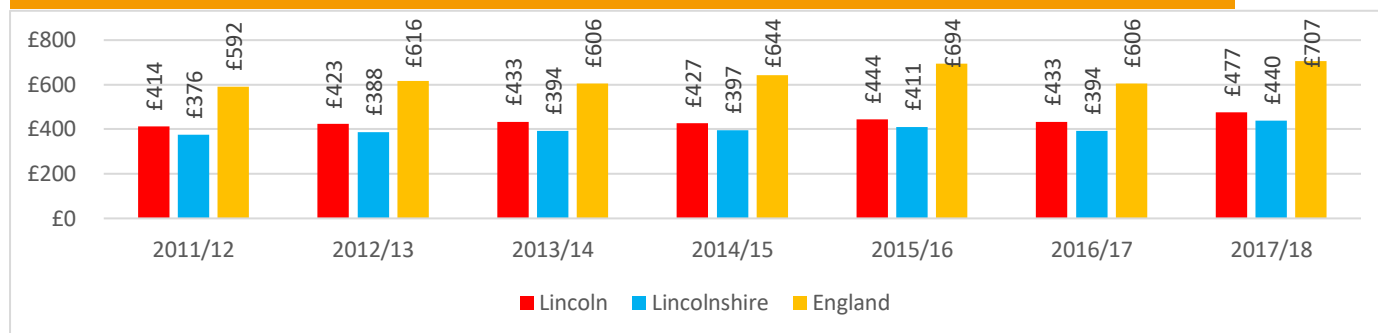


Figure 103 – LRO 2018 - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx> - Valuation Office Agency

In all three areas, the average private rental costs for a 1 bedroom property have increased. In Lincoln, the cost of a 1 bedroom property has increased by 10%, compared to the 11% increase in Lincolnshire and 16% increase in England.

AVERAGE PRIVATE RENT COSTS FOR 2 BEDROOM PROPERTIES 2011/12-2017/18

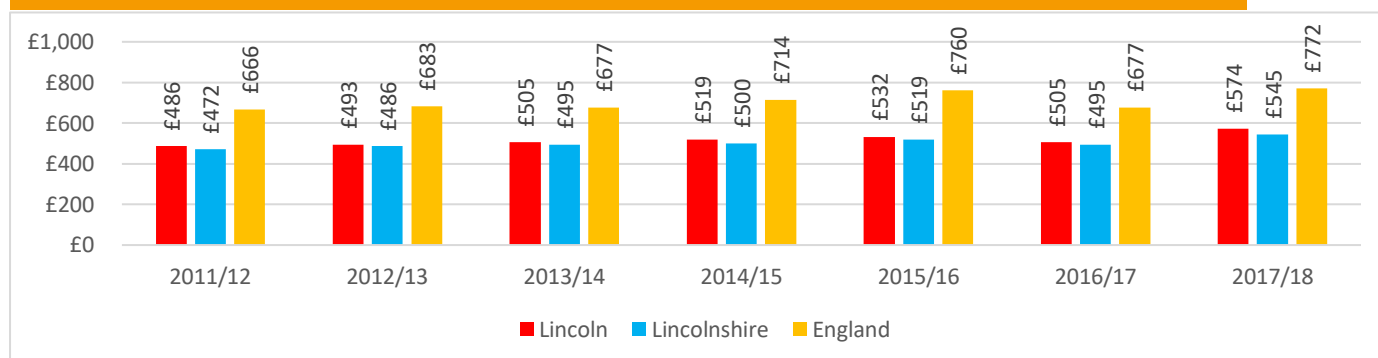


Figure 104 – LRO 2018 - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx> - Valuation Office Agency

As above, in all three areas, the average private rental costs for a 2 bedroom property have increased. In Lincoln, the cost of a 2 bedroom property has increased by 13.6%, compared to the 10.1% increase in Lincolnshire and 14% increase in England.

AVERAGE PRIVATE RENT COSTS FOR 3 BEDROOM PROPERTIES 2011/12-2017/18

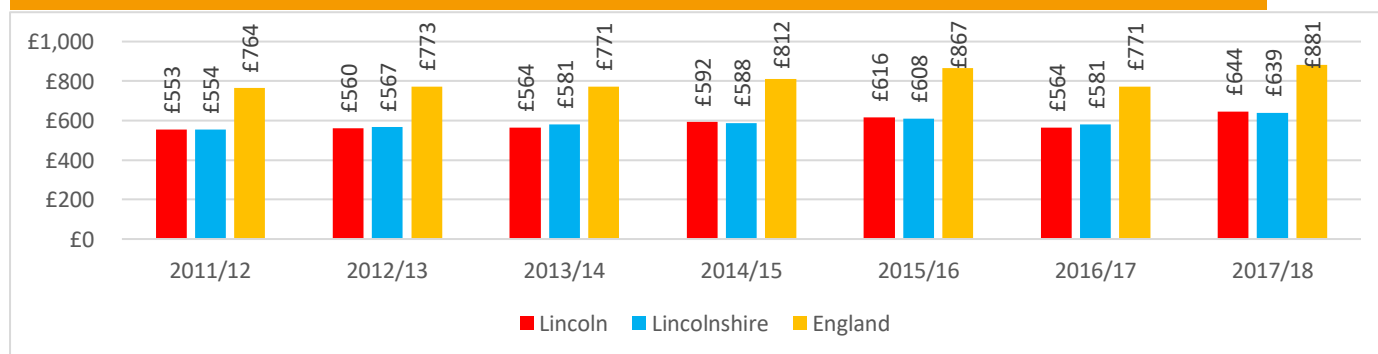


Figure 105 – LRO 2018 - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx>

The average private rental costs for a 3 bedroom property have increased overall. In Lincoln, the cost of a 3 bedroom property has increased by 14.2%, compared to the 9.9% increase in Lincolnshire and 14.3% increase in England.

AVERAGE PRIVATE RENT COSTS FOR 4 BEDROOM PROPERTIES 2011/12-2017/18

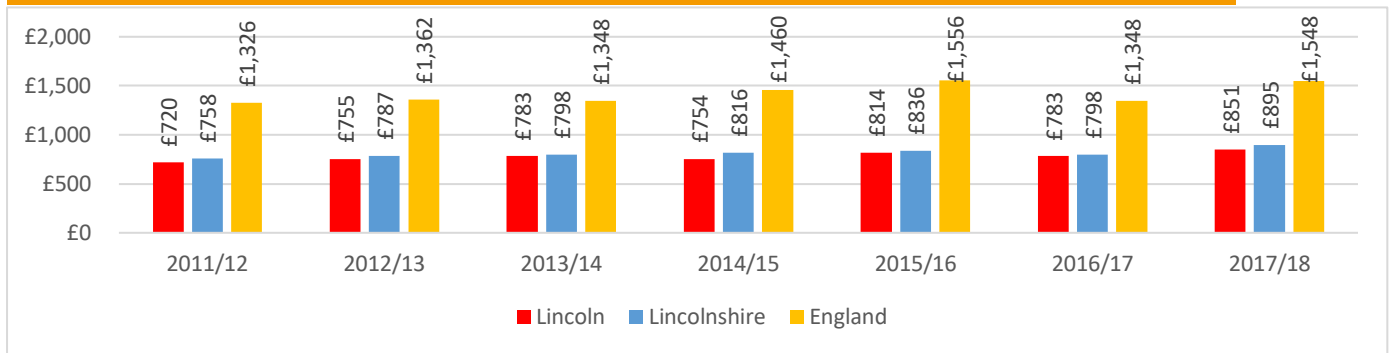


Figure 106 – LRO 2018 - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx>

The average private rental costs for a 4 bedroom property have increased overall. In Lincoln, the cost of a 4+ bedroom property has increased by 8.6%, compared to the 12.2% increase in Lincolnshire and 14.8% increase in England. It should be noted that Lincoln average rental costs for a private 4+ bedroom property is the only property type to be lower than both Lincolnshire and England, despite being the highest it has been for seven years.

AVERAGE PRIVATE RENT COSTS FOR STUDIO PROPERTIES 2011/12-2017/18

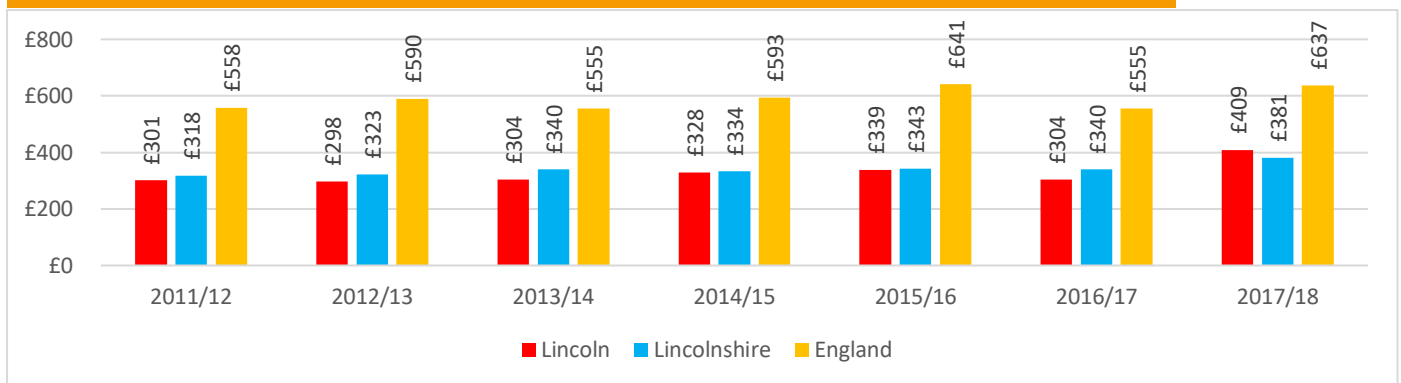


Figure 107 – LRO 2018 - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx>

The average private rental costs for a studio property have increased overall. In Lincoln, the cost of a studio property has increased by 34.5%, compared to the 12% increase in Lincolnshire and 14.7% increase in England.

AMOUNT UNCOVERED BY LOCAL HOUSING ALLOWANCES ON AVERAGE RENT COSTS 2019

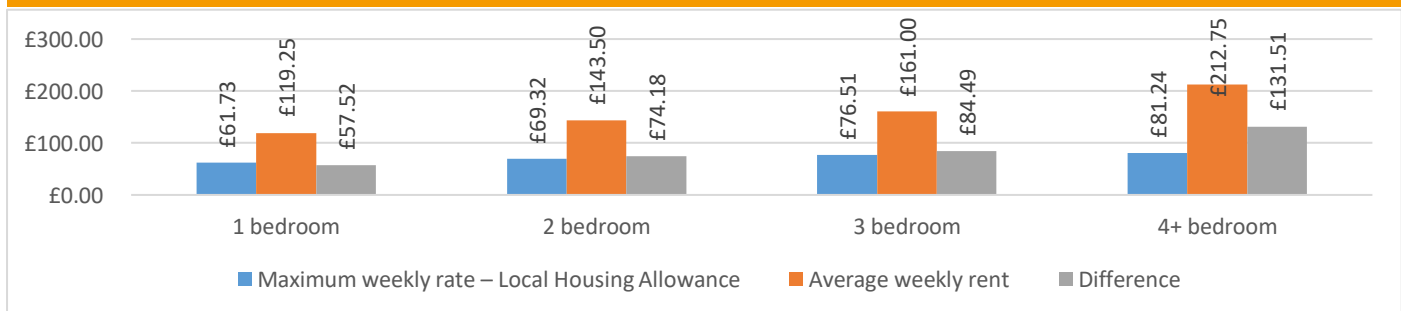


Figure 108 – City of Lincoln Council 2018

The Local Housing allowance is paid to those in need. This chart shows the gaps by size of house that tenants have to find.

It should be noted that figures 109, 110 and 111 have not been updated as part of the 2018/19 profile as the methodology for these measures have changed. We are currently looking to replace these measures with the updated measure names and appropriate back data.

NUMBER OF HOMELESS PREVENTIONS IN LINCOLN 2009/10-2017/18

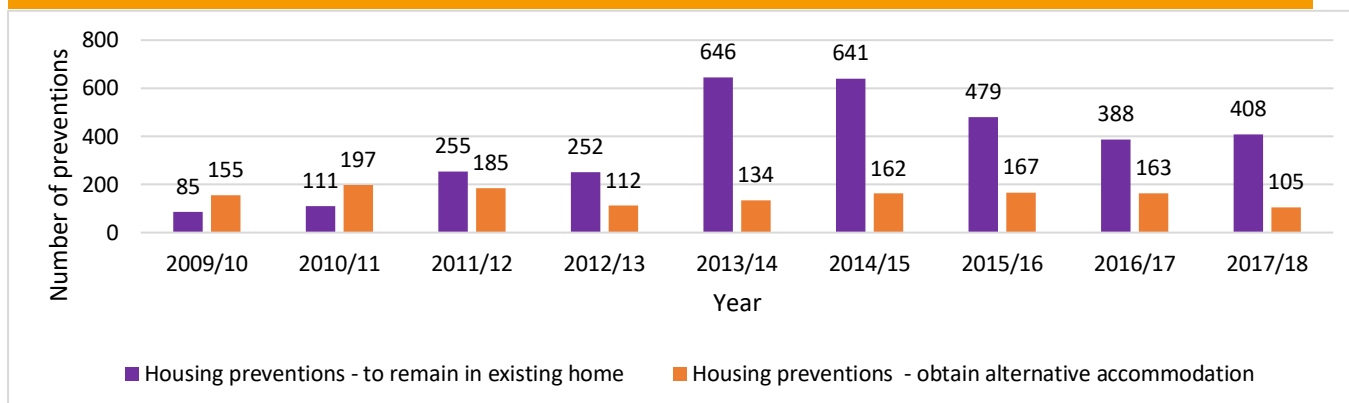


Figure 109 - GOV.UK – <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

Housing preventions have decreased slightly since 2016/2017 dropping from 551 last year to 513 in 2017/2018.

RATE OF CASES WHERE POSITIVE ACTION WAS SUCCESSFUL IN PREVENTING HOMELESSNESS - RATE PER 1,000 HOUSEHOLDS 2009/10 TO 2017/18

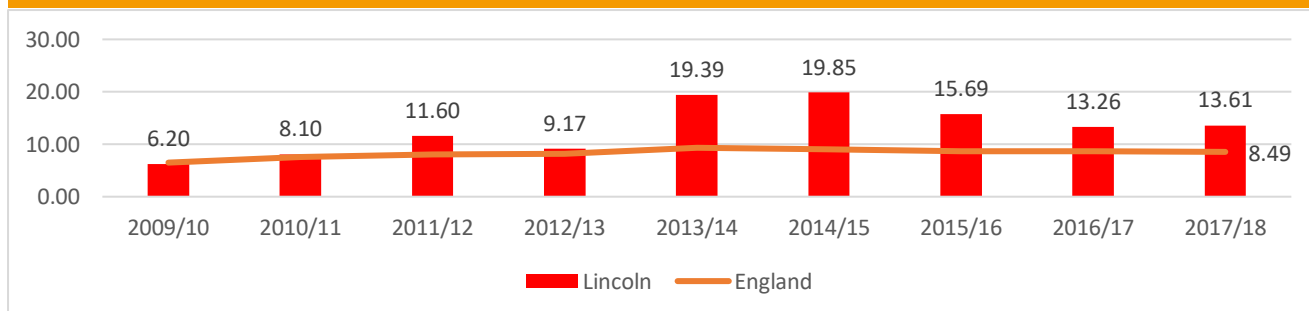


Fig 110 - GOV.UK - <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

Note that one quarter of 2017/18 data for Lincoln is imputed - Imputation is the process of replacing missing data with substituted values. Positive action to prevent homelessness has been taken with a rate of success standing at 13.61 for 2017/18, higher than the England rate of 8.49.

RATE OF CASES WHERE POSITIVE ACTION WAS SUCCESSFUL IN RELIEVING HOMELESSNESS - RATE PER 1,000 HOUSEHOLDS 2009/10 TO 2017/18

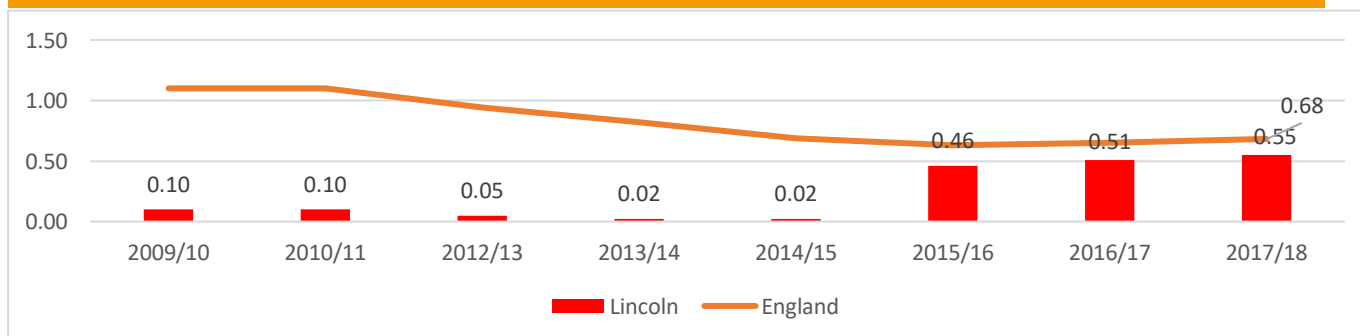


Fig 111 GOV.UK - <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

The rate at which homelessness has been relieved (resolved) in Lincoln stands at 0.55 per 1000 households.

NUMBER OF HOUSEHOLDS IN TEMPORARY ACCOMODATION 2008/9-2018/19

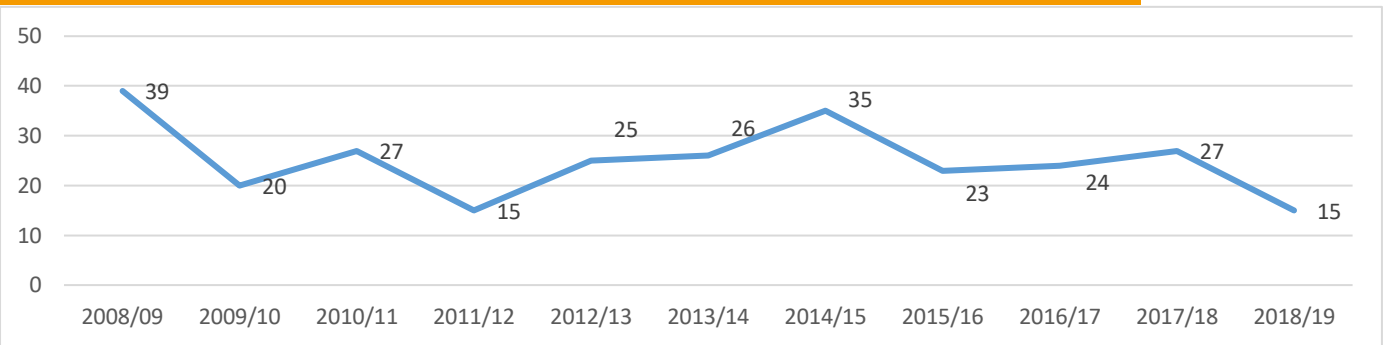


Figure 112 - LG Inform - Statutory Homelessness Statistical Releases (Quarterly)

The number of households in temporary accommodation has decreased from 27 in 2017/2018 to 15 in 2018/2019.

HOUSING WAITING LIST BY HOUSEHOLD TYPE – JANUARY 2018

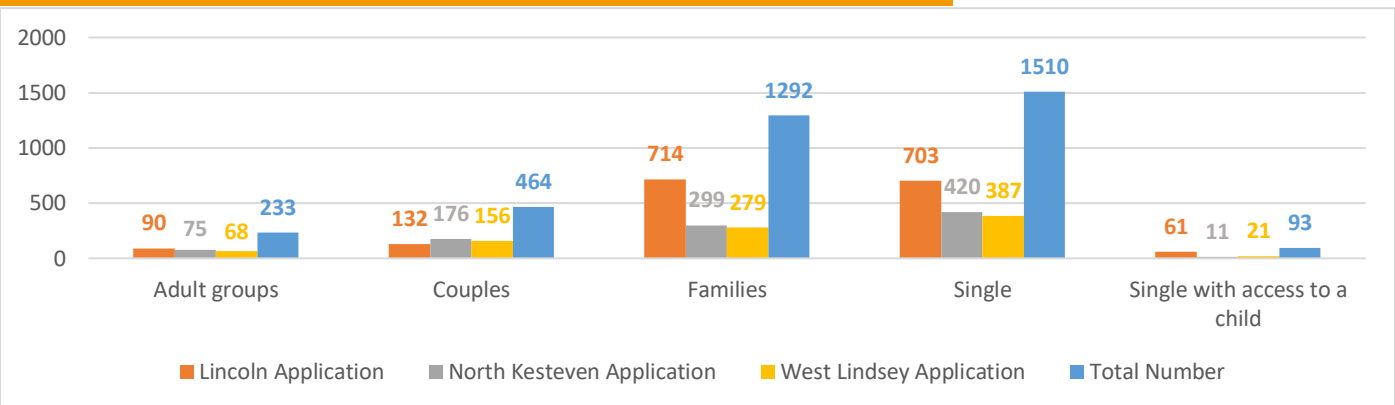


Figure 113 – City of Lincoln Council 2018

Lincoln has 1,700 applications on the system, most of which are from families and single people. This is higher than North Kesteven who have 981 and West Lindsey who have 911. By far the largest group on the waiting list are single people at 1510, with families coming in second with 1292.

NUMBER OF PEOPLE ON THE COUNCIL HOUSING WAITING LIST AS OF Q4 2018/19

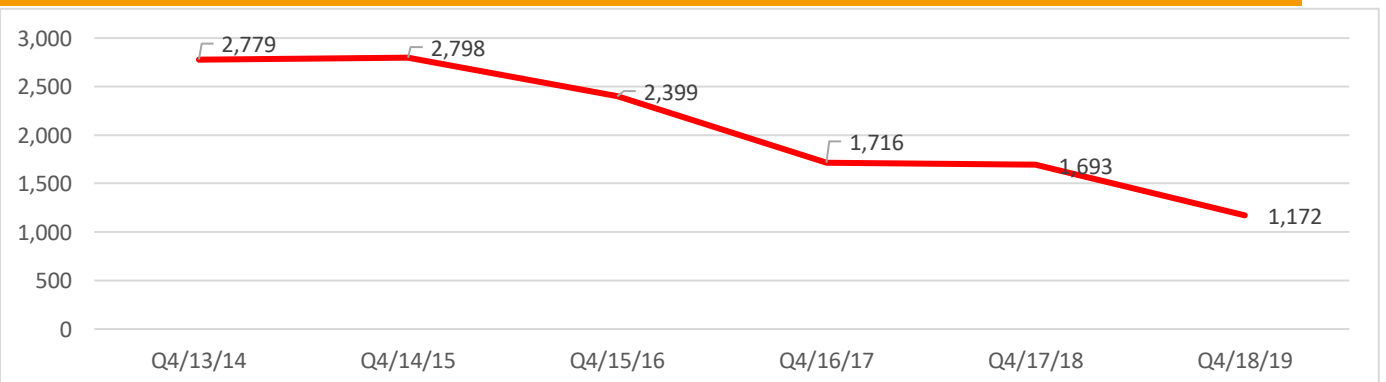


Figure 114 – City of Lincoln Council 2019

CITY OF LINCOLN SOCIAL HOUSING STOCK BY SIZE (NO. BEDROOMS) – JULY 2019

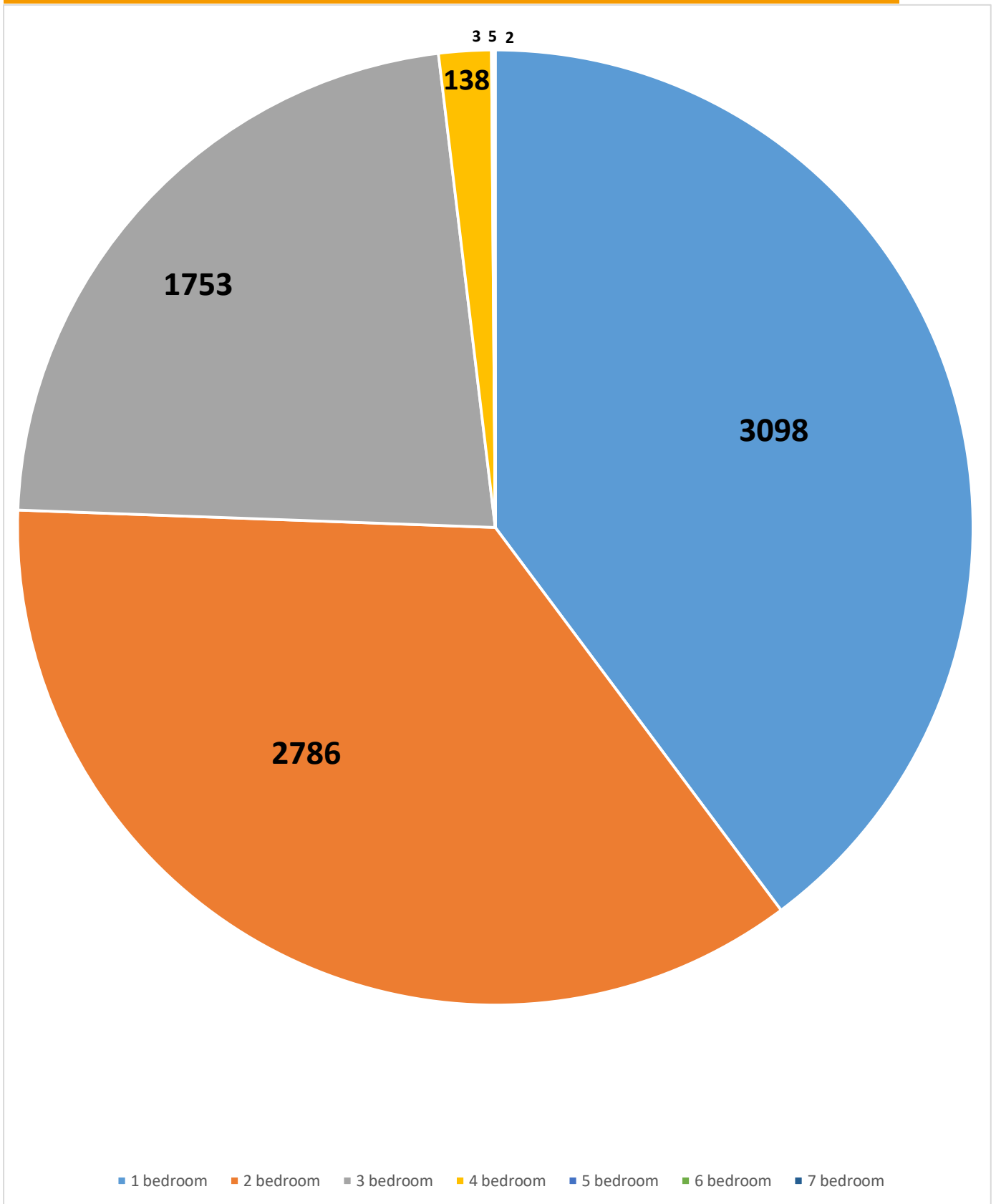


Figure 115 – City of Lincoln Council 2018

Lincoln has 7,785 social housing units altogether. By far the biggest numbers are for one and two beds, but the council does own two seven-bed properties for larger families, 5 six-bedroom and 3 five bedroom units as well.

AFFORDABILITY RATIO: HOUSE PRICE TO WORKPLACE-BASED EARNINGS IN LINCOLN 1999-2018

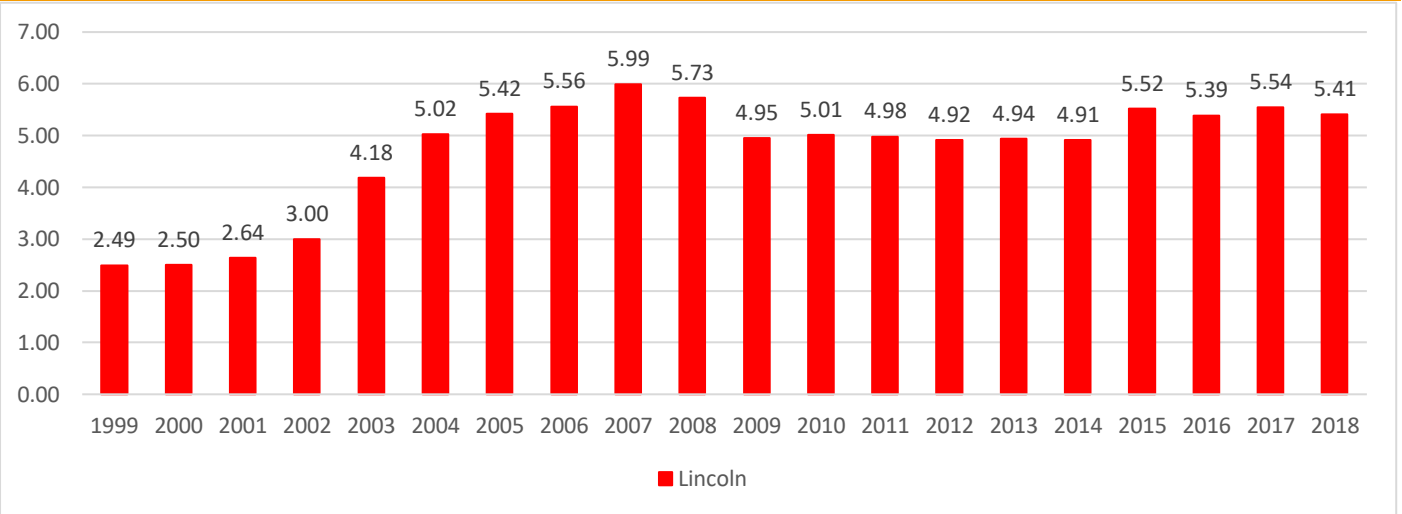


Figure 116 – ONS 2018

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

Sometimes known as the “affordability ratio, which is calculated by dividing house prices by median annual earnings. There has been a small decrease of 0.13, from 5.54 to 5.41. The rate is still 0.58 below the high in 2007. Note that low is good for this measure.

RATIO OF HOUSE PRICE TO WORKPLACE-BASED EARNINGS IN LINCOLN VS NEAREST NEIGHBOURS 2018

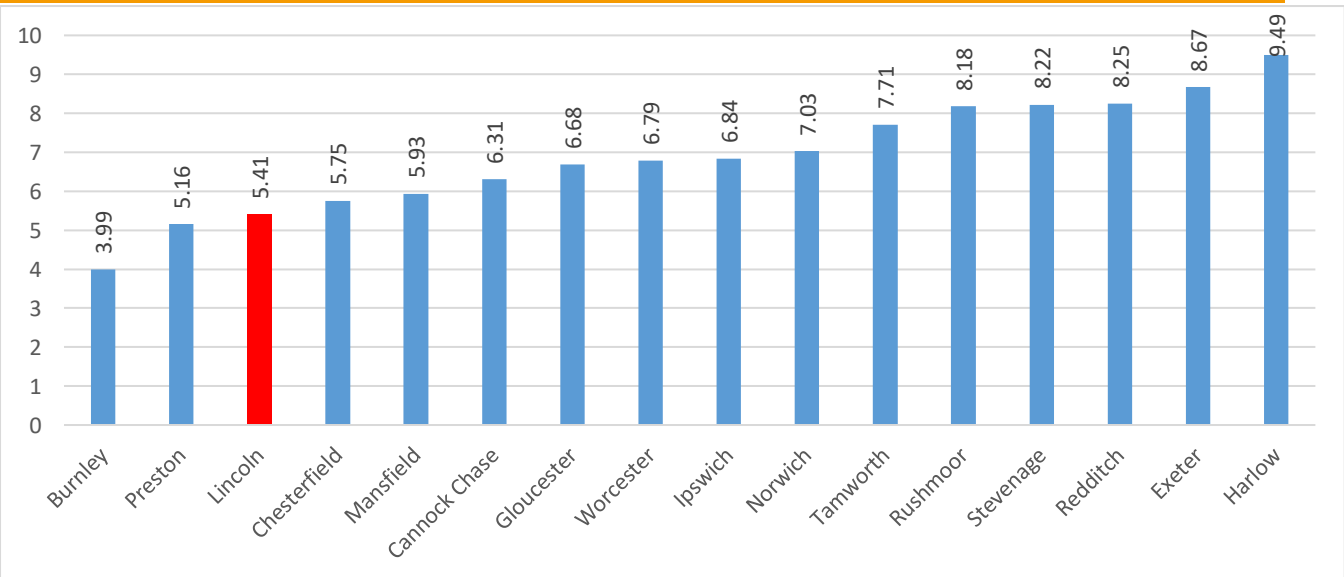


Figure 117 – ONS 2018

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

In comparison to our nearest neighbours, Lincoln continues to have the 3th lowest ratio of house price to workplace based earnings with a figure of 5.41. This is a positive outcome as it means that houses in Lincoln remain more affordable than in most of our nearest neighbours. The affordability ratios calculated by dividing house prices by gross annual workplace-based earnings. These are then based on the median and lower quartiles of both house prices and earnings in England and Wales.

AFFORDABLE HOMES DELIVERED IN LINCOLN 2011/12 TO 2017/18

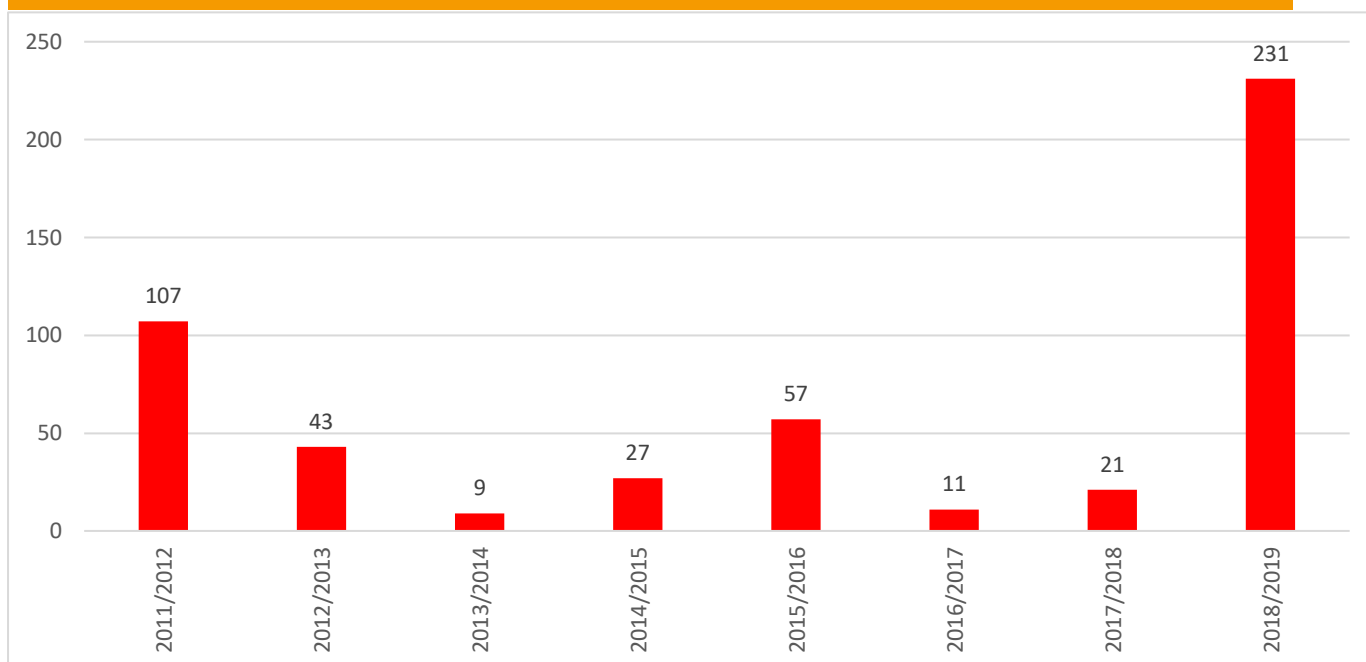


Figure 118 – City of Lincoln Council 2018

Please note that Affordable housing is social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.

NUMBER OF POSSESSIONS CLAIMS ISSUED BY LANDLORDS IN LINCOLN 2013/14 TO Q1 2019/20

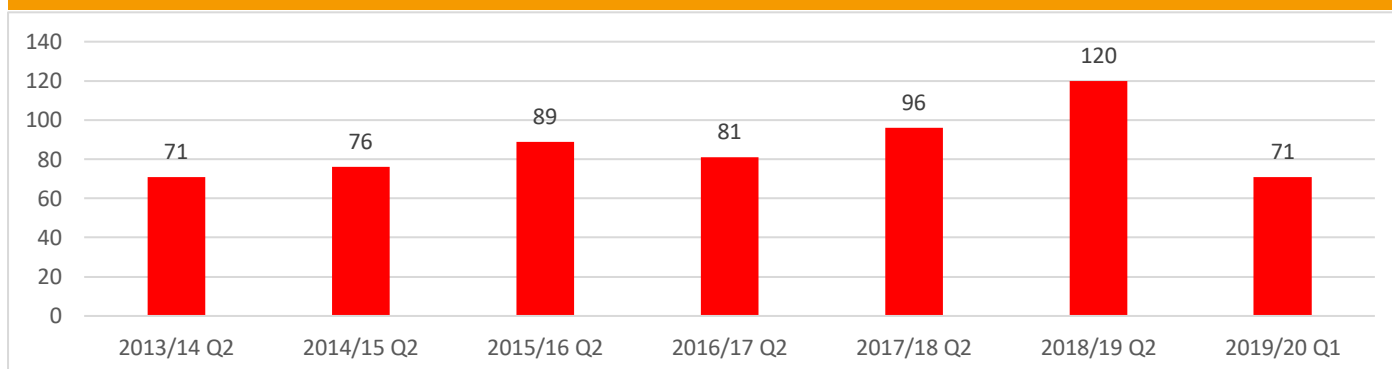


Figure 119 - LG Inform - Number of possession claims issued by landlords – Ministry of Justice

NUMBER OF POSSESSION CLAIM ORDERS ISSUED BY MORTGAGE LENDERS – 2013/14 TO 2018/19 IN LINCOLN

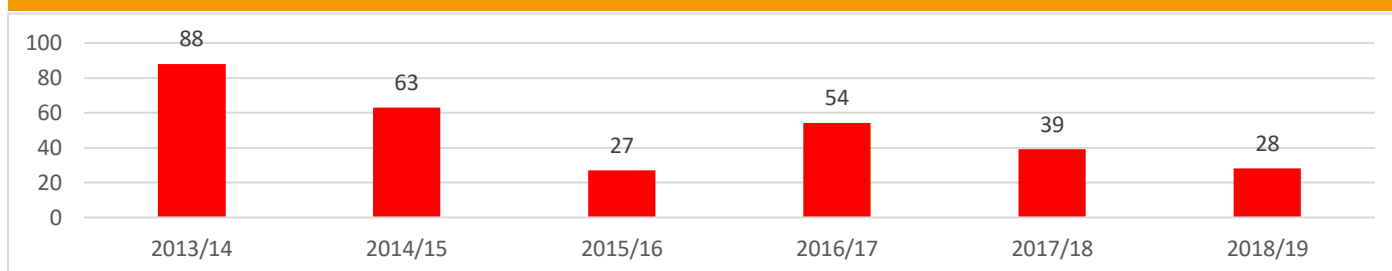


Figure 120 - LG Inform - Mortgage and Landlord Possession Statistics – Ministry of Justice

CRIME

Summary

Crime has seen some disappointing results, ranging from the increase in total reported offences, and all but 4 types of crimes have increased a minimum of 8%. We have also seen:

- The total reported offences increase (more than that of the East Midlands and England)
- Lincoln perform at the expected level against our Police Audit Family
- All but 4 types of crime worsen by a minimum of at least 8%
- ASB incidents increase in 3 central LSOA codes
- The burglary, weapons possession, vehicle related crimes and theft from the person rate have all decreased
- The number of hate crimes in all but "Disability" increase
- Lincoln has the highest levels of drug offences and shoplifting offences in our Police Family

Also note that Police recorded crime can be affected by changes in recording practices, policing activity and willingness of victims to report. A rise or fall in recorded crime does not necessarily mean the actual level of crime in society has changed. Therefore comparing our performance to others in the same Police family is more meaningful.



TOTAL REPORTED OFFENCES IN LINCOLN 2010-2018

Area	Total number of crimes	Numerical change	Percentage change
Lincoln 2016	8,787		
Lincoln 2017	10,115	+1,328	+15.1%
Lincoln 2018	11,278	+1,163	+12.6%
England and Wales 2016	4,115,537		
England and Wales 2017	4,746,339	+630,802	+15.3%
England and Wales 2018	4,925,297	+178,958	+3.6%

Figure 121 – ONS 2018 -

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/recordedcrimedatatacommunitysafetypartnershiplocalauthoritylevel>

TOTAL REPORTED OFFENCES IN LINCOLN 2010-2018

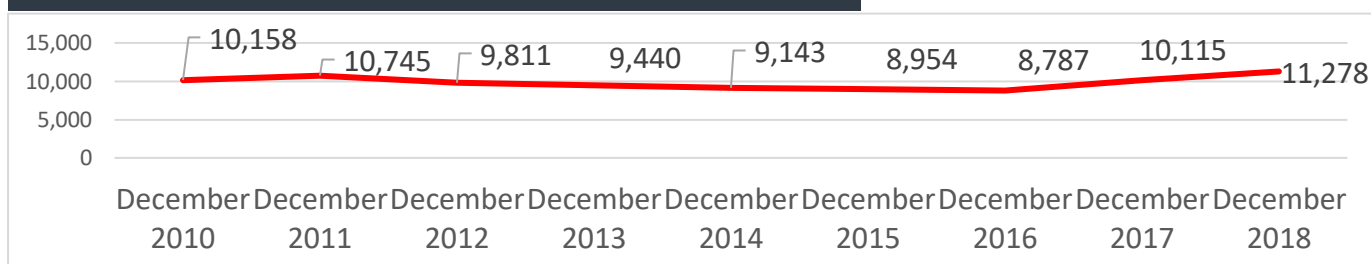


Figure 122 – ONS 2018 -

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/recordedcrimedatatacommunitysafetypartnershiplocalauthoritylevel>

The total reported number of offences has risen by 1,163 (less than last year's 1328), increasing to 11,278.

INCREASE AND DECREASE IN DIFFERENT TYPES OF CRIME IN LINCOLN – JUNE 2019

	12 months to Jun 2018	12 months to Jun 2019	Change	% Change
VIOLENCE WITH INJURY	1041	1275	234	22.48%
VIOLENCE WITHOUT INJURY	1310	2942	1632	124.58%
RAPE	155	193	38	24.52%
OTHER SEXUAL OFFENCES	238	317	79	33.19%
ROBBERY OF BUSINESS PROPERTY	11	20	9	81.82%
ROBBERY OF PERSONAL PROPERTY	72	90	18	25.00%
BURGLARY	829	615	-214	-25.81%
VEHICLE CRIME	714	737	23	3.22%
THEFT FROM THE PERSON	112	96	-16	-14.29%
SHOPLIFTING	1848	1527	-321	-17.37%
BICYCLE THEFT	400	387	-13	-3.25%
ALL OTHER THEFT OFFENCES	929	1006	77	8.29%
ARSON	50	75	25	50.00%
CRIMINAL DAMAGE	1237	1287	50	4.04%
DRUG POSSESSION	381	520	139	36.48%
DRUG TRAFFICKING	117	175	58	49.57%
PUBLIC DISORDER	593	1157	564	95.11%
POSSESSION OF WEAPONS OFFENCES	114	159	45	39.47%
MISCELLANEOUS CRIMES AGAINST SOCIETY	187	288	101	54.01%

Figure 123 – ONS 2018 -

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/recordedcrimedatatacommunitysafetypartnershiplocalauthoritylevel>

Note that APPENDIX 3 details all those crimes classified as 'Miscellaneous crimes against society'

The biggest numerical and percentile increase was in violence without injury with an increase of 1,632 and 124.58% respectively. On a positive note, non-domestic burglary has seen another decrease, seeing 214 less offences than in 2018

TOTAL CRIME RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY 2018

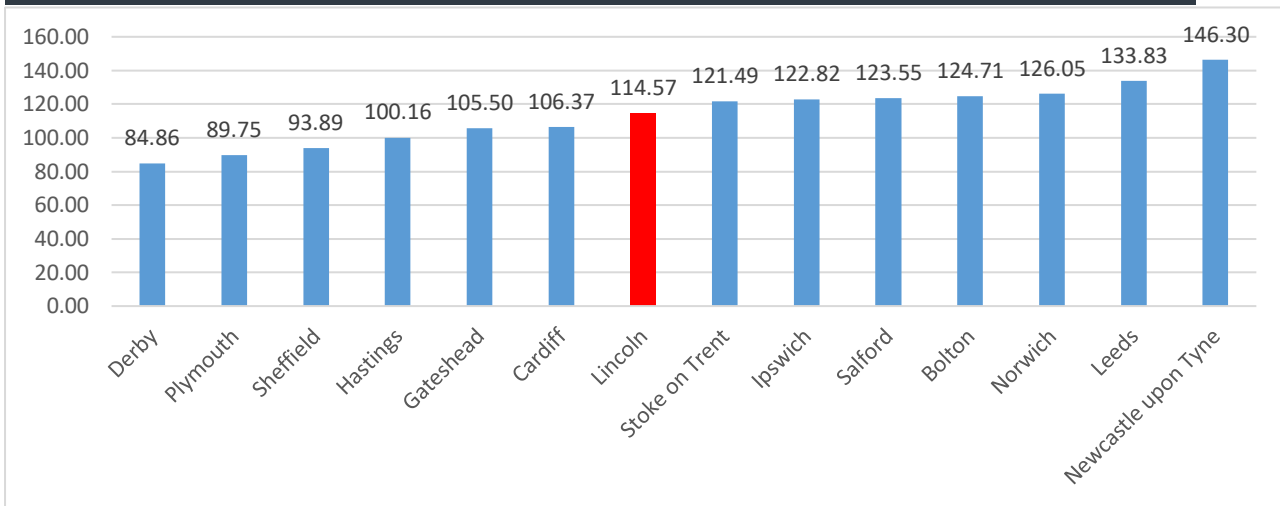


Figure 124 – Police.UK 2018 <https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/>

Compared to our Police Audit Family, we have the 7th lowest (1 higher than last year) crime rate per 1,000 people with a figure of 114.57.

CRIME RATE BOUNDARIES ACROSS POLICE AUDIT FAMILY 2018

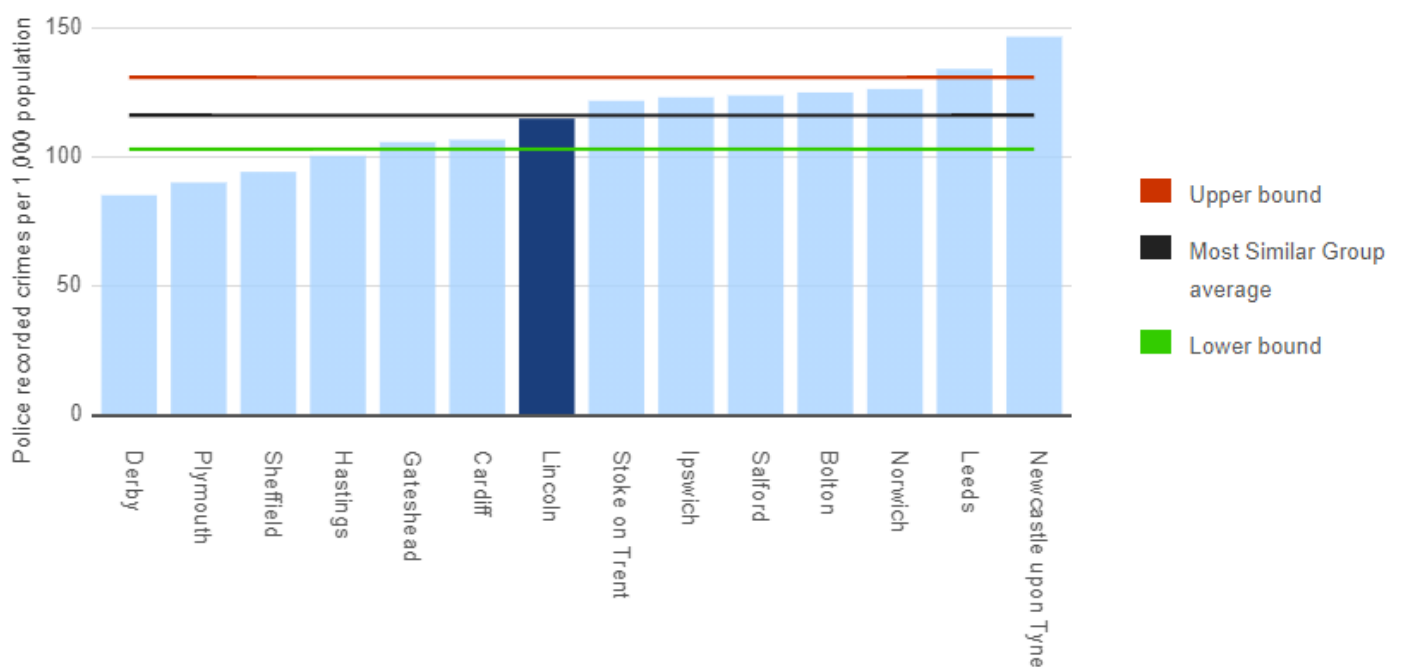


Figure 125 Police.UK <https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/>

The Police have also identified what they consider to be the upper and lower boundaries. The red and green lines show how far the crime rate would normally vary from the average. Lincoln lies between the red and green lines at a rate of 114.57, so its crime rate is normal for the group at the average point.

ASB HEAT MAP 2017/18

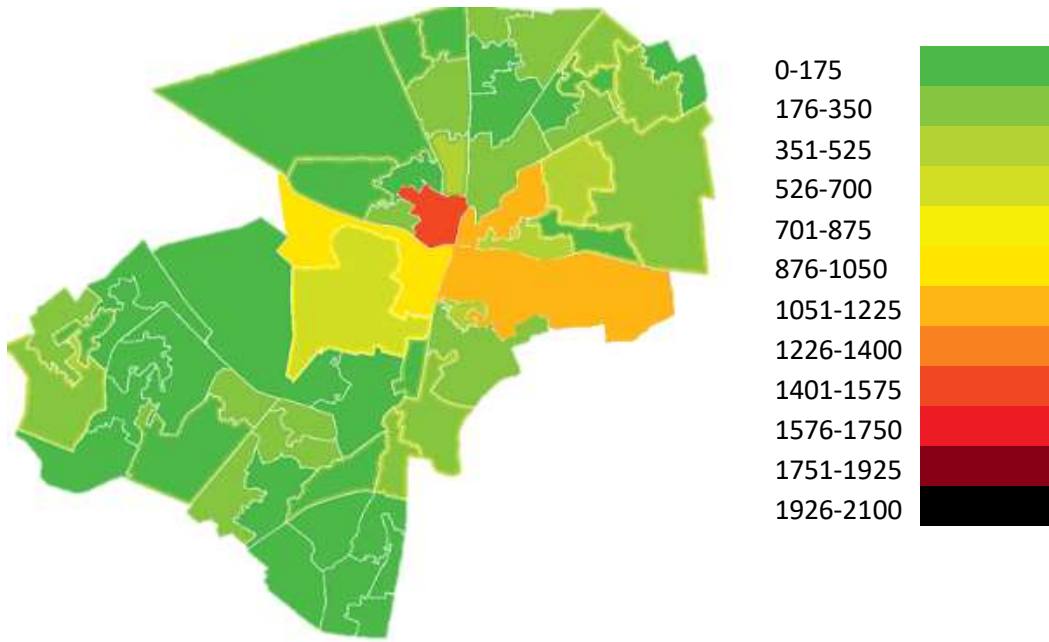


Figure 126 – Police.UK 2018 - <https://data.police.uk/data/>

ASB HEAT MAP 2018/19

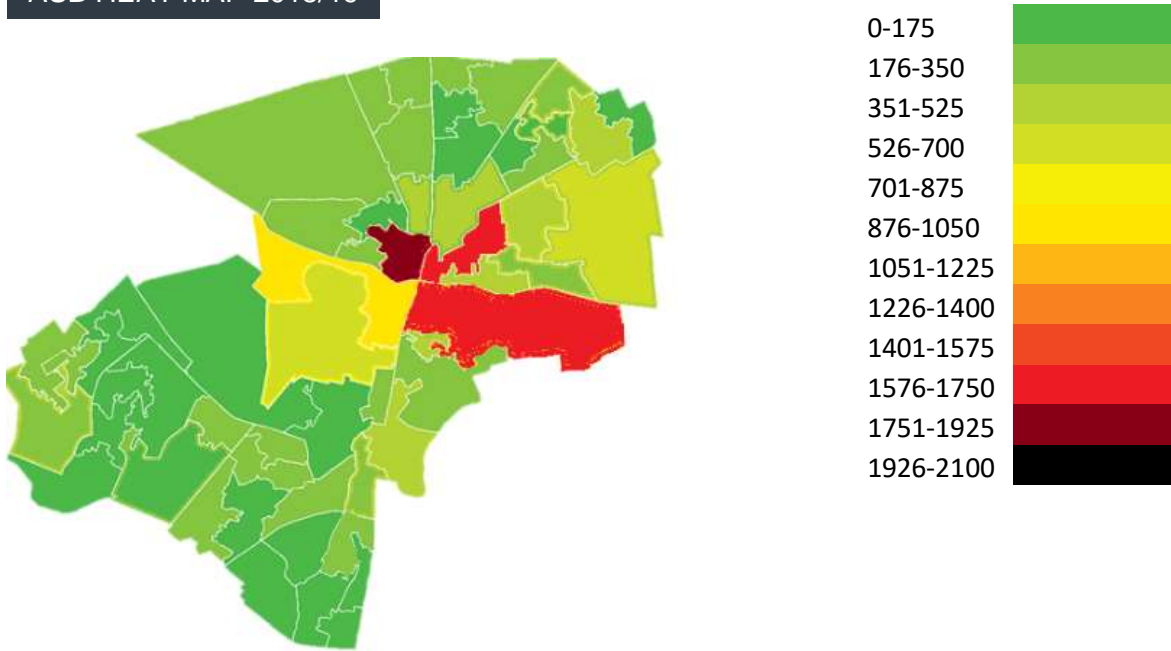


Figure 127 – Police.UK 2018 - <https://data.police.uk/data/>

The 2018/19 heat map shows that in LSOA codes 005B (Carholme ward), 004A (Abbey ward) and 006B (Park ward) there has been an increase in the number of reported ASB incidents.

In total we have seen 1863 ASB incidents in 2018/19 compared to the 1498 incidents seen in 2017/18. The maps have been recalibrated to be comparable year on year – as can be seen in the variations in shading

NUMBER OF HATE CRIME INCIDENTS REPORTED IN LINCOLN 2013/14-2018/19

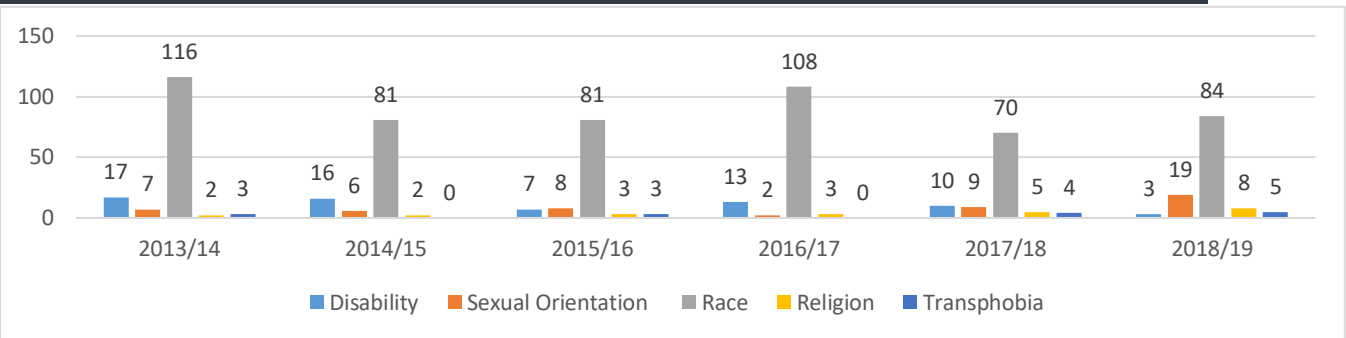


Figure 128 – Safer Communities Service - Lincolnshire County Council 2018

Since reporting began in 2013/14, “Race” has always seen the highest figure for hate crime. The number of hate crimes related to sexual orientation have increased since last year, however the number of crimes relating to Disability has decreased.

NUMBER OF REPORTED ASB COMPLAINTS PER WARD 2016/17-2018/19

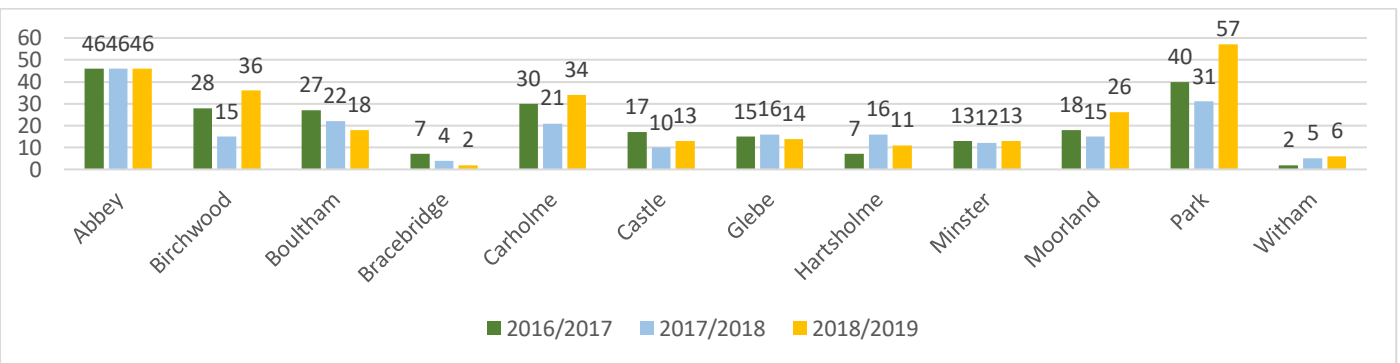


Figure 129 – City of Lincoln Council 2018

Birchwood, Carholme, Castle, Minster, Moorland, Park and Witham all saw increases in the number of reported ASB complaints. Abbey saw no change in comparison to 2017/2018; however Boultham, Bracebridge, Glebe and Hartsholme all saw decreases in the number of reported ASB complaints.

NUMBER OF REPORTED FLY TIPPING COMPLAINTS PER WARD 2016/17-2018/19

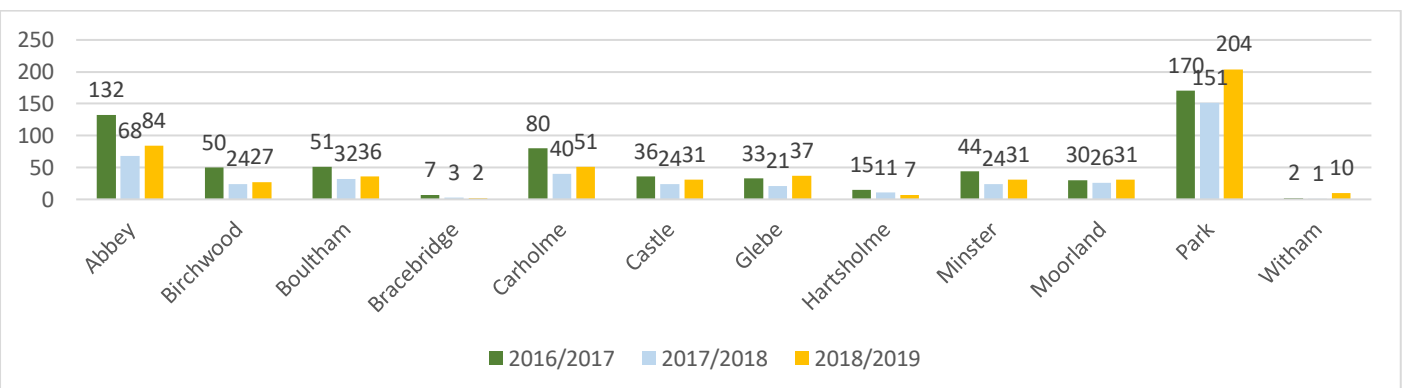


Figure 130 – City of Lincoln Council 2018

Every ward in Lincoln except Bracebridge and Hartsholme saw increases in the number of reported fly tipping complaints. This is similar but not as severe as the jump experienced in 2016/2017.

NUMBER OF REPORTED NOISE COMPLAINTS PER WARD 2016/17-2018/19

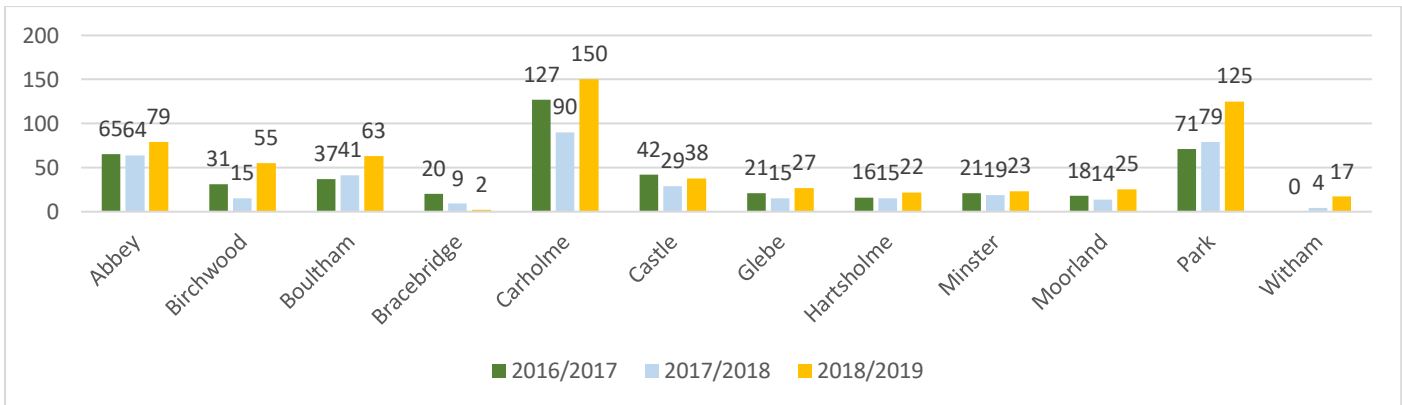


Figure 131 – City of Lincoln Council 2018

All wards apart from Bracebridge saw increases in the number of reported noise complaints.

BURGLARY RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

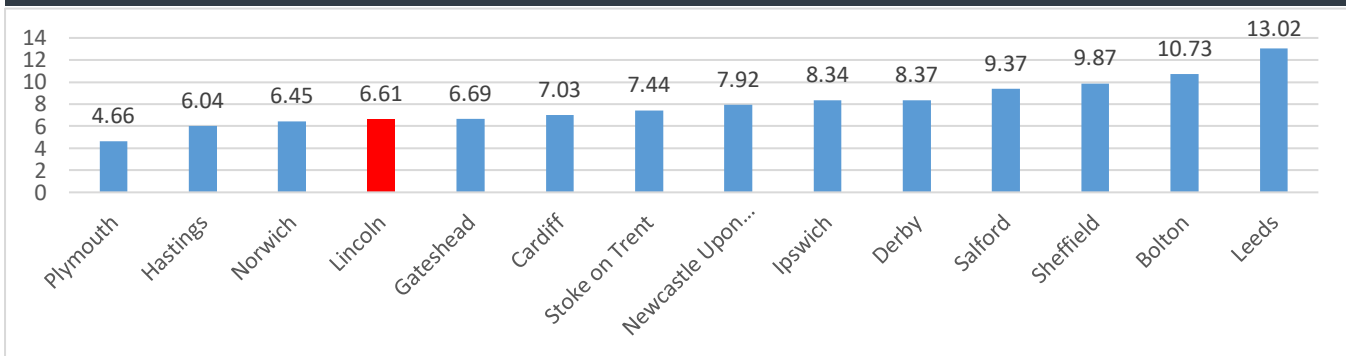


Figure 132 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

Lincoln has dropped from the 6th highest burglary rate compared to our Police Audit Family with a rate of 10.25 per 1000 residents in 2017 to 4th lowest as of June 2019 with a figure of 6.61.

CRIMINAL DAMAGE AND ARSON RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

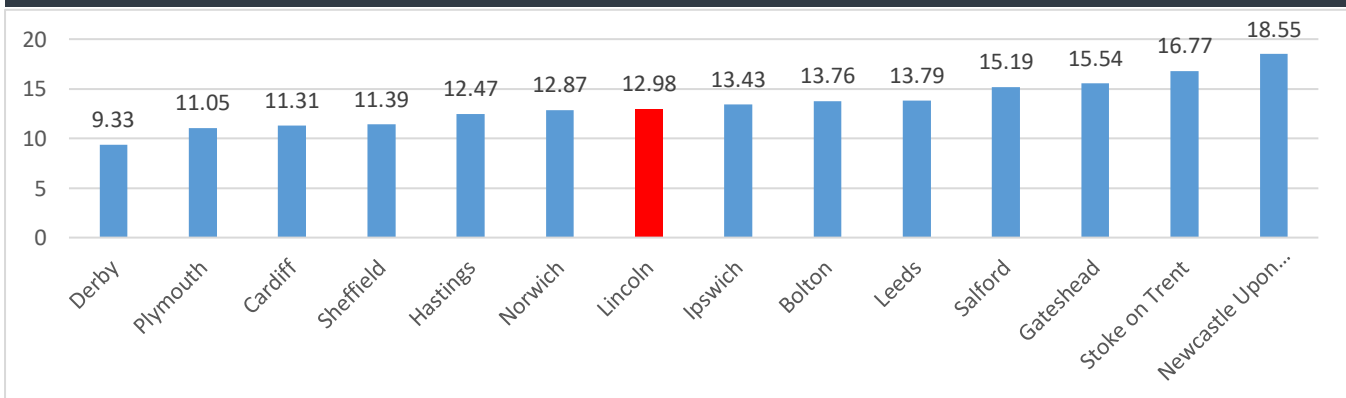


Figure 133 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

Lincoln has risen from the 4th lowest criminal damage and arson rate, to 7th lowest with a figure 12.98 per 1,000 residents.

DRUG OFFENCES RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

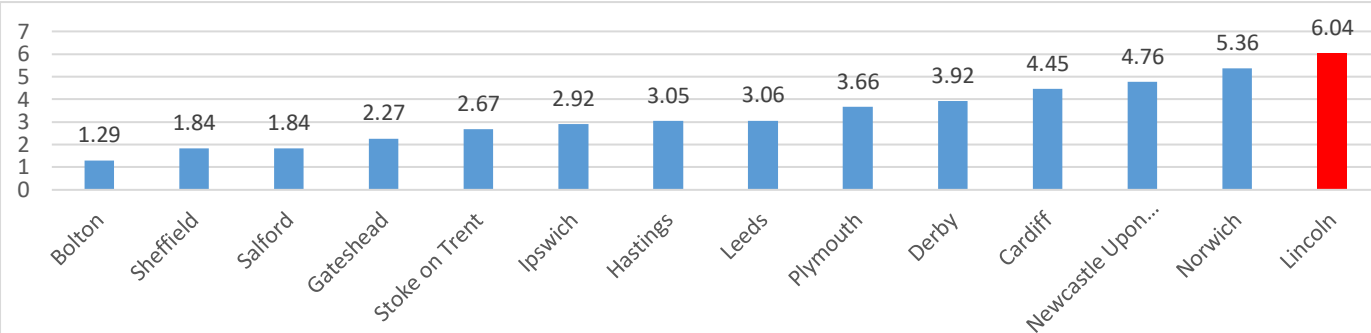


Figure 134 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

Lincoln now has the highest rate for drug offences in comparison to our Police Audit Family, with a rate of 6.04 (1.42 higher than last year) per 1,000 residents.

POSSESSION OF WEAPONS RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

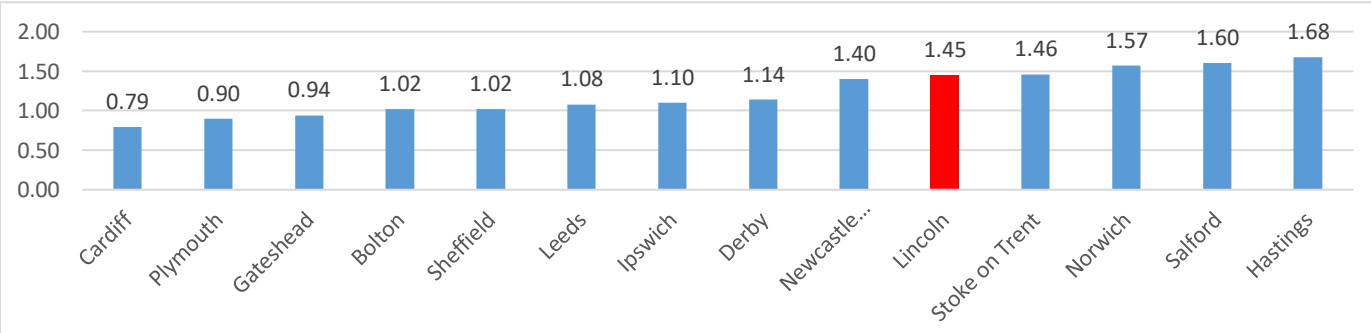


Figure 135 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

Lincoln has dropped from the joint 2nd highest rate for possession of weapons, to 5th highest compared to our Police Audit Family, with a rate of 1.45 per 1,000 residents.

PUBLIC ORDER OFFENCES RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

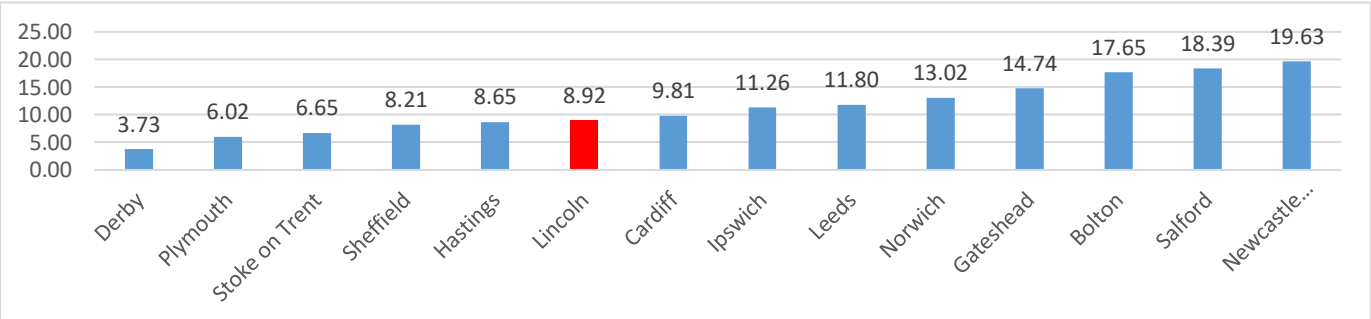


Figure 136 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

In comparison to our Police Audit Family, Lincoln has risen from the 3rd lowest rate for public order offences to 6th lowest with a rate of 8.92 per 1,000 residents.

ROBBERY RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

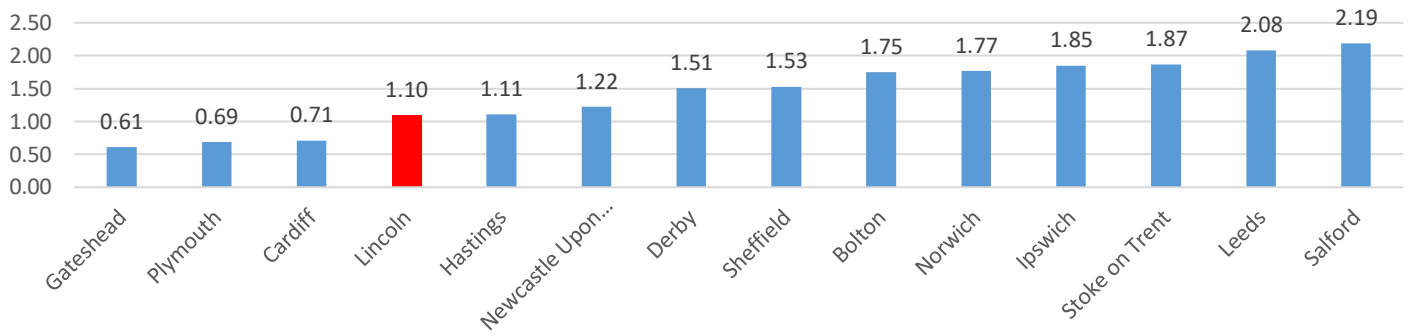


Figure 137 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

Lincoln continues to have the 4th lowest robbery rate per 1,000 people against our Police Audit Family with a rate of 1.10 per 1,000 residents.

SHOPLIFTING RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

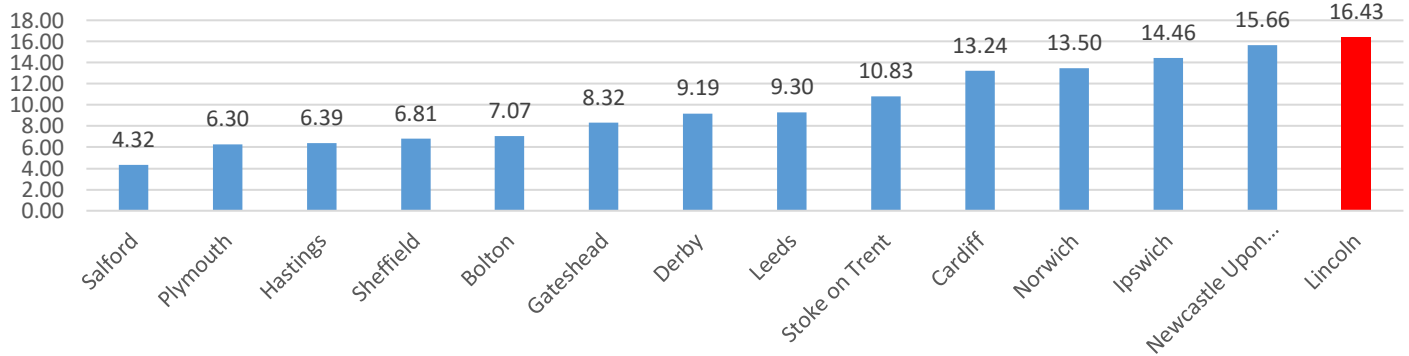


Figure 138 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

Lincoln continues to have the highest rate (despite being 3.05 lower than last year) for shoplifting when compared to our Police Audit Family with a rate of 16.43 per 1,000 residents.

“OTHER THEFT” RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

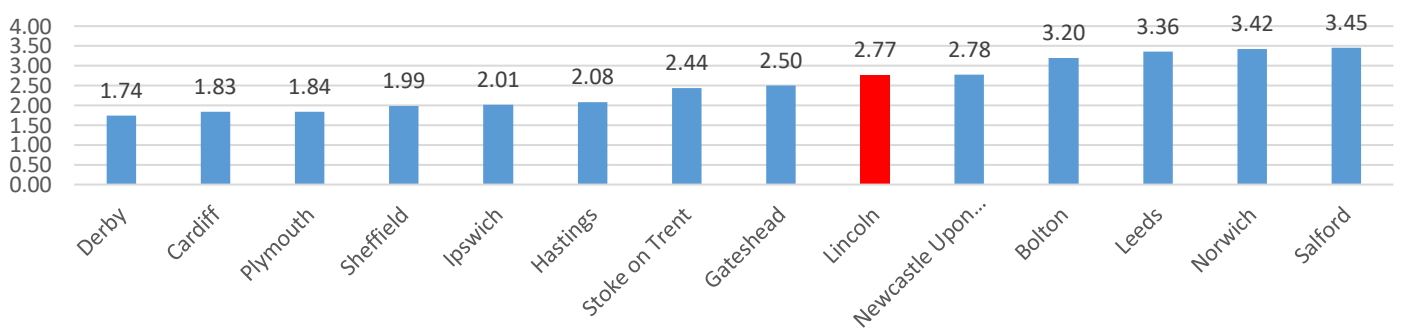


Figure 139 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

Lincoln, compared to our Police Audit Family, has the 6th highest rate for “other theft” at 2.77 (despite being a significant 7.04 lower than last year – indicating that “other theft” has reduced nationally).

“THEFT FROM THE PERSON” RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

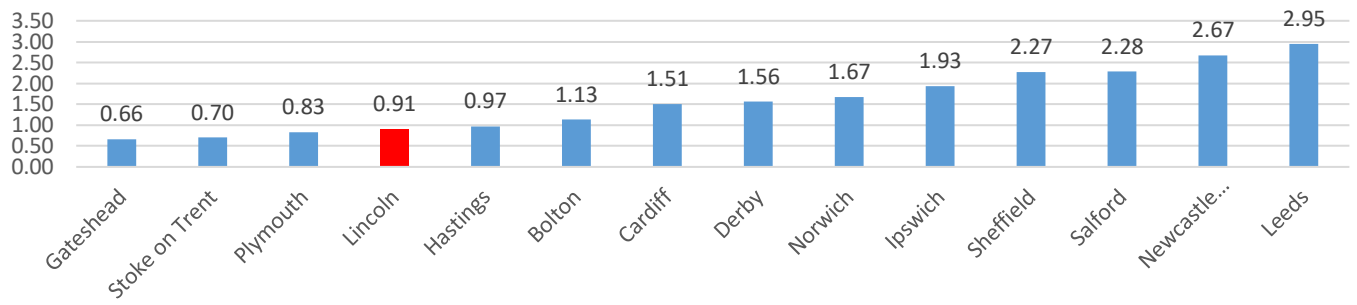


Figure 140 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

Lincoln ranks as the 4th lowest (1 lower than last year) against our Police Audit Family for “Theft from the person” with a rate of 0.91 per 1,000 residents.

VEHICLE RELATED CRIME RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

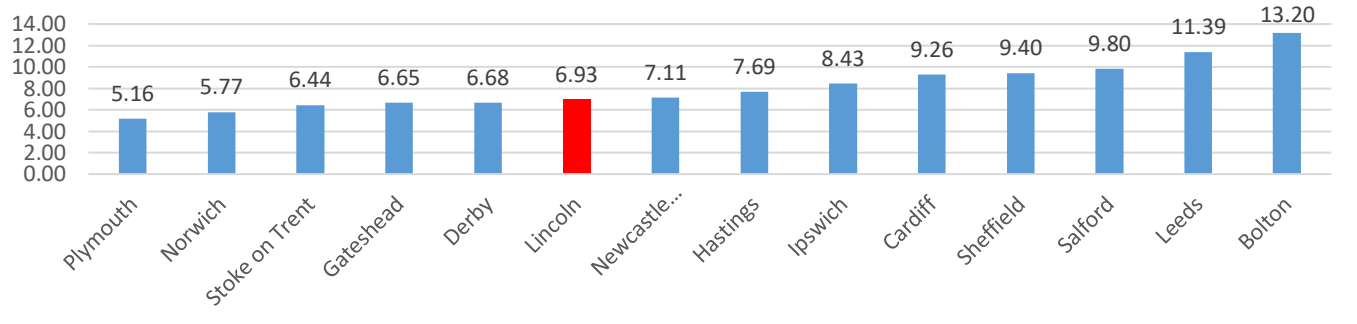


Figure 141 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

Compared with our Police Audit Family, Lincoln has dropped from the 7th highest rate for vehicle related crime to 6th lowest with a rate of 6.93 per 1,000 residents.

VIOLENT AND SEXUAL OFFENCES RATE PER 1,000 PEOPLE VS OUR POLICE AUDIT FAMILY YEAR TO DECEMBER 2018

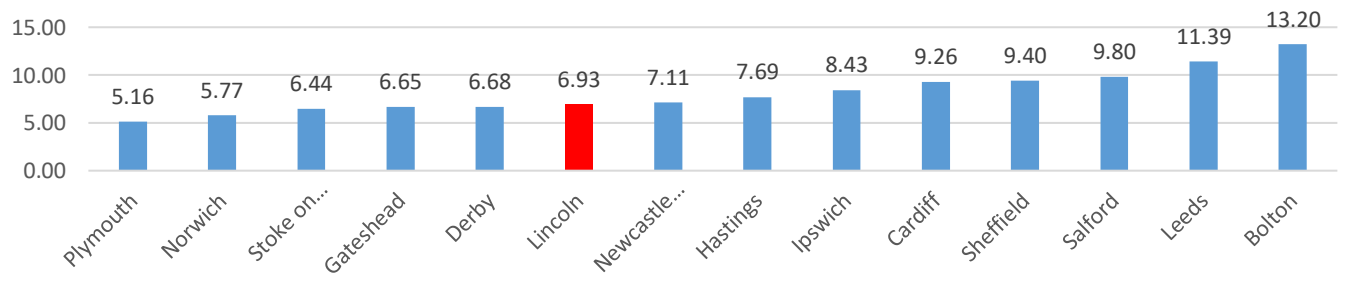


Figure 142 – Police.UK 2018 - https://www.police.uk/lincolnshire/NC14/performance/compare-your-area/violent-crime/?section=msg_comparison#msg_comparison

Compared to our Police Audit Family, Lincoln has risen from the 2nd lowest rate for violent and sexual offences to 6th lowest with a rate of 6.93 per 1,000 residents.

ENVIRONMENT AND CLIMATE

Summary

It is important to note, that issues caused by global climate change, that are unaffected by local level effort, are following the same powerful trends seen across the globe such as rising temperatures, increased rainfall and less 'air frost' days. Lincoln's temperature has increased by 1.6 degrees since 1947, and saw the same sharp spike in temperature during the 2001-2011 decade (which was also globally recognised as the hottest decade on record).

Lincoln's environment is continuing to see some very pleasing improvements, such as decreases in energy consumption, more electric vehicles and another year of decreases in C02 contribution.

- Gas and electricity consumption decrease for the 6th consecutive year
- Household waste per person in tonnes decrease to 0.36pp – lower than both England and East Midlands
- The number of vehicles registered in Lincoln increase to 49,000
- The number of ultra-low emission vehicles registered in Lincoln rise by 27% since last year
- Commercial and domestic C02 contribution decrease for the 4th consecutive year
- Lincoln drop to just 3rd lowest total C02 levels out of our 15 nearest neighbours
- Both the average minimum and maximum temperatures have increased.
- Rainfall is showing an increasing trend
- Air frost days is showing a decreasing trend.



LINCOLN'S AVERAGE ANNUAL DOMESTIC ELECTRICITY CONSUMPTION PER PERSON IN KWH 2010-2016

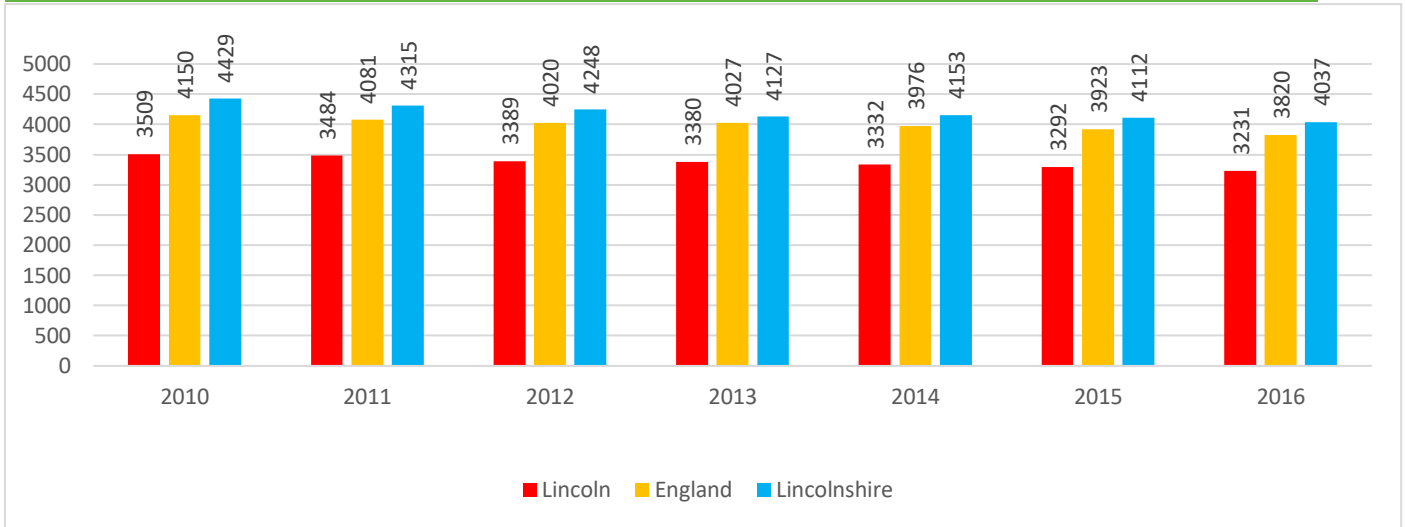


Figure 143 – LRO 2018 - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx>

With updates to the data for 2016 it is clear that there is a decreasing trend in the consumption of electricity in Lincoln, Lincolnshire and England. Although only slight, there was a decrease of 61KWh per person in 2016 compared to 2015. This is the latest data available as it is lagged through LRO

LINCOLN'S AVERAGE ANNUAL DOMESTIC GAS CONSUMPTION IN KWH PER PERSON 2010-2016

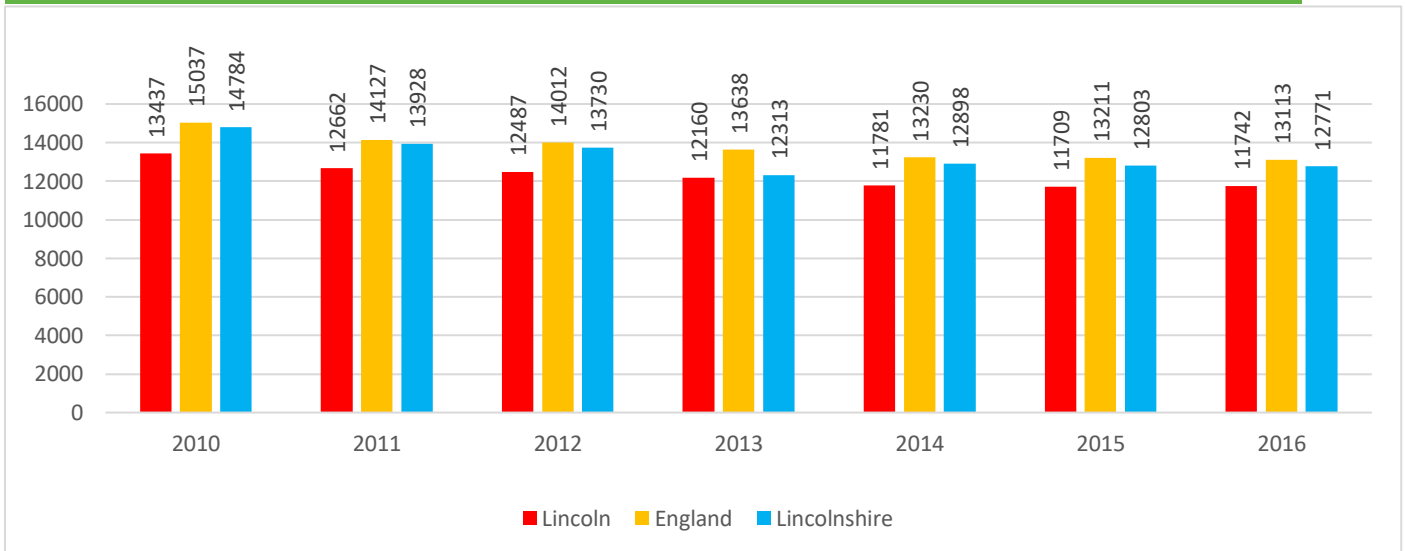


Figure 144 – LRO 2018 - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx>

With updates to the data for 2016 it is clear that there is a decreasing trend in the consumption of gas in Lincoln, Lincolnshire and England. Although only slight, there was actually a very slight increase of 33KWh per person in 2016 compared to 2015. This is the latest data available as it is lagged through LRO

HOUSEHOLD WASTE COLLECTED PER PERSON IN TONNES 2009/10-2017/18

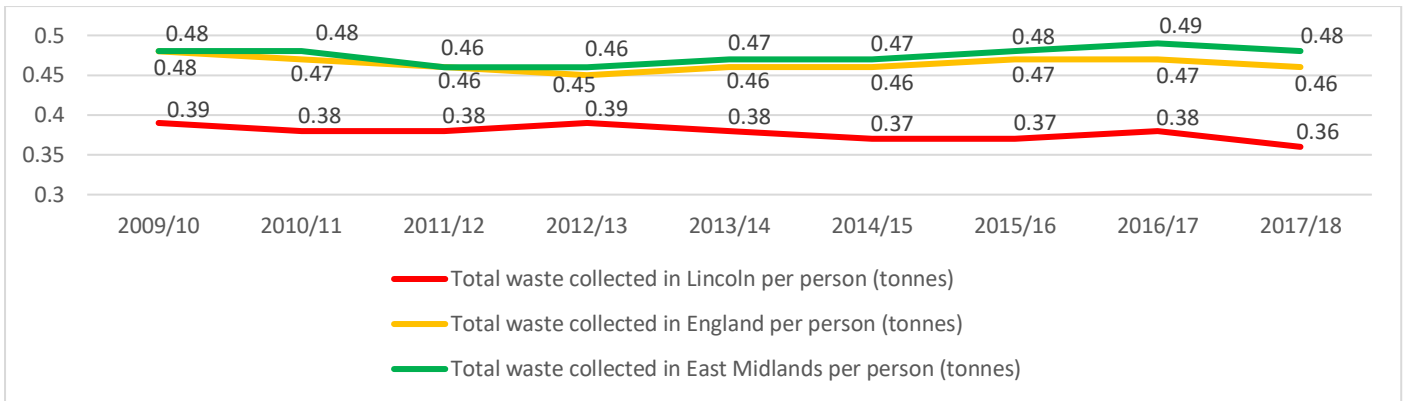


Figure 145 – CSS services

RESIDUAL HOUSEHOLD WASTE PER HOUSEHOLD (KG PER HOUSEHOLD) COMPARED TO ENGLAND AND EAST MIDLANDS 2011/12- 2016/17

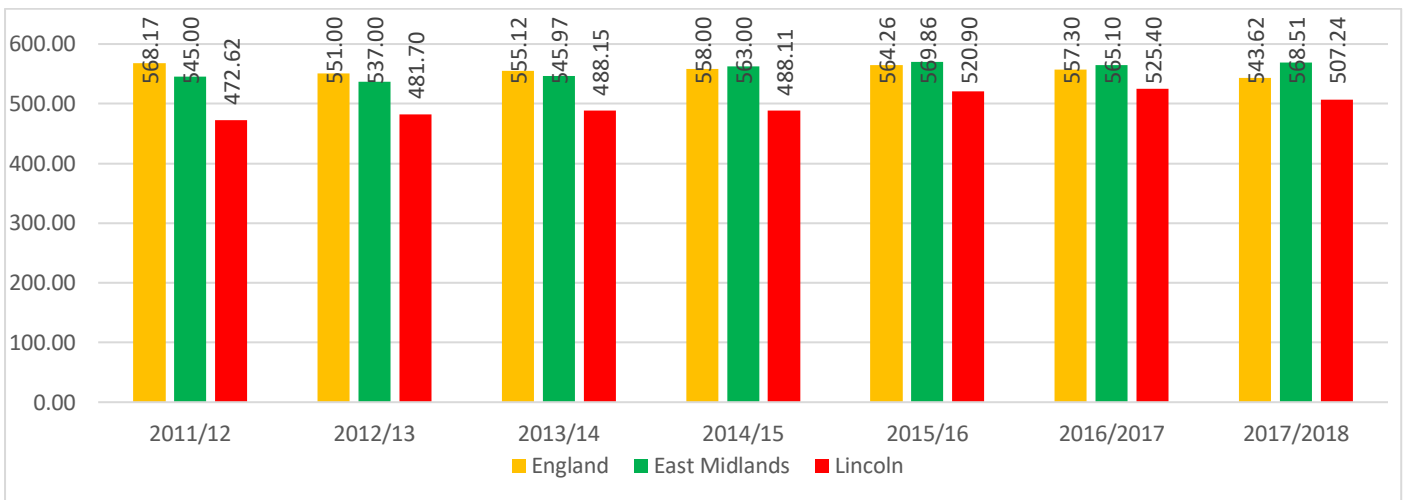


Figure 146 – LG Inform - https://lginform.local.gov.uk/reports/lgastandard?mod-metric=45&mod-area=E07000138&mod-group=AllDistrictInRegion_EastMidlands&mod-type=namedComparisonGroup

The amount of residual waste (non-recycled or composted) per household in Lincoln has gone down by 18.16Kg, at 507.24 kg per household - which is still below both England and East Midlands.

PERCENTAGE OF WASTE RECYCLED (ONLY) 2010/11 – 2017/18

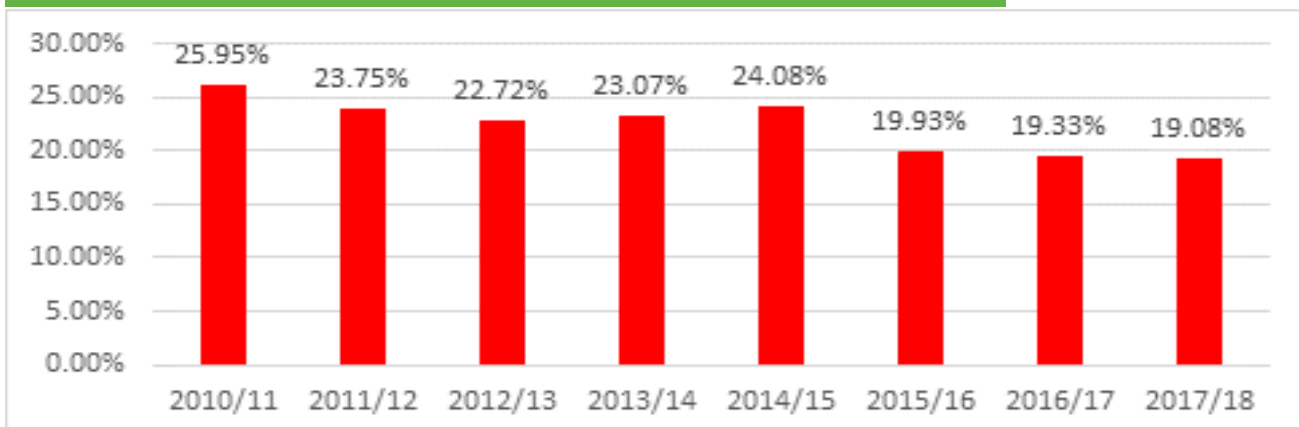


Figure 147 – Data from CoLC PIMS system

TOTAL NUMBER OF LICENSED VEHICLES IN LINCOLN 2009-2018

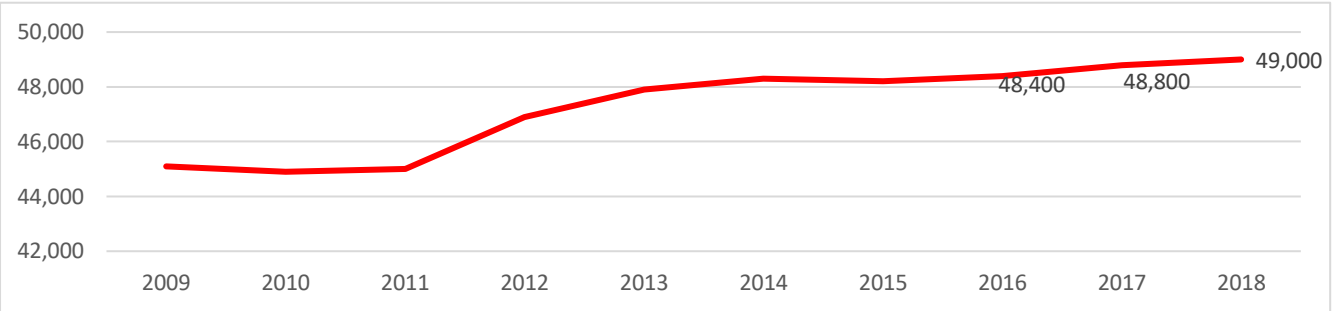


Figure 148 – GOV.UK DfT 2018 - <https://www.gov.uk/government/statistical-data-sets/all-vehicles-veh01>

The total number of licensed vehicles in Lincoln has increased by 200 since 2017, rising to 49,000 in 2018.

TOTAL NUMBER OF LICENSED CARS IN LINCOLN 2009-2018

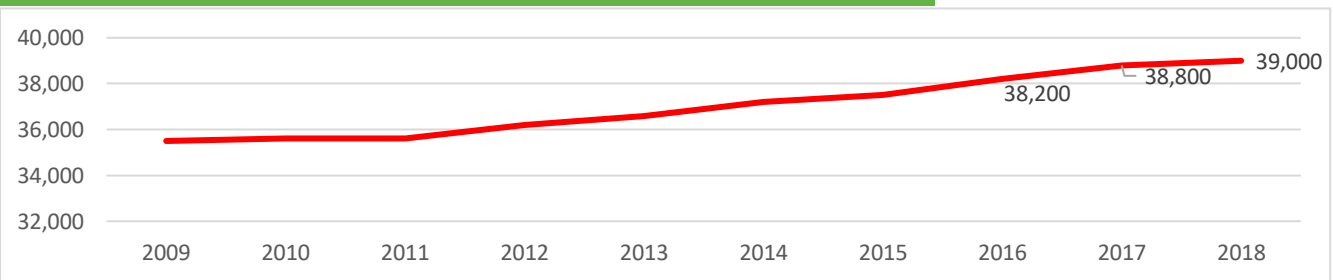


Figure 149 – GOV.UK DfT 2018 - <https://www.gov.uk/government/statistical-data-sets/all-vehicles-veh01>

The total number of licensed cars in Lincoln has increased by a further 200, rising from 38,800 in 2017 to 39,000 in 2018.

TOTAL NUMBER OF COMMERCIAL VEHICLES IN LINCOLN 2009-2018

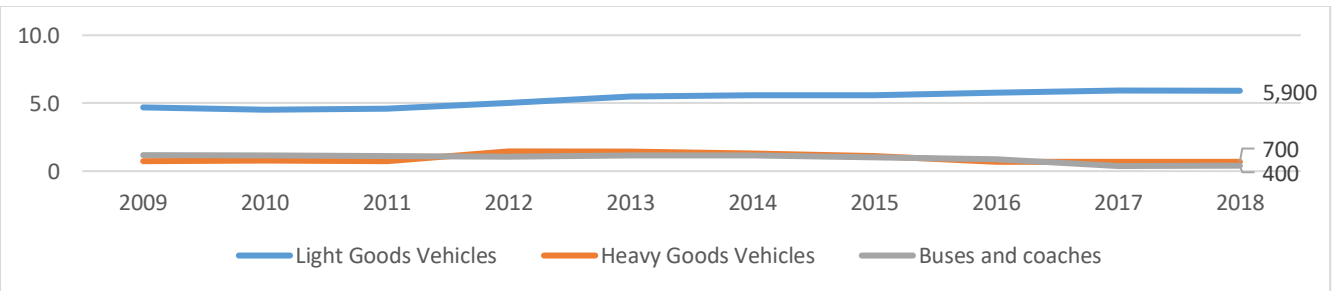


Figure 150 – GOV.UK DfT 2018 - <https://www.gov.uk/government/statistical-data-sets/all-vehicles-veh01>

In terms of commercial vehicles, the number in all three types of body class have remained static in 2018.

NUMBER OF ULTRA LOW EMISSION VEHICLES REGISTERED IN LINCOLN AS OF Q1 2019

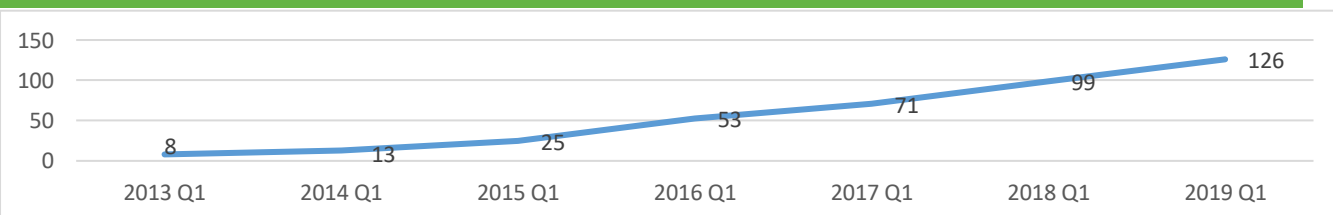


Figure 151 - <https://www.gov.uk/government/statistical-data-sets/all-vehicles-veh01> - VEH0132

Since 2016, the number of ultra-low emission vehicles has increased with rapid pace, rising from just 8 in Q1 2013 to 126 in Q1 2019.

NUMBER OF LISTED BUILDINGS BY GRADE TYPE AS OF 2019

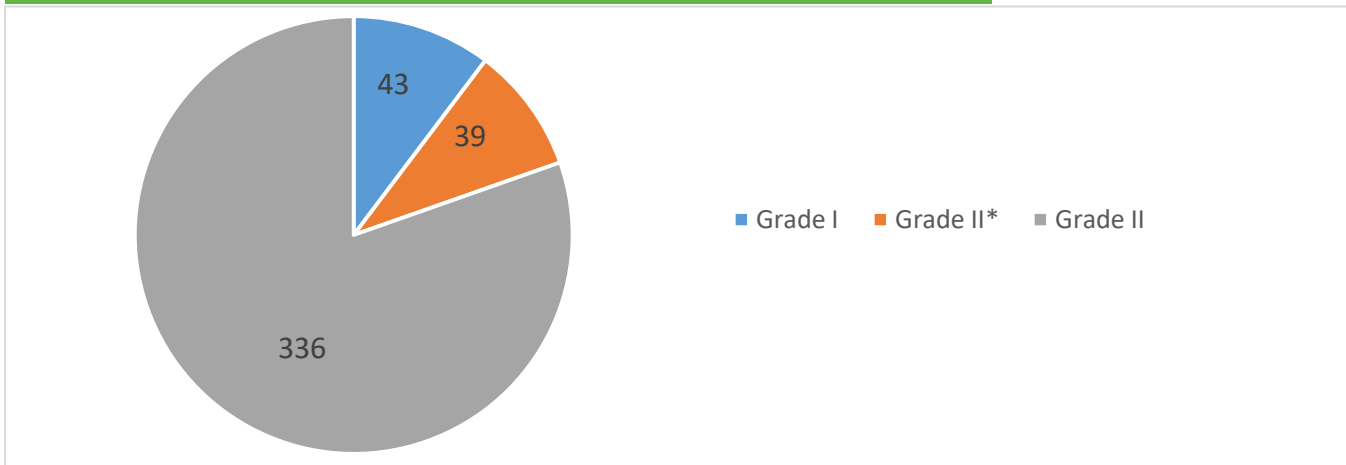


Figure 152 – Historic England (NHLE) 2018 <https://historicengland.org.uk/research/heritage-counts/2016-heritage-and-place-branding/indicator-data/local-authority-profiles/>

OTHER HISTORICAL DESIGNATED AREAS 2019

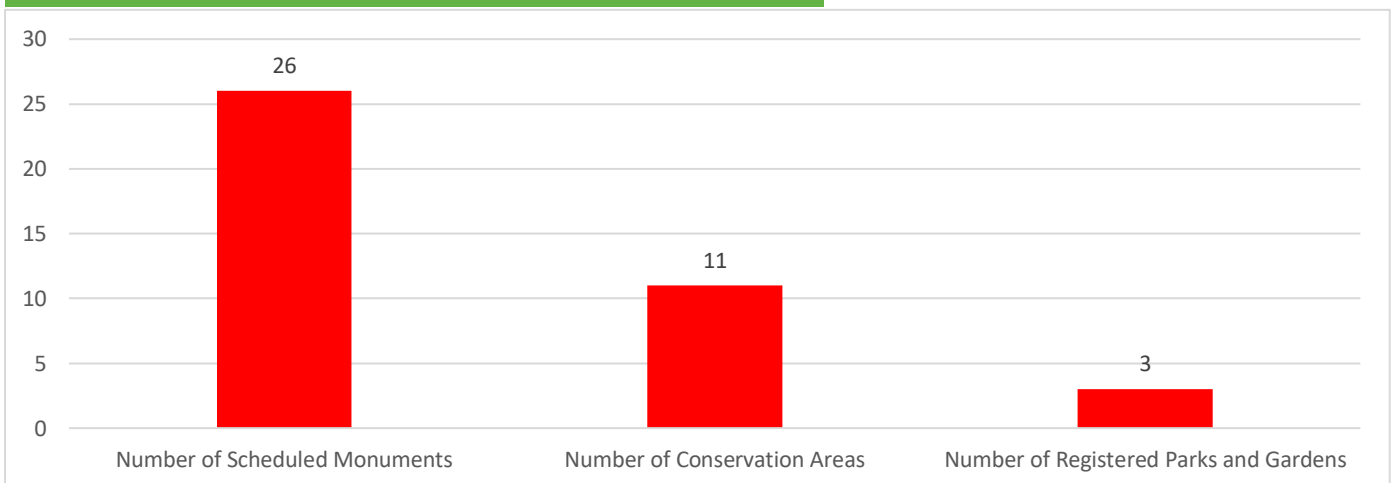


Figure 153 - Historic England, (NHLE), 2016 - <https://historicengland.org.uk/research/heritage-counts/2016-heritage-and-place-branding/indicator-data/local-authority-profiles/>

A conservation appraisal is due to take place in 2020, which may change the above figures in next year’s edition of the LCP.

HERITAGE LOTTERY FUNDING AND RESOURCES IN LINCOLN (1994/95 – 2015/16)

Value (£ million) of grants received	£41,758,244
% of total HLF spend	0.6%
Number of projects funded	82
% of all HLF projects funded	0.2%
Number. of applications submitted	143
Value of grant requested (£ million)	£54,393,359
% success rate of applications	57%

Figure 154 - Historic England, (NHLE), 2016 - <https://historicengland.org.uk/research/heritage-counts/2016-heritage-and-place-branding/indicator-data/local-authority-profiles/> (Note this is the latest data available)

Note – this data has not changed since last year

CONTRIBUTION OF CO2 BY SOURCE (KILO TONNES) IN LINCOLN FROM 2005 TO 2017

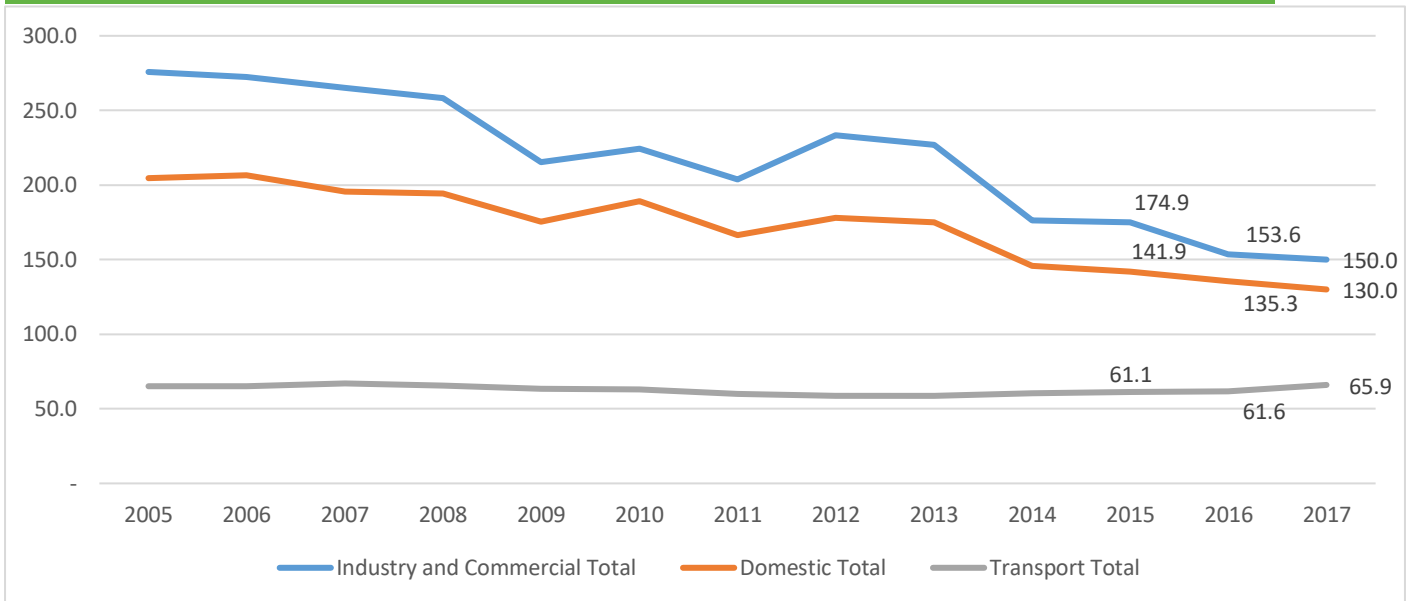


Figure 155 – <https://www.gov.uk/government/statistics/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics-2005-to-2017>

The contribution of CO₂ by “Industry and Commercial” and “Domestic” have both seen another year of considerable decreases in 2017, reducing by 3.6 and 5.3 respectively since 2016. The contribution of CO₂ from transport has seen another increase of 4.3, increasing from 61.6 in 2016 to 65.9 in 2017. Contribution by transport has increased year on year since 2014.

CO2 LEVELS IN LINCOLN VS OUR NEAREST NEIGHBOURS (KILO TONNES IN 2017)

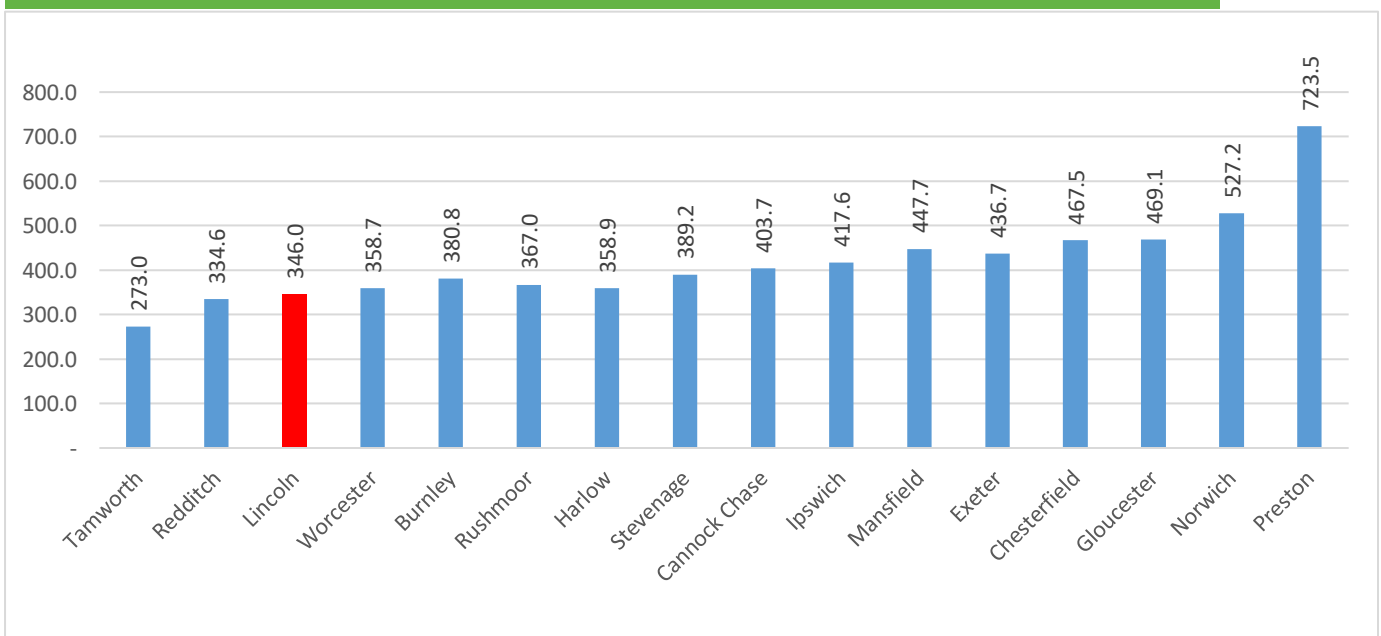


Figure 156 – <https://www.gov.uk/government/statistics/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics-2005-to-2017>

LINCOLN NO2 AIR QUALITY MANAGEMENT AREA AS OF MAY 2018



Figure 157 – CoLC - <https://www.lincoln.gov.uk/resident/litter-public-land-and-flytipping/air-quality-and-pollution/>

AUTOMATIC NO2 MONITORING LOCATIONS (MAY 2018)



- Legend**
- Automatic Monitor
 - AQMA Boundary
- Legend**
- Diffusion Tube
 - AQMA Boundary

Figure 158 – CoLC - <https://www.lincoln.gov.uk/resident/litter-public-land-and-flytipping/air-quality-and-pollution/>

NO2 DIFFUSION TUBE LOCATIONS IN LINCOLN NORTH (MAY 2018)

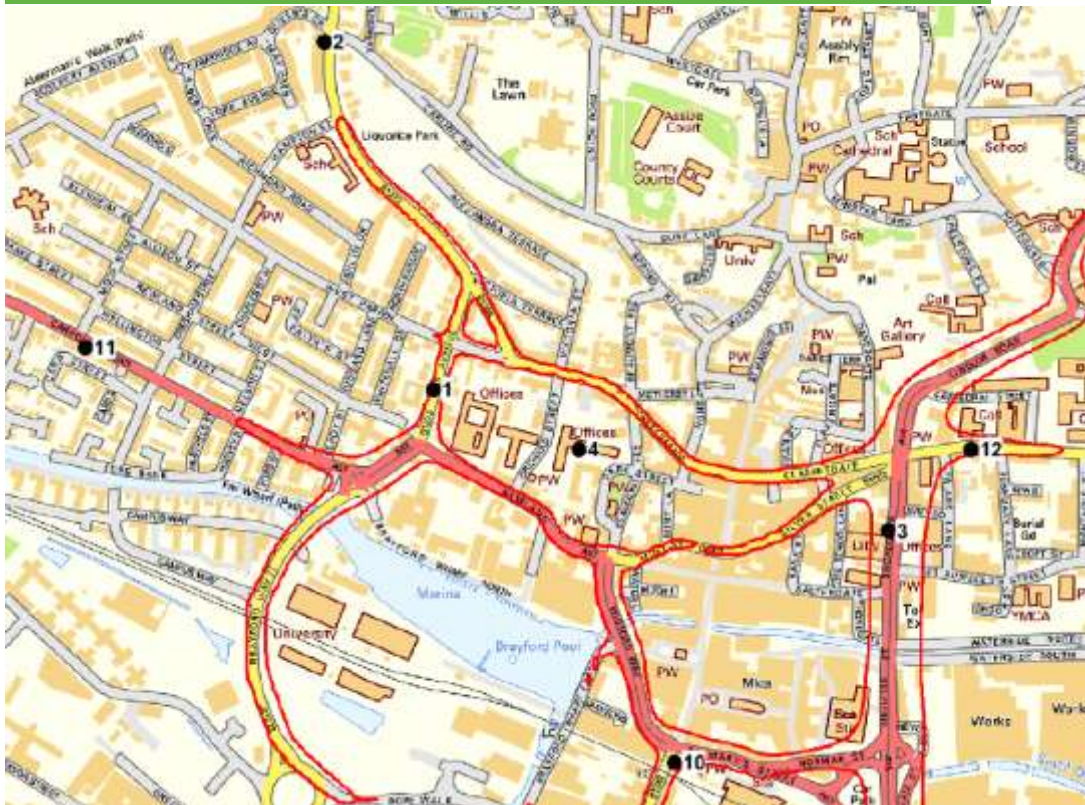


Figure 159 -- CoLC - <https://www.lincoln.gov.uk/resident/litter-public-land-and-flytipping/air-quality-and-pollution/>

NO2 DIFFUSION TUBE LOCATIONS IN LINCOLN SOUTH (MAY 2018)



Figure 160 – CoLC - <https://www.lincoln.gov.uk/resident/litter-public-land-and-flytipping/air-quality-and-pollution/>

AVERAGE MINIMUM TEMPERATURE IN LINCOLN IN DEGREES

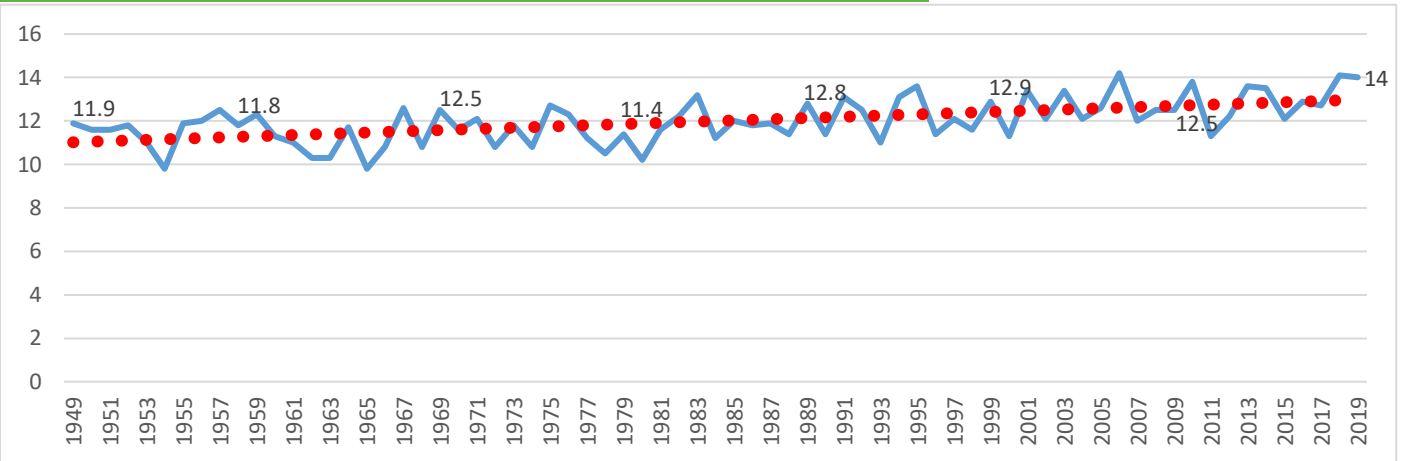


Figure 161 – MET OFFICE - <https://www.metoffice.gov.uk/research/climate/maps-and-data/historic-station-data>

AVERAGE MAXIMUM TEMPERATURE IN DEGREES

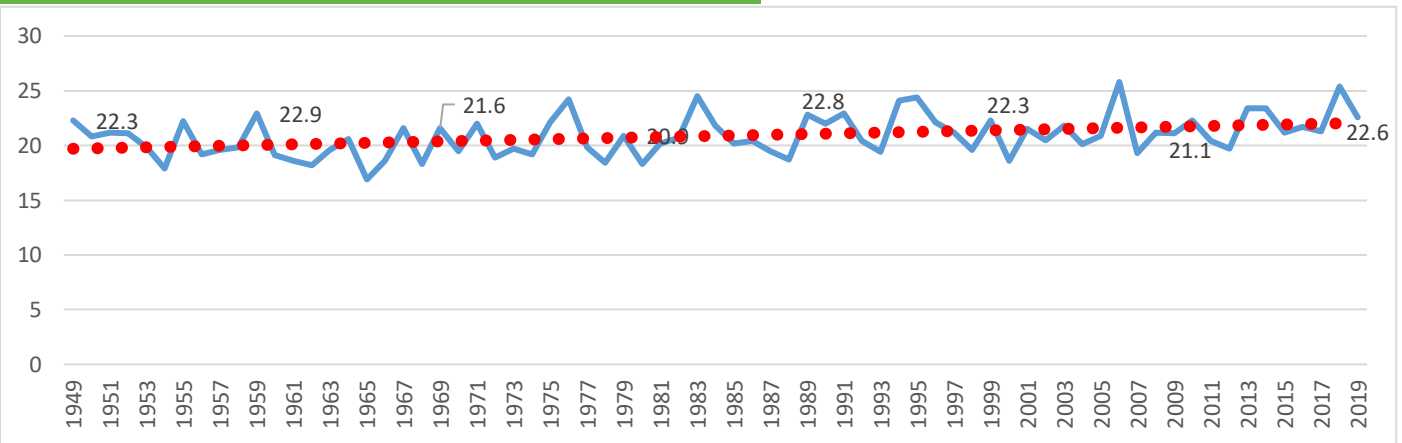


Figure 162 – MET OFFICE - <https://www.metoffice.gov.uk/research/climate/maps-and-data/historic-station-data>

AVERAGE NUMBER OF SUN HOURS IN LINCOLN

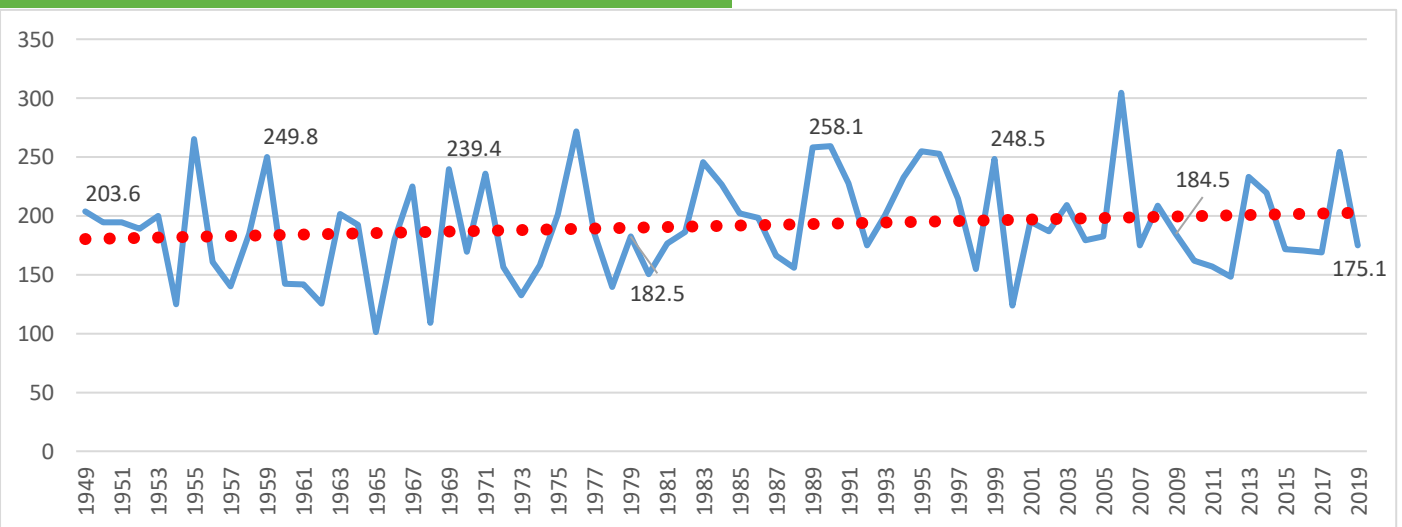


Figure 163 – MET OFFICE - <https://www.metoffice.gov.uk/research/climate/maps-and-data/historic-station-data>

AVERAGE AMOUNT OF RAINFALL IN LINCOLN IN MM

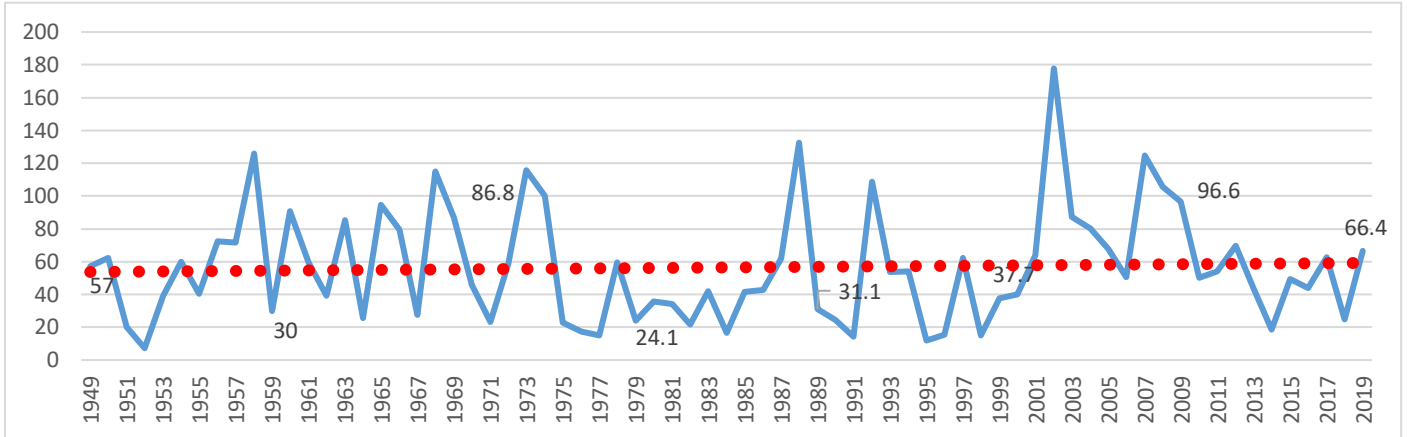


Figure 164 – MET OFFICE - <https://www.metoffice.gov.uk/research/climate/maps-and-data/historic-station-data>

NUMBER OF AIR FROST DAYS IN LINCOLN

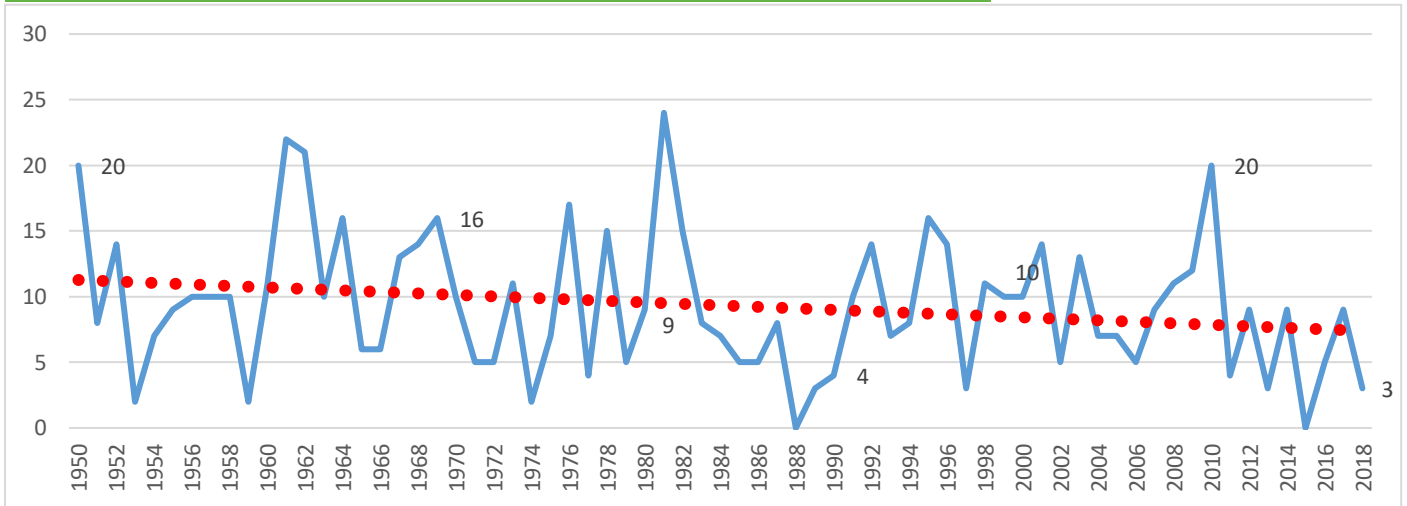


Figure 165 – MET OFFICE - <https://www.metoffice.gov.uk/research/climate/maps-and-data/historic-station-data>

Carbon neutrality is often measured by the move from motorised vehicles to zero emission transport:

PROPORTION OF RESIDENTS WHO DO ANY WALKING, FOR ANY PURPOSE, AT LEAST ONCE PER MONTH IN LINCOLN

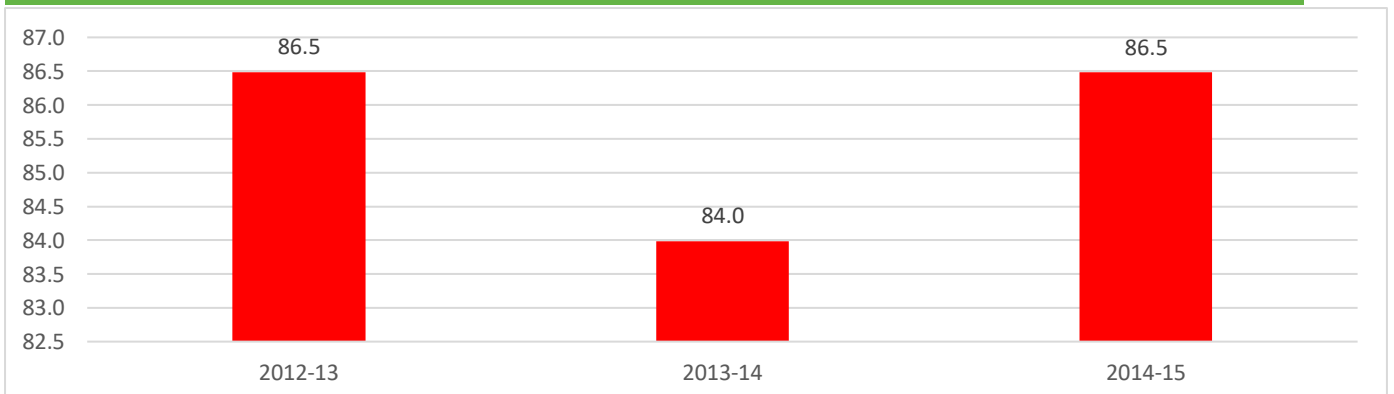


Figure 166 – GOV.UK- <https://www.gov.uk/government/statistical-data-sets/walking-and-cycling-statistics-cw>

PROPORTION OF RESIDENTS WHO DO ANY CYCLING, FOR ANY PURPOSE, AT LEAST ONCE PER MONTH IN LINCOLN

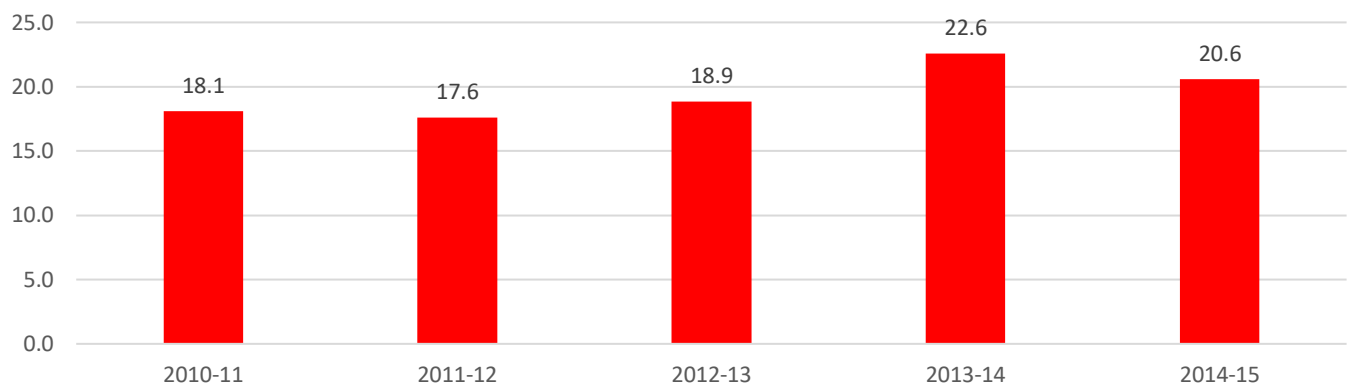


Figure 167 – GOV.UK - <https://www.gov.uk/government/statistical-data-sets/walking-and-cycling-statistics-cw>

PROPORTION OF RESIDENTS WHO DO ANY WALKING OR CYCLING, FOR ANY PURPOSE, AT LEAST ONCE PER MONTH IN LINCOLN

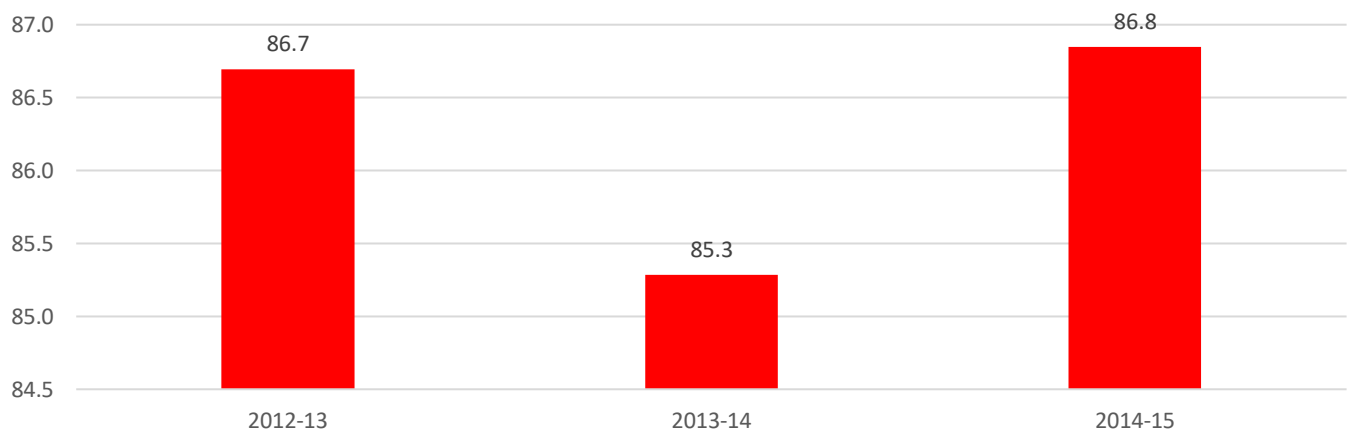


Figure 168 – GOV.UK - <https://www.gov.uk/government/statistical-data-sets/walking-and-cycling-statistics-cw>

PERCENTAGE OF PEOPLE CYCLING FOR TRAVEL IN LINCOLN (2017/18)

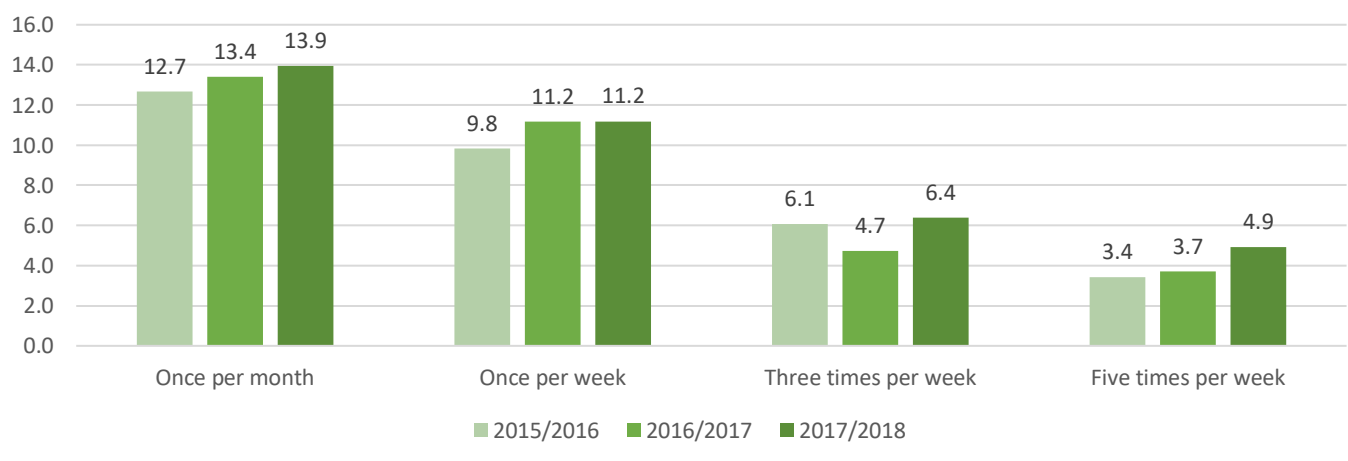


Figure 169 – Access Lincoln (Lincolnshire County Council)

HECTARES OF WOODLAND AND GRASSLAND THAT ARE ABSORBING CARBON DIOXIDE

Woodland Area	ha
South Common	11
Boultham Mere	16
Swanpool	13.5
The Phesantry	4.5
Foal Close	3
Harstholme	43
Swanholme	10
Boultham moor woods & fish ponds	7.5
Boultham park	9.3
Starmers Pit	4.5
Hospital and Skellingthorpe moor plantations	77
Birchwood Avenue	3
Arboretum	4
TOTAL	206.3
Grassland area	ha
South common	61.5
West Common	66.3
Cow Paddle	7.5
Swanpool	25
Witham valley grasslands	20
TOTAL	180.3

Figure 170 - CoLC – 2019

LIKELIHOOD OF FLOODING IN LINCOLN AS OF OCTOBER 2019

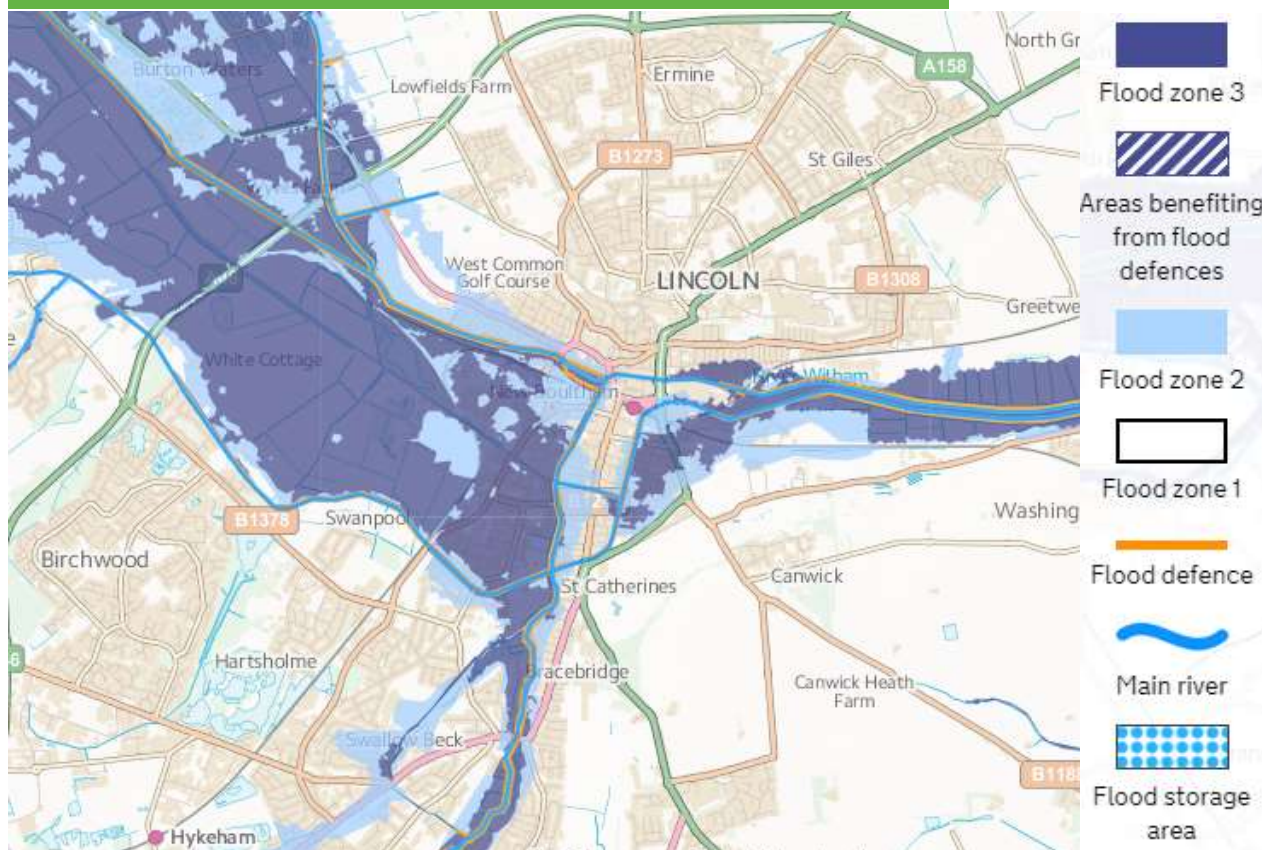


Figure 171 – GOV.UK – Flood Map for Planning - <https://flood-map-for-planning.service.gov.uk/confirm-location?easting=496500&northing=369578&placeOrPostcode=Lincoln>

LONG TERM FLOOD RISK MAP

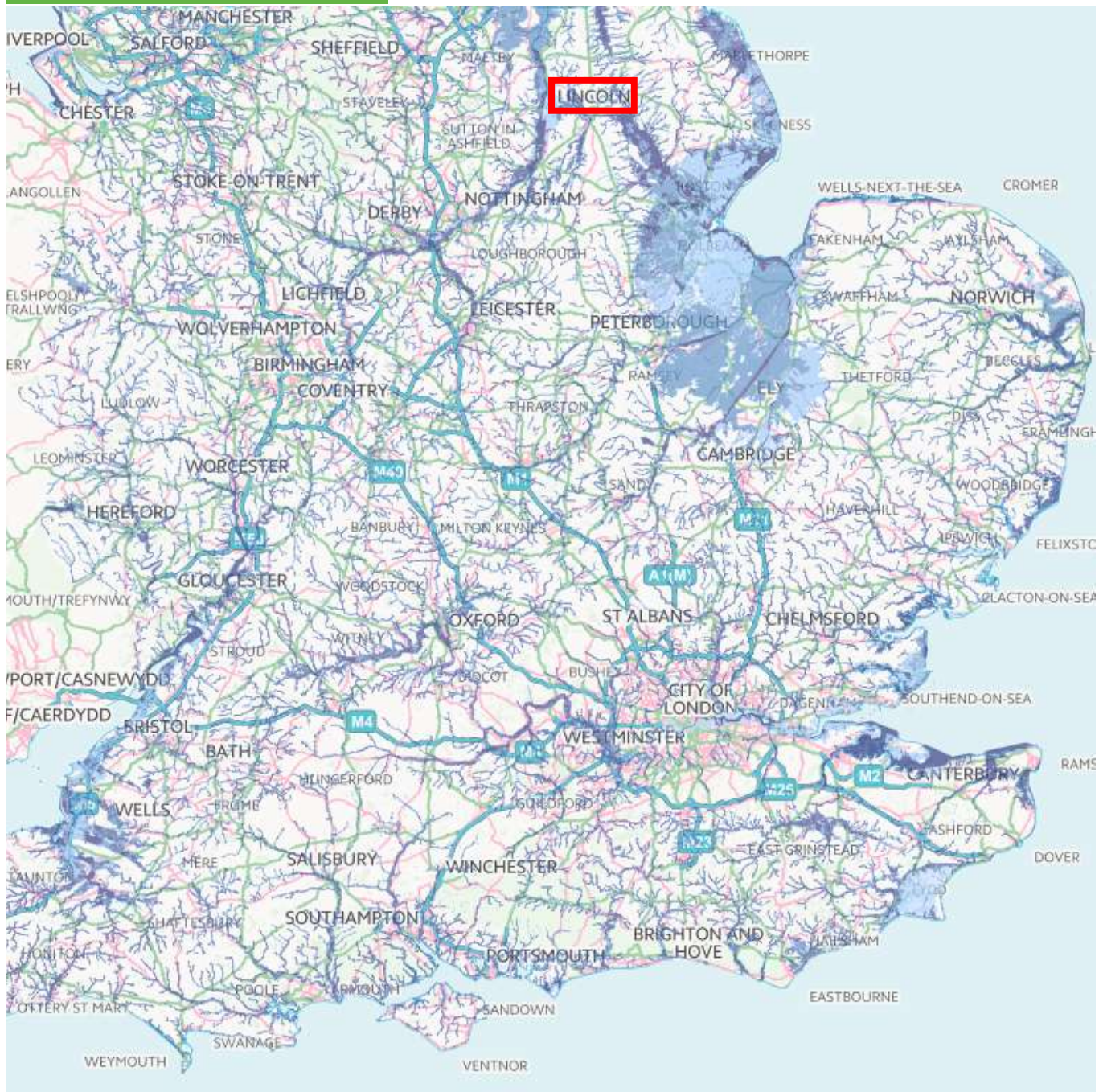


Figure 172 – GOV.UK - <https://flood-warning-information.service.gov.uk/long-term-flood-risk/map>

APPENDIX 1 – LINCOLN POVERTY PROFILE

The Lincoln Poverty Profile has previously been published as a separate document. However, due to the high level of data duplication with the Lincoln City Profile, the 2017/2018 version of the Lincoln Poverty Profile is included here as an appendix. Data sources are provided for more specific additional information on poverty not included in the Lincoln City Profile.

Population and Geography

[Lincoln Mid-Year Population Estimates 1981-2016](#)

[Age profile of Lincoln's population - 2016](#)

[Number of National Insurance Number \(NiNo\) registrations annually in Lincoln](#)

Housing

[Average price paid per year for the period 1996-2016](#)

[Cumulative number of affordable homes delivered in Lincoln](#)

[Number of possession claim orders issued by mortgage lenders - 2008/9 to 2016/17](#)

[Number of possessions claims issued by landlords](#)

[Average private rental monthly costs for properties with one bedroom - 1st April 16 to 31st March 17](#)

[Average private rental monthly costs for properties with two bedroom - 1st April 16 to 31st March 17](#)

[Average private rental monthly costs for properties with three bedroom - 1st April 15 to 31st March 16](#)

[Amount uncovered by local Housing Allowances on average rent costs 2019](#)

Low Income and Inequality

[Average \(median\) annual earning of residents in Lincoln and England](#)

[Average \(median\) earnings of full time workers in Lincoln and England](#)

[Percentage of resident children in child poverty living in low income households in Lincoln](#)

[Number of children resident in Lincoln \(aged 0-18\) who are in out of work benefit claimant households](#)

[Percentage of households in fuel poverty in Lincoln - \(using Low Income High Cost method\)](#)

[Percentage of current and main pupils on the role of schools in Lincoln and Lincolnshire who are eligible for free school meals \(by school location\)](#)

Homelessness

[Proportion of statutorily homeless households per thousand estimated total number of households - 2009/10 - 2015/16](#)

[Number of housing advice cases resulting in preventing homelessness](#)

[Homelessness preventions in Lincoln where person has been able to remain in their existing home or where they have been assisted to obtain alternative accommodation](#)

[Number of households living in temporary accommodation](#)

[Waiting list by household type – Data as of 12/1/18](#)

Education

- [5 A*-C GCSE Attainment Rates \(incl. English and Maths\) for Lincoln and Lincolnshire – LRO](#)
- [Percentage of Key Stage 1 pupils achieving at least a level 2 in reading, writing and maths - LRO](#)
- [Percentage of Key Stage 2 pupils achieving a level 4 in reading, writing and maths - LRO](#)
- [Number of Residents in Lincoln aged 16-64 with NVQ qualifications at Level 1 to 4 and above](#)
- [Percentage of people in Lincoln with no NVQ qualifications \(16-64\)](#)

Unemployment, Benefits and Welfare Reform

- [Percentage of people claiming JSA benefits in Lincoln - NOMIS](#)
- [Number of JSA claimants by age - October 2017](#)
- [Concentrations of JSA benefit recipients in Lincoln by ward - November 2017](#)
- [JSA claimants as a proportion of residents aged 16-64](#)
- [Main benefits claimed in Lincoln \(Aged 16-64\) – DWP Benefit Claimants working age client group](#)
- [Number of housing benefit recipients in Lincoln](#)
- [Number of jobs available in Lincoln](#)
- [Proportion of workless households with dependent children – LG Inform](#)
- [Council Tax Support Claimants](#)

Census (2011) data which is not included here – but you may find useful

Household composition for Lincoln and England – Census 2011

Household Tenure – Census 2011

Accommodation Type - Households - Census 2011

Percentage of residents providing unpaid care in Lincoln – Census 2011

Hours worked in Lincoln – Census 2011

APPENDIX 2 – MISCELLANEOUS CRIMES

Miscellaneous crimes against society – crime list

The below crimes are the definitions of “Miscellaneous crimes against society” which is one of the categories of crime covered in this report (page 30).

- Bigamy
- Exploitation of prostitution
- Soliciting for prostitution
- Going equipped for stealing etc.
- Making, supplying or possessing articles for use in fraud
- Profiting from or concealing proceeds of crime
- Handling stolen goods
- Threat or possession with intent to commit criminal damage
- Forgery or use of drug prescription
- Other forgery
- Possession of false documents
- Offender Management Act
- Perjury
- Aiding suicide
- Perverting the course of justice
- Absconding from lawful custody
- Bail offences
- Obscene publications etc.
- Disclosure, obstruction, false or misleading statements etc.
- Wildlife crime
- Other notifiable offences
- Dangerous driving
- Fraud, forgery associated with driver records
- Concealing an infant death close to birth

Gov.uk (2019)

APPENDIX 3 – EDUCATIONAL DEFINITIONS

Progress 8 aims to capture the progress a pupil makes from the end of primary school to the end of secondary school. It is a type of value added measure, which means that pupils' results are compared to the actual achievements of other pupils with similar prior attainment. The new performance measures are designed to encourage schools to offer a broad and balanced curriculum with a focus on an academic core at key stage 4, and reward schools for the teaching of all their pupils, measuring performance across 8 qualifications. Every increase in every grade a pupil achieves will attract additional points in the performance tables.

The first step taken is to put all pupils nationally into prior attainment groups based on their key stage 2 results, so that DfE has groups of pupils who have similar starting points to each other. This is done by working out a pupil's average performance at key stage 2 across English and mathematics. Pupils' actual test results in English and maths are converted into points and an average of the points is taken to create an overall point score. Pupils are then allocated into prior attainment groups with other pupils who have the same key stage 2 point scores as them.

Attainment 8 measures the achievement of a pupil across 8 qualifications including mathematics (double weighted) and English (double weighted), 3 further qualifications that count in the English Baccalaureate measure and 3 further qualifications that can be GCSE qualifications or any other non-GCSE qualifications on the DfE approved list. Each grade a pupil achieves is assigned a point score, which is then used to calculate a pupil's Attainment 8 score.

A school's Progress 8 score is the average score from pupils across a whole year group:

- A score of zero means pupils in this school on average do about as well at Key Stage 4 as other pupils across England who got similar results at the end of Key Stage 2.
- A score above zero means pupils made more progress, on average, than pupils across England who got similar results at the end of Key Stage 2.
- A score below zero means pupils made less progress, on average, than pupils across England who got similar results at the end of Key Stage 2.

Educational attainment - NVQ qualification definitions

The list below highlights the definitions of each qualification category according to NOMIS.

<p>No qualifications No formal qualifications held</p>	<p>NVQ 2 equivalent</p> <ul style="list-style-type: none"> • 5 or more GCSEs at grades A-C • intermediate GNVQ • NVQ 2 • Intermediate 2 national qualification (Scotland) or equivalent
<p>Other qualifications This includes foreign qualifications and some professional qualifications</p>	<p>NVQ 3 equivalent</p> <ul style="list-style-type: none"> • 2 or more A-Levels • advanced GNVQ • NVQ 3 • 2 or more higher or advanced higher national qualifications (Scotland) or equivalent
<p>NVQ 1 equivalent</p> <ul style="list-style-type: none"> • fewer than 5 GCSEs at grades A-C • foundation GNVQ, NVQ 1 • Intermediate 1 national qualification (Scotland) or equivalent 	<p>NVQ 4 equivalent and above</p> <ul style="list-style-type: none"> • HND • Degree and Higher Degree level qualifications or equivalent

APPENDIX 4 – GLOSSARY OF SOURCES



- ✓ Office for National Statistics (ONS) - <https://www.ons.gov.uk/>
- ✓ GOV.UK - <https://data.gov.uk/>
- ✓ Higher Education Statistics Agency (HESA) - <https://www.hesa.ac.uk/>
- ✓ University of Lincoln - <http://www.lincoln.ac.uk/home/>
- ✓ NOMIS - <https://www.nomisweb.co.uk/>
- ✓ Lincolnshire Research Observatory (LRO) - <http://www.research-lincs.org.uk/LROPresentationTools/UI/Pages/MappingTool.aspx>
- ✓ LG Inform - <https://lginform.local.gov.uk/>
- ✓ Public Health England Profile (PHE) - <https://fingertips.phe.org.uk/profile/health-profiles>
- ✓ Department for Education (DfE) - <https://www.gov.uk/government/organisations/department-for-education>
- ✓ City of Lincoln Council - <https://www.lincoln.gov.uk/>
- ✓ Police.UK - <https://www.police.uk/>
- ✓ Lincolnshire County Council - <https://www.lincolnshire.gov.uk/>
- ✓ Historic England - <https://historicengland.org.uk/>
- ✓ MET Office - <https://www.metoffice.gov.uk/>

SUBJECT: SAFEGUARDING POLICY

DIRECTORATE: HOUSING AND INVESTMENT

REPORT AUTHOR: PAULA BURTON – HOUSING SOLUTIONS MANAGER

1. Purpose of Report

- 1.1 To seek member approval to implement a new Safeguarding Policy.
- 1.2 The proposed policy is one that is being implemented in all district councils within Lincolnshire.

2. Executive Summary

- 2.1 Within Lincolnshire there are multi-agency safeguarding partnerships operating but until now there has not been a joint safeguarding policy that all district councils have agreed to work to.
- 2.2 The proposed policy will ensure that all districts will operate in the same way which will ensure consistency across the county and also enable the districts to support one another and assist each other should changes to working practices require amending.

3. Background

- 3.1 The City of Lincoln Council currently have a Safeguarding Policy that was developed for their own use. For the past two years there have been several discussions between all of the district councils in Lincolnshire to develop a policy and procedures that all districts could use.
- 3.2 East Lindsey District Council (EDLC), West Lindsey District Council and the City of Lincoln Council all had policies that were due to be reviewed during 2019 and ELDC rewrote their policy and procedures to ensure that all of the latest guidance and information was included and the policy could be used by all District Councils.
- 3.3 All districts have reviewed the draft policy and all proposed changes have been included. The draft copy of the policy and procedures has been to the Protecting Vulnerable People Group which is chaired by the Safeguarding Champion, the Director of Housing & Investment and the Safeguarding Lead Officer, Public Protection and Anti-Social Behaviour Manager and Legal Services Manager have all fully reviewed the policy on behalf of the City Council.

3.4 There have been changes within safeguarding and there is now more of a focus on the areas of Hate Crime and Mate Crime, Modern Slavery and Human Trafficking, County Lines and Cuckooing and Stalking. The proposed policy has been written to reflect this.

4. **Proposed Policy**

4.1 It is proposed that the Safeguarding Policy & Procedures will be implemented with immediate effect and will be due for review in the year 2022.

4.2 The policy includes the following chapters:

4.3 Chapter 1 – Safeguarding is everyone’s business – roles and responsibilities

This chapter contains information regarding which officers within the council have designated safeguarding roles and provide advice about safeguarding. It also outlines the expectations that staff and Members should maintain a professional curiosity when dealing with suspected safeguarding concerns and this chapter also advises how to escalate the concern if it is felt that partners or other agencies are not performing their role as expected.

4.4 Chapter 2 – Safeguarding Children and Young People

The Children Act 2004 (“the Act”) places a duty on key statutory agencies to safeguard and promote the welfare of children. The Act embodies five principles that are key to wellbeing in children and young people:

- Being Healthy
- Staying Safe
- Enjoying and achieving
- Making a positive contribution
- Achieving economic well being

4.5 The Working Together to Safeguard Children 2013 guidance states that Safeguarding and promoting the welfare of children is defined as:

- Protecting children from maltreatment
- Preventing impairment of children’s health or development
- Ensuring that children grow up in circumstances consistent with the provision of safe and effective care
- Taking action to enable all children to have the best outcomes

4.6 In practical terms this means that the Council has a responsibility to assist to provide a safe environment for children and young people and in which their welfare is of paramount importance.

4.7 Chapter 3 – Safeguarding Adults at Risk

4.8 This chapter applies to all situations within the Council’s operation which could potentially involve contact with adults at risk.

- 4.9 The Care Act (2014) states that “safeguarding adults is ‘protecting an adults’ right to live in safety, free from abuse and neglect. It is about people and organisations working together to prevent and stop both the risk and experience of abuse and neglect, whilst at the same time making sure that the adult’s wellbeing is being promoted”.
- 4.10 The Act requires that although first tier local authorities (Lincolnshire County Council in Lincolnshire) must make enquiries or direct others to do so, if abuse or neglect are suspected in relation to an adult and it is decided that help is needed to protect the adult, everyone involved in the enquiry must focus on improving the adult’s wellbeing and work together to that shared aim.
- 4.11 Chapter 4 – Domestic Abuse
- 4.12 Domestic abuse includes a range of abusive behaviours which are used by an abusive partner, ex-partner or family member to maintain power and control over another individual. Domestic abuse is not a one-off incident but is an ongoing pattern of behaviour. This abusive behaviour also includes Forced Marriage, so called Honour Based Violence and Female Genital Mutilation.
- 4.13 Domestic abuse is not just a disagreement. It is a pattern of behaviours, some causing physical injury, others not, some criminal, others not, but all emotionally damaging. Frequently domestic abuse includes threats of violence, suicide or threats to take children away. It may also include breaking objects, hurting pets, abusive language, sexual abuse, driving recklessly to endanger or scare the abused person, isolating family members from others, and controlling access to money, cars and other personal belongings.
- 4.14 Disclosing domestic abuse is not easy and staff, Members or volunteers must take steps to protect the victim, accept their perception of the danger they are in and listen appropriately. Information must not be shared without permission and should only be shared with others where it is appropriate (e.g. Multi-Agency Risk Assessment Conference). A risk assessment is completed with the victim and concerns about the welfare of any children take precedence over issues of confidentiality.
- 4.15 Chapter 5 – Preventing Violent Extremism
- 4.16 The Counter-Terrorism and Security Act (2015) contains a duty on specified authorities to have a due regard to the need to prevent people from being drawn into terrorism. This is known as the Prevent duty. The new Counter-Terrorism and Border Security Act (2019) ensured that the legislation is fit for the digital age and reflects contemporary patterns of radicalisation.
- 4.17 The Counter-Terrorism and Security Act (2015) enables local authorities to refer an individual at risk of being drawn into terrorism for discussion at a Channel Panel. This is a multi-agency approach designed to protect people at risk of radicalisation and prevent adults and children from being drawn into committing terrorist related activities.

- 4.18 Chapter 6 – Hate Crime and Mate Crime
- 4.19 Hate crime is an incident that is perceived by the victim or any other person to be motivated by hostility or prejudice based on a person’s actual or perceived social group. It can include physical attacks, verbal abuse, offensive graffiti, harassment, damage to property and exclusion from a group or community.
- 4.20 There is no formal definition of mate crime but it is widely accepted to be “when a person is harmed or taken advantage of by someone they thought was their friend. It is more common with people with learning disabilities and mental health conditions but not exclusive”. Examples of mate crime are financial abuse, physical abuse, emotional abuse and sexual abuse. It can be very subjective and the vulnerability of the victim must be considered.
- 4.21 These crimes should be reported to the Police and where the victim does not wish to report the incidents themselves a third party reporting centre can be used.
- 4.22 Chapter 7 – Modern Slavery and Human Trafficking
- 4.23 Modern slavery is a complex crime, often crossing international borders and involving multiple forms of exploitation. The common factors are that a victim is, or is intended to be, used or exploited for someone else’s (usually financial) gain, without respect for their human rights. The four broad ways in which perpetrators seek to exploit victims are labour exploitation, domestic servitude, sexual exploitation and criminal exploitation.
- 4.24 For a person to have been a victim of human trafficking there must have been an action, means and a purpose of exploitation.
- 4.25 For someone to have been a victim of slavery, servitude and forced or compulsory labour there must have been a means and a service provided.
- 4.26 If a case is identified or suspected it should be reported using the National Referral Mechanism to ensure that the victims receive the appropriate support for their needs. The Modern Slavery Act (2015) also places a duty on local authorities to notify the Secretary of State of any person identified in England and Wales as a suspected victim of slavery or human trafficking.
- 4.27 Chapter 8 – County Lines and Cuckooing
- 4.28 County Lines and Cuckooing are forms of criminal exploitation involving children and vulnerable adults.
- 4.29 County Lines is a major, cross-cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery and missing persons. Those who become involved in county lines are usually caught up in other safeguarding issues such as drugs, criminality, trafficking, modern slavery, sexual exploitation and gangs.
- 4.30 Cuckooing is a practice where people take over a person’s home and use the property to facilitate exploitation. The most common form of cuckooing is where drug dealers take over a person’s home and use it store or distribute drugs.

Cuckooed addresses have been linked to many county lines, with victims of all ages encountered by law enforcement in such properties.

- 4.31 There is a duty to refer any suspected activity such as county lines and cuckooing to the Police.
- 4.32 Chapter 9 - Stalking
- 4.33 Stalking is defined by the Suzy Lamplugh Trust as “a pattern of fixated and obsessive behaviour which is repeated, persistent, and intrusive and causes fear of violence or engenders alarm and distress in the victim”.
- 4.34 Although people have a perception of what a stalker is as a stranger watching someone, it is likely that someone will be stalked by someone that they know or may have been in an intimate relationship with. Stalking can cause severe anxiety, paranoia and psychological distress to a victim regardless of whether there has been any violence. The stalker usually has an emotional investment and this is one of the reasons that stalking is considered to be dangerous for the victim. Stalking can involve no violence but can also lead to the victim being murdered.
- 4.35 All staff, Members or volunteers should encourage reporting of any stalking behaviour to the Police and a S-DASH can also be completed which is a risk assessment for stalking.
- 4.36 Declarations
- 4.37 Included in the appendices of the policy are declarations that are to be signed by all staff, volunteers, Members and contractors that declare that the person signing it is aware of the safeguarding responsibilities that are expected of them.

5. **Strategic Priorities**

- 5.1 Let's reduce inequality
- 5.2 Safeguarding children and vulnerable adults is at the heart of reducing inequality.
- 5.3 The proposal to implement a revised Safeguarding Policy will ensure that the residents of Lincolnshire receive a consistent practice with the way in which district councils process any safeguarding concerns they may have.

6. **Organisational Impacts**

- 6.1 Finance (including whole life costs where applicable) - There are no financial implications.
- 6.2 Legal Implications including Procurement Rules - There are no direct legal implications arising from this report at this time.
- 6.3 Equality, Diversity and Human Rights

6.4 The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

6.5 It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

6.6 The Policy will ensure that anyone will be safeguarded against exposure to the different elements contained in the policy. Those who exhibit a protected characteristic would automatically be covered by this policy, and therefore there is no negative impact on anyone displaying a protected characteristic.

6.7 Human Resources - There are no direct HR implications arising from this report at this time.

7. Risk Implications

7.1 There are no risks identified with implementing this policy.

8. Recommendation

8.1 That the Safeguarding Policy be approved.

Is this a key decision? Yes

Do the exempt information categories apply? No

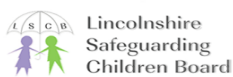
Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply? No

How many appendices does the report contain? Two

List of Background Papers: None

Lead Officer: Paula Burton Housing Solutions Manager
Telephone (01522) 873734

Safeguarding Policy & Procedures 2019 - 2022



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Introduction and Policy Overview



Introduction

Safeguarding encompasses a range of legal duties and responsibilities designed to protect people's health, wellbeing and human rights, and support them in preventing problems from escalating and enabling them to live free from harm, abuse and neglect.

City of Lincoln Council has a range of statutory duties to carry out in relation to safeguarding and promoting the wellbeing of individuals and communities. This policy has been written to support the Council in protecting those who need safeguarding by providing a reference point and guidance for staff, elected members, volunteers, key contractors, consultants and directly commissioned providers acting on behalf of the Council. It seeks to provide practical guidance to ensure that the Council plays its full part in safeguarding and promoting the wellbeing of its individuals and communities at all times.

Safeguarding involves a number of key agencies. Although not an exhaustive list this would typically include: Criminal Justice Agencies, Children's Services, Adult Social Care and Health Agencies. Our duties do not extend to areas which would be considered the responsibility of our partners but we nonetheless have duties to cooperate and to have effective processes in place with regard to collaboration.

It is important that a consistent and effective approach is adopted across the Council to ensure we meet our statutory responsibilities, protect the community and protect the reputation of the Council. Broadly speaking, our safeguarding responsibilities include:

- Having effective safeguarding policies and procedures in place;
- Knowing how to identify concerns;
- Having a properly trained, knowledgeable and capable workforce;
- Referring concerns to partner agencies;
- Working closely with partners such as the police, social services, health agencies and other local authorities;
- Undertaking and participating in regular audit and scrutiny to test our effectiveness.

Overview and Policy Commitment

This Policy aims to protect: children, young people and adults who need safeguarding, including employees, volunteers, apprentices and students; those who use our services or are cared for by others who use our services; and those with whom our staff, elected members, volunteers, key contractors and directly commissioned providers acting on behalf of the Council have contact.

It aims to:

- Ensure that the Council plays its full role in safeguarding and promoting the health, welfare and wellbeing of children, young people and adults at risk, at all times;
- Raise awareness of the duty of care and responsibilities relating to safeguarding throughout the Council;
- Ensure a person-centred approach which puts people's own needs and wishes first, hears their voice, respects their views and upholds their human rights;
- Achieve the best possible outcomes for all individuals, including enabling all children and young people to 'Stay Safe, Be Healthy, Enjoy and Achieve, Make a Positive Contribution and Achieve Economic Wellbeing' (Children Act 2004);

- Secure stable relationships with professionals built on trust, with consistent support to meet their individual needs and with all decisions taken in line with the Mental Capacity Act (MCA) 2005;
- Ensure that everyone involved gets the support they need before a problem escalates;
- Provide a proportionate, timely, supportive, informed and professional response to anyone experiencing abuse or neglect;
- Actively encourage good practice amongst staff and promote wider awareness where possible (for example partner organisations and service user groups);
- Create a safe and healthy environment within all of our services, avoiding situations where abuse or allegations of abuse may occur;
- Ensure that we safely recruit, train, supervise and support staff, elected members and volunteers appropriately and in accordance with Disclosure and Barring Service (DBS) guidance and the Council's DBS Policy:
<https://www.gov.uk/government/organisations/disclosure-and-barring-service>

External Links and Information

Safeguarding is complex and wide ranging. Given the breadth of importance of the areas contained within this policy, it cannot and must not be read and taken in isolation. Links to important external procedures and processes are included throughout the document and must be followed. The principle external links are:

- Lincolnshire Safeguarding Children Partnership (LSCP) Multi Agency Policy & Procedures and Meeting the Needs of Children in Lincolnshire: www.lincolnshire.gov.uk/lscp
- Lincolnshire Safeguarding Adults Board (LSAB) Multi Agency Policy and Procedures: <https://www.lincolnshire.gov.uk/lsab/>
- Lincolnshire Multi Agency Domestic Abuse Guidance: www.domesticabuselincolnshire.com
- Lincolnshire Prevent / Channel Process: <https://www.lincs.police.uk/reporting-advice/terrorism/preventing-extremism/>
- Hate Crime Information and Guidance: www.stophate.co.uk
- Modern Slavery and National Referral Mechanism: <https://www.gov.uk/government/publications/human-trafficking-victims-referral-and-assessment-forms/guidance-on-the-national-referral-mechanism-for-potential-adult-victims-of-modern-slavery-england-and-wales>

Human Trafficking: <https://www.gov.uk/government/publications/victims-of-human-trafficking>
Throughout this document we use and make reference to various acronyms, so have provided a glossary below.

Glossary of Terms

Anti-Social Behaviour	ASB	Behaviour causing or likely to cause harassment, alarm and distress.
Anti-Social Behaviour Risk Assessment Conference	ASBRAC	Multi-agency risk assessment conference for victims of anti-social behaviour. Targeting high end ASB to protect the most vulnerable.
CHANNEL		Multi-agency approach to protect people at risk from radicalisation.
CONTEST		The Governments counter terrorism strategy.
Customer Service Centre	CSC	Lincolnshire County Council mechanism to make safeguarding referrals or raise safeguarding queries.

Domestic Abuse, Stalking & Harassment and Honour Based Violence risk assessment	DASH	Approved risk assessment tool used by professionals to identify risk of domestic abuse and to inform future safety planning and referrals to MARAC. http://www.dashriskchecklist.co.uk
Domestic Abuse Strategic Management Board	DASMB	A multi-agency board focussed on preventing, responding to and reviewing responses to domestic abuse in Lincolnshire. A sub group of the LCSP.
Disclosure and Barring Service	DBS	The DBS helps employers make safer recruitment decisions and prevent unsuitable people from working with vulnerable groups, including children.
Independent Domestic Violence Advisor	IDVA	IDVA's support high risk domestic abuse victims at a point of crisis, supporting them to plan appropriate safety management strategies.
Independent Sexual Violence Advisor	ISVA	Similar to the role of an IDVA, but supporting victims of sexual violence to access support and safety planning.
Lincolnshire Safeguarding Adults Board	LSAB	A statutory multi-agency partnership, comprising of a range of organisations that all have stakeholder interest in the safeguarding adult's agenda. https://www.lincolnshire.gov.uk/lsab
Lincolnshire Safeguarding Children Partnership	LSCP	A statutory multi-agency board made up of representatives from the Local Authority, Police, Health Service, Probation Trust, Youth Offending Service, the Voluntary Sector and others. Soon to change from Board to Partnership. https://www.lincolnshire.gov.uk/lscb
Multi-Agency Risk Assessment Conference	MARAC	Multi-agency meetings where information about high risk domestic abuse victims (those at risk of murder or serious harm) is shared to develop a risk focussed, coordinated safety plan to support the victim.
Mental Capacity Act (2015)	MCA	The Mental Capacity Act 2005 covers people in England and Wales who can't make some or all decisions for themselves. The ability to understand and make a decision when it needs to be made is called 'mental capacity'.
National Referral Mechanism	NRM	The National Referral Mechanism (NRM) is a framework for identifying and referring potential victims of modern slavery and ensuring they receive the appropriate support.
PREVENT		A key strand of the Government's counter-terrorism strategy. Its main objective is to stop people becoming terrorists or supporting violent extremism.
Safer Lincolnshire Partnership	SLP	A statutory multi-agency board focussed on reducing crime and promoting community safety in Lincolnshire. https://www.lincolnshire.gov.uk/safer-lincolnshire-partnership/
Vulnerable Adult Panel	VAP	A local multi-agency panel to identify and progress housing and support solutions for households with complex needs.

Monitoring and Review

This Policy and its Procedures will be fully reviewed every three years and signed off by the **Executive Committee**. The Policy will also be reviewed on an annual basis and updated where appropriate: however, if a weakness is identified in procedures or national guidelines change between reviews, the policy will be reviewed and revised by the Lead Safeguarding Officer, agreed by the protecting Vulnerable People Group and signed off by the Portfolio Holder, with the decision recorded and published.

Changes to the policy or procedures will be communicated via management team and communication emails, with details placed on the intranet. Service Managers are responsible for ensuring the timely and accurate dissemination of information to their teams, supported by the Protecting Vulnerable People Group.

All policy revisions will be dated and recorded in the table below.

Version	Reason for change:	Amended by: (position & date)	Approved by: (position & date)	Published date:
1.0	Full 3 yearly review	Rebecca James Safeguarding Coordinator East Lindsey District Council & Paula Burton, Lead Safeguarding Officer September 2019	Daren Turner, Safeguarding Champion October 2019	October 2019

Chapter 1 – Safeguarding is Everyone’s Business



Safeguarding Responsibilities

Safeguarding is everyone's business. This policy provides guidance for anyone working on behalf of the Council who may come into contact with children, young people, vulnerable adults and their families. This policy affects every City of Lincoln Council staff member, elected member, volunteer and anyone working on behalf of and / or representing the Council.

All individuals to whom this policy and procedures apply must know where and how to access it, have a clear understanding of how, why and who to contact with their concerns and complete appropriate training in order to fulfil their responsibility in being able to identify and respond to wellbeing concerns, abuse or alleged abuse and poor practice. All officers who visit people's homes must be particularly alert to signs of abuse or neglect. All officers must always report and respond to concerns, doing so swiftly to ensure the safety and wellbeing of anyone at risk or suspected of being at risk. All employees should discuss concerns with the appropriate person or organisation as set out throughout this policy and its associated procedures. Please see the [safeguarding incident flowchart](#) at **Appendix D** for further information.

It is the responsibility of those who have a role in engaging services, e.g. Directors and Service Managers, to ensure that volunteers, key contractors, consultants and directly commissioned providers acting on behalf of the Council meet these requirements.

IMPORTANT: If anyone subject to this policy finds, for whatever reason, they do not believe that they can fully comply with all requirements they must notify the Designated Safeguarding Officer or a Deputy Designated Safeguarding Officer immediately:

Safeguarding Champion:

Director of Housing and Investment

Lead Safeguarding Officer:

Housing Solutions Manager
Email: Safeguarding@lincoln.gov.uk
Tel: 01522 873734

Deputy Designated Safeguarding Officers:

PPASB & Licensing Service Manager
Email: Safeguarding@lincoln.gov.uk
Tel: 01522 873204

Tenancy Services Manager
Tel: 01522 873611

Housing Business Support Manager
Tel: 01522 873229

Corporate Safeguarding Structure

Whilst safeguarding is everyone's business, the Council has named officers who take specific responsibility for:

COLC Safeguarding Policy

- Supporting staff to report concerns;
- Developing and reviewing policies and procedures;
- Working in partnership with other organisations to develop best practice and shared learning
- Providing, coordinating and monitoring training for staff and elected members;
- Providing training to all new staff and elected members as part of the council's induction process;
- Ensuring engagement and compliance with audit frameworks;
- Implementing audit recommendations and changes to legislation;
- Engaging in serious case reviews and domestic homicide reviews;
- Hosting a corporate safeguarding group that is represented by all service areas.

The City of Lincoln Council corporate safeguarding roles and responsibilities are set out below:

Corporate Safeguarding Role	Overview of Responsibilities	Corporate Lead Officer(s)
Lead Safeguarding Officer (LSO)	The Lead Safeguarding Officer has overall responsibility for safeguarding and will: Represent the council on safeguarding matters at an external and strategic level and have overall responsibility for ensuring the council is meeting its safeguarding requirements; Represent the council in the instance of any serious case review or domestic homicide review; Be the council spokesperson in the event of any public / media enquiries; Review the safeguarding policy and procedures; Maintain communication channels with outside agencies, including attending meetings; Ensure that all cases are collated, recorded, reported and reviewed, and all requests for information are responded to within the required timescales to support case reviews, inspections, etc.	Housing Solutions Manager
Deputy Designated Safeguarding Officer	Deputy Designated Safeguarding Officers will: Deputise for the Lead Safeguarding Officer as required; Advise staff on responding to and referring safeguarding concerns;	PPASB & Licensing Service Manager, Tenancy Services Manager, Housing Business Support Manager
Prevent Lead	The Prevent Lead will: Represent the Council at relevant meetings; Ensure the website, intranet and Safeguarding policy contain up-to-date information and advice; Recommend training for staff/elected members; Provide advice to Safeguarding Officers on Prevent/Channel referrals.	PPASB & Licensing Service Manager
Safer Recruitment	Employers need to identify candidates who may be unsuitable for certain jobs, especially work that involves vulnerable groups including children. The safer recruitment lead will:	Service Managers, Human Resources

	<p>Ensure that City of Lincoln Council makes safe recruitment decisions in line with the requirements of the Disclosure and Barring Service (DBS);</p> <p>Ensure that the Council's DBS policy is up to date and reviewed in line with any legislative changes.</p> <p>HR (provided by PSPS Ltd) will:</p> <p>Support safeguarding leads to identify posts that need DBS clearance;</p> <p>Undertake DBS checks for all identified posts;</p> <p>Advise management of strategic risks relating to people;</p> <p>Maintain records to demonstrate current compliance of DBS for identified posts.</p>	
Protecting Vulnerable People Group	<p>This group has a pivotal role in ensuring that safeguarding is effectively managed and understood across the organisation and to ensure safeguarding compliance.</p> <p>The group takes responsibility for delivery of the Council's safeguarding actions.</p>	
Service Managers and Line Managers	<p>Service Managers and Line Managers are responsible for increasing safeguarding awareness in their services. Dealing with abuse and neglect can be stressful and distressing and staff can be left feeling concerned about a situation or case they have experienced. They will:</p> <p>Support and supervise staff appropriately;</p> <p>Ensure that their team members complete all relevant training requirements;</p> <p>Disseminate safeguarding information to teams, supported by the Protecting Vulnerable People Group;</p> <p>Respond promptly to requests for information regarding specific cases and maintain clear communication with the Lead Safeguarding Officer, and good working relationships with other agencies to address any difficulties between front line staff;</p> <p>Support the review of this policy and its procedures where required;</p> <p>Ensure that all concerns and cases are logged via the Council's safeguarding tracker (either reporting a concern or notifying the Lead Safeguarding Officer of assessments and action taken).</p>	

Training and Development

It is essential that everyone to whom this safeguarding policy applies is able to recognise and respond to possible safeguarding risks and issues across all relevant policy areas. The level of training and knowledge required by each person is determined by their role and their level of contact with vulnerable customers – all roles within the organisation have been categorised using the requirements of the National Competencies Framework (NCF) for Children and Adults.

All training is delivered either face to face or via e-learning modules which are either delivered in partnership with, or endorsed by the respective safeguarding, domestic abuse, prevent boards and strategic groups. **Safeguarding training is mandatory.** If you are unsure which level of training is

COLC Safeguarding Policy

relevant to your role or if you have any questions, please contact a safeguarding champion or your line manager for advice.

Training is completed on a six year rolling programme. The e-learning modules can be accessed through the [safeguarding page](#) on the intranet. To find out which training you need to complete, please see the tables below or go to the safeguarding page on the intranet.

Training Group	Definition for Grouping	Who is this?
1	Those with infrequent contact with children, young people and vulnerable adults who may become aware of possible abuse, neglect or maltreatment.	All staff, volunteers, general contractors, consultants
2	Those with regular contact or periods of intense but irregular contact with children, young people, and vulnerable adults who may be in a position to identify concerns regarding abuse, neglect or maltreatment.	Key contractors, housing wellbeing and community safety, staff involved in home visits
3	Operational Managers at all levels. Senior managers responsible for strategic management of services. Those with oversight of systems, policies and procedures in their department.	Service managers, senior officers, management team
4	Designated lead professionals in TAC, child protection, MAPPA and MARAC work. Those responsible for ensuring their organisation is at all levels fully committed to safeguarding and have appropriate systems and resources in place.	Named staff in housing wellbeing and community safety, safeguarding assistant, designated safeguarding officer, deputy designated safeguarding officers

E-Learning Modules	Training Group
INDUCTION:	
Introduction to Safeguarding Everyone in Lincolnshire	All, councillors
Safer Recruitment	3, 4
2019/20	
Safeguarding Adults	All
Introduction to Safeguarding Children	1
Awareness of Child Abuse & Neglect (Foundation)	3
Awareness of Child Abuse & Neglect (Core)	2, 4
Introduction to Integrated Working (early help assessment/lead professional/information sharing)	2, 4
2020/21	
Friends Against Scams	All
Awareness of Domestic Violence and Abuse	All
Basic Awareness of Child & Adult Sexual Exploitation	1, 3

Safeguarding Children from Abuse by Sexual Exploitation	2, 4
Safeguarding and Leadership	3, 4
2021/22	
Understanding Pathways to Extremism and the Prevent Programme	All
Trafficking, Exploitation & Modern Slavery	All
Introduction to FGM, Forced Marriage, Spirit Possession & Honour Based Violence	2, 4
LSCP Pre-Birth Protocol	2, 4
LSCP Mobile Families Guidance	2, 4
2022/23	
Mental Capacity Act	All
Hate Crime	All
Deprivation of Liberty Safeguards	2, 4
Hidden Harm	2, 4
Self-Harm and Suicidal Thoughts in Children & Young People	2, 4

Elected Members: All elected members will be offered safeguarding training when they are elected, as part of the induction process. They will also be required to complete the e-learning induction module 'Introduction to Safeguarding Everyone in Lincolnshire' during their first year in office. Elected Members will be offered opportunities to increase their safeguarding awareness through e-learning modules and thematic training offered annually as part of Reserved Member Days.

Staff without IT access: All staff without IT access will need to attend safeguarding briefing sessions. The briefing will cover general safeguarding principles, personal responsibilities and who to contact with any concerns.

Face to Face Training: Certain roles, mainly those in training group 4, will require more in-depth, face-to-face training. This will be a decision for line managers and service managers in relevant departments e.g. Public Protection, Homelessness, Housing and Wellbeing. Below is a list of available training. Please speak to your line manager if you feel any of these modules may be beneficial for you.

Face-to-Face Training	Days
Inter-Agency Safeguarding Children and Young People (there is an e-learning refresher module to complete 2 years after this course 'Safeguarding Children Refresher')	2
Safer Workforce (Safer Recruitment) Group 3 & 4	1
Child Sexual Exploitation	1
Working with Uncooperative and Hostile Families	1
Inter-Agency Safeguarding Adults	1
Domestic Abuse Training	1

Reporting Concerns

Throughout this policy you will see the 'jigsaw' logo. **To report a concern, you can click on this logo anywhere in the policy or on the intranet.** This will enable you to forward your concerns using an [online reporting form](#) which must then be sent to Safeguarding@lincoln.gov.uk. Once your concern has been received, the next steps and appropriate action will be decided.



Alternatively, and for staff without IT access, please speak to your supervisor/line manager to report a concern.

If you feel that a child, young person or vulnerable adult is at immediate risk of significant harm, then you call the Police on 999. If however you think they are at risk but that risk is not immediate, you must take appropriate action, calling 101 if you think a crime has been committed, and by reporting the matter to the LCC Customer Services Centre (CSC) on 01522 782111 for children, 01522 782155 for adults, or emergency out of hours 01522 782333.

In all cases you should report the incident to the Lead Safeguarding Officer accordingly.

Customer facing, front line services are most likely to come across safeguarding concerns in their day to day roles and should have an enhanced level of awareness. These staff groups/services will be more experienced in engaging with external agencies to report safeguarding concerns and should do so wherever possible (this should still be logged through the Council's safeguarding tracker system).

Confidentiality

Every effort should be made to ensure that confidentiality is maintained for all concerned. Information should be handled and disseminated on a need to know basis only. It is extremely important that allegations or concerns are not discussed, as any breach of confidentiality could be damaging to the child, young person or vulnerable adult, to their family and any child protection, adult safeguarding or police investigations that may follow.

Informing the parents of a child or young person you have concerns about needs to be dealt with in a sensitive way and should be done in consultation with children's services / police. Any individual under suspicion has the right to be notified about the cause for concern. It is important that the timing of this does not prejudice any investigation.

Recorded information (both paper and electronic) should be stored in a secure place, with access limited to officers named within the corporate safeguarding structure, in line with data protection laws.

If enquiries arise from the public (including parents) or any branch of the media, it is vital that staff, elected members, volunteers and anyone working for or on behalf of the Council are briefed as required so that they do not make any comments regarding the situation. The Lead Safeguarding Officer will be the designated spokesperson in the event of any public / media enquiries. In the absence of the Lead Safeguarding Officer, the query should be escalated to the Safeguarding Champion.

Information Sharing: COLC is signed up to the Safer Lincolnshire Partnership Information Sharing Agreement, allowing full sharing of information between signatories, with the constraints of the GDPR. COLC is also signed up to specific information sharing agreements referring to Multi-Agency Risk COLC Safeguarding Policy

Assessment Conference (MARAC), Missing and Child Exploitation (MACE), Anti-Social Behaviour Risk Assessment Conference (ASBRAC), Sentinel and Assisting Rehabilitation through Collaboration (ARC, previously IOM). These agreements are updated annually.

The Seven Golden Rules of Information Sharing

1. Remember that the General Data Protection Regulation (GDPR), Data Protection Act 2018 and human rights law are not barriers to justified information sharing, but provide a framework to ensure that personal information about living individuals is shared appropriately.
2. Be open and honest with the individual (and/or their family where appropriate) from the outset about why, what, how and with whom information will, or could be shared, and seek their agreement, unless it is unsafe or inappropriate to do so.
3. Seek advice from other practitioners, or your information governance lead, if you are in any doubt about sharing the information concerned, without disclosing the identity of the individual where possible.
4. Where possible, share information with consent, and where possible, respect the wishes of those who do not consent to having their information shared. Under the GDPR and Data Protection Act 2018 you may share information without consent if, in your judgement, there is a lawful basis to do so, such as where safety may be at risk. You will need to base your judgement on the facts of the case. When you are sharing or requesting personal information from someone, be clear of the basis upon which you are doing so. Where you do not have consent, be mindful that an individual might not expect information to be shared.
5. Consider safety and well-being: base your information sharing decisions on considerations of the safety and well-being of the individual and others who may be affected by their actions.
6. Necessary, proportionate, relevant, adequate, accurate, timely and secure: ensure that the information you share is necessary for the purpose for which you are sharing it, is shared only with those individuals who need to have it, is accurate and up-to-date, is shared in a timely fashion, and is shared securely (see principles).
7. Keep a record of your decision and the reasons for it – whether it is to share information or not. If you decide to share, then record what you have shared, with whom and for what purpose.

Curiosity and Uncertainty

Professional Curiosity has been a recurring theme in Serious Case Reviews (SCR) across Lincolnshire. Professional curiosity is about having the capacity and communication skills to explore and understand what is happening with an individual or family. It is about enquiring more deeply and using proactive questioning and challenge. It is about challenging your own responsibility and knowing when to act rather than making assumptions or taking things at face value.

Respectful Uncertainty is about considering and where necessary challenging responses, looking beneath the surface and testing the facts and 'gut feelings' rather than accepting an explanation, however plausible.

Inter-Agency Disputes and Escalation Policies

When working in the arena of safeguarding, it is inevitable that at times there will be professional disagreement. Whilst this is accepted, it is vital that such differences do not affect the outcomes for children, young people and vulnerable adults or detract from ensuring that they are safeguarded.

Disagreements could arise in a number of areas of multi-agency working as well as within single-agency working, but are most likely to arise in relation to:

- Criteria for referrals;
- Outcomes of assessments;
- Roles and responsibilities of workers;
- Service provision;
- Information sharing and communication.

Having an Escalation Policy became a statutory requirement following a number of Serious Case Reviews.

If you are concerned or unhappy with the decisions or action/lack of action of another agency when referring a case or securing their involvement in supporting an individual, issues can be escalated through the Lead Safeguarding Officer or their Deputy, as they are required to challenge the managers within that partner agency by using the escalation policies set out by the LSCP or LSAB or other overarching body. The LSCP escalation policy can be found [here](#). The LSAB escalation policy can be found [here](#).

If you feel that you need to use this process, please speak to a Safeguarding Officer before making a referral.

Whistleblowing

All staff, elected members, volunteers, key contractors and directly commissioned providers acting on behalf of the Council should use the Council's Whistleblowing Policy if they are concerned about how a safeguarding issue has been dealt with. The Council will always adhere to the procedures set out by the LSCP, LSAB or other overarching body in such event. In addition, the NSPCC Whistleblowing Advice Line offers free advice and support to professionals with concerns about how child protection issues are being handled in their own or another organisation. They can be contacted on 0800 028 0285 or by emailing help@nspcc.org.uk

Audit and Quality Assurance

As a statutory agency, City of Lincoln Council is subject to a number of internal and external audits and quality assurance mechanisms to ensure compliance and effective practices in each of the areas covered by this policy and associated procedures. All audit recommendations will be integrated into the Council's corporate safeguarding action plan. Regular reports are made to the Council's Corporate Management Team and Portfolio Holder.

Continuous Improvement

If you feel that we could improve on safeguarding in any way, from changing the way we communicate through to changing the way we work, please speak to a Safeguarding Officer.

Safer Recruitment

It is the duty of employers to identify candidates who may be unsuitable for certain jobs, especially jobs that involve working with vulnerable groups such as children. The Human Resources team offer

advice and support to the Council to enable relevant officers to make safer recruitment decisions in line with the requirements of the Disclosure and Barring Service (DBS). COLC officers are responsible for the recruitment and management of staff within their service areas but the Human Resources service provides support, guidance and direction in terms of good practice and best approach.

DRAFT

City of Lincoln Council

Chapter 2 – Safeguarding Children and Young People



Introduction

"I don't directly work with children or young people, so does this policy affect me?"

Yes it does!

This policy chapter applies to all situations within the council's operation, which could potentially involve children or young people, from children running around in a reception area to home visits where children or young people are present.

COLC Safeguarding Policy

Although your work may not directly impact on or relate to children or young people, you have a duty to recognise and respond to child protection situations and concerns appropriately and you must be aware of this policy and its procedures.

Young people (under 18) may also be working within the Council's buildings or services; either as members of staff, or as part of apprenticeships or work experience schemes. All staff must remember that these individuals are children and, as such, are protected by this policy and associated procedures.

"Children who need help and protection deserve high quality and effective support as soon as a need is identified ... Everyone who comes into contact with children and families has a role to play."

Working Together (2018)

The **Children Act (2004)** places a duty on key statutory agencies to safeguard and promote the welfare of children. The Act embodies five principles that are key to wellbeing in children and young people:

- Being healthy;
- Staying safe;
- Enjoying and achieving;
- Making a positive contribution;
- Achieving economic wellbeing.

To assist us all in our duty of care of children and young people, this policy and its associated procedures reflect the principles and practices promoted in the most recent Government 'Working Together' guidance, which sets out key principles of safeguarding and promoting the welfare of children as:

- Protecting children from maltreatment;
- Preventing impairment of children's health or development;
- Ensuring that children grow up in circumstances consistent with the provision of safe and effective care;
- Taking action to enable all children to have the best outcomes.

You should always exercise professional curiosity and respectful uncertainty, looking beneath the surface, testing the facts and also use your 'gut feelings' rather than accepting explanations, however plausible.

Understanding Safeguarding Thresholds

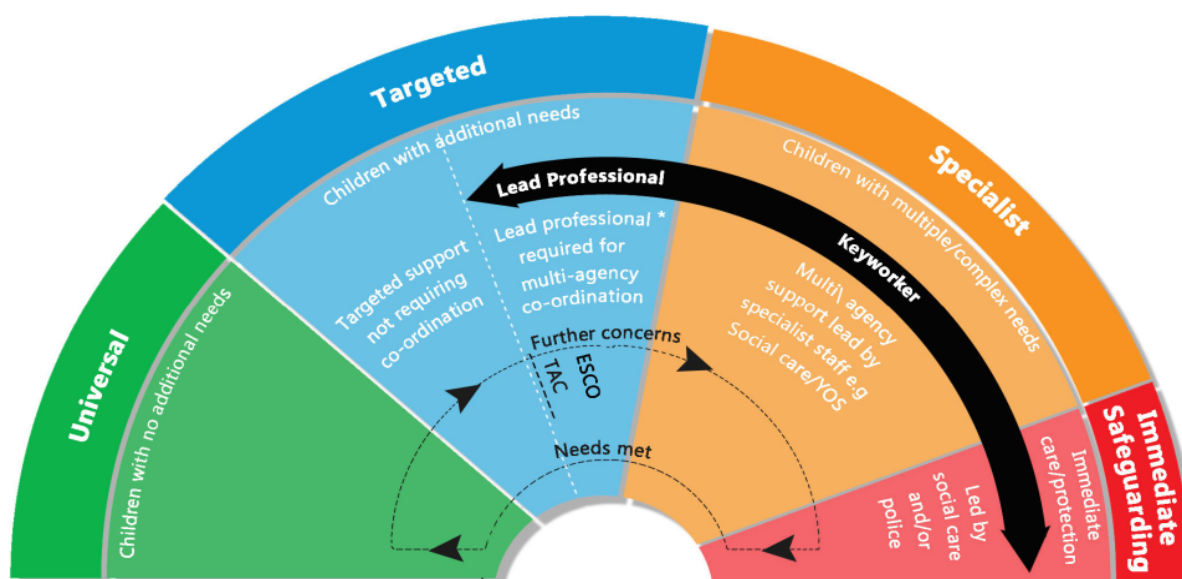
"No single practitioner can have a full picture of a child's needs and circumstances and, if children and families are to receive the right help at the right time, everyone who comes into contact with them has a role to play in identifying concerns, sharing information and taking prompt action."

Working Together (2018)

Children and family needs are constantly changing and at different times in their lives they will have differing levels of involvement from a range of services, from universal, targeted and specialist support services.

It is important that professionals work together effectively to ensure that families experience smooth transition between services and that all services supporting the family remain focused on the needs of the child. It is also critical that all professionals remain aware of their responsibilities in relation to safeguarding and protecting children.

The support and services available to children, young people and families are defined according to their needs at any given time and are set out in the diagram below:



Threshold	Overview	Details
Universal services	For children with no additional needs.	Available to all children, young people and families, working with families to promote positive outcomes for everyone, by providing access to education, health services and other positive activities. It is important that all practitioners can identify where children and families would benefit from extra help at an early stage.
Targeted services	For children with additional needs.	Children, young people and families who may need support either through a single service or through an integrated multi-agency response. There may be signs that without support a child may not achieve good outcomes and fulfil their potential. Targeted services can prevent escalation into specialist services, and can assist with continuing lower level support once a higher level intervention has been completed.
Specialist services	For children with multiple / complex needs	Families with individual or multiple complex needs or where a specific disability or condition is diagnosed.

Immediate Safeguarding	For immediate care/protection	To protect children and young people at immediate risk. Professionals have a duty to recognise and report safeguarding concerns.
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Early Intervention – Early Help

Lincolnshire’s Early Help Offer can be simply described as early intervention to ensure that children

“Early help means providing support as soon as a problem emerges, at any point in a child’s life, from the foundation years through to the teenage years.”
Working Together (2018)

and families get the support they need before a problem escalates.

Early Help aims to identify the need for help for children and families as soon as problems start to emerge, or when there is a strong likelihood that problems will emerge in the future. The Early Help Offer is available at any point throughout childhood and adolescence. Early Help builds on what is working well and involves action planning for what needs to change and who will take what action, enabling everyone involved to own the solutions.

Other than when there is an immediate risk of serious harm, an Early Help assessment should be completed whenever there is a concern about a child by the person who has contact with them and their family, to identify specific actions with those involved and to determine whether the issue needs further escalation and referral to social care. Where possible, the assessment should be undertaken with the agreement of the child and their parents/carers. It should involve the child and family as well as all the professionals who are working with them. Full details of Lincolnshire’s Early Help Offer can be found [here](#). If you are unsure about making an Early Help Assessment, please speak to the Lead Safeguarding Officer or a Deputy Safeguarding Officer.

Note – Early Help Assessments are NOT an alternative to formal safeguarding referrals.

What is Child Abuse?

There are many ways in which children and young people can be harmed. A person may abuse or neglect a child or young person by inflicting harm, or by failing to act to prevent harm. Children and young people may be abused in a family, or in an institutional or community setting. Children and young people may be abused by someone known to them or, more rarely, by a stranger. Children and young people can be subjected to more than one form of abuse at any one time. Children and young people may also be perpetrators of abuse against other children or against adults. In such cases, they may still also require safeguarding themselves.

Sometimes a child ‘fails to thrive’ and they do not achieve the expected growth and development for their age. Although there may be a medical cause, the majority of children who fail to thrive have no organic disorders. Failure to thrive often occurs on the overall context of emotional deprivation and neglect; the child not only fails to grow but fails to develop intellectually and emotionally.

Types of Abuse
Physical Abuse: This can include, hitting, shaking, throwing, poisoning, burning or scalding, drowning, suffocating or otherwise causing physical harm. Physical abuse, as well as being a result of a deliberate act, can also be caused through omission or failure to act to protect. Physical harm may also be caused

when a parent or carer fabricates symptoms or deliberately causes ill health to a child, young person or vulnerable adult.

Emotional Abuse: This is the persistent emotional maltreatment of a child, young person or vulnerable adult such as to cause severe and persistent adverse effects on their emotional development. It may involve conveying to them that they are worthless or unloved, inadequate, or valued only insofar as they meet the needs of another person.

Emotional abuse may feature age or developmentally inappropriate expectations being imposed on children or young people. It may also involve causing children or young people to frequently feel frightened or in danger, or the exploitation or corruption of a child or young person. It can include the seeing or hearing of ill-treatment of others, for example through domestic abuse. It may also include the over-protection and limitation of exploration and learning, or preventing the child from participating in normal social interaction.

Sexual Abuse: This involves forcing or enticing a child, young person or vulnerable adult to take part in sexual activities, whether or not they are aware of or consent to what is happening. The activities may involve physical contact, including penetrative acts such as prostitution, rape, buggery or oral sex or non-penetrative acts such as fondling.

Sexual abuse may also include non-contact activities, such as involvement in looking at, or in the production of, indecent material or watching sexual activities or encouraging them to act in sexually inappropriate ways. Boys and girls can be sexually abused by males and/or females, by adults and/or by other young people.

Child Sexual Exploitation (CSE) is a form of sexual abuse that is based on an ongoing exploitative relationship between perpetrator(s) and child/children.

Neglect: Neglect is the persistent failure to meet a child or young person's basic physical and/or psychological needs, likely to result in the serious impairment of health or development. It may also include neglect of, or unresponsiveness to, a child or young person's basic emotional needs. Neglect may:

- Involve a parent or carer failing to provide adequate food, clothing or shelter including exclusion from home or abandonment;
- Involve failing to protect from physical and emotional harm or danger;
- Occur during pregnancy as a result of maternal substance abuse or self-harm (please refer to the Lincolnshire Safeguarding Children Board pre-birth protocol for more information).

Recognising Abuse and Neglect

Recognising child abuse is not easy. It is not your responsibility to decide whether or not child abuse has taken place or if a child or young person is at significant risk. You do however have a responsibility to act if you have concerns and to pass on information.

Many safeguarding concerns arise on a day to day basis, and often they will not develop into abuse or neglect. If you have any concerns or questions, please speak to the Lead Safeguarding Officer or a Deputy Safeguarding Officer as soon as possible.

The role of staff, elected members, volunteers and others working for or on behalf of the Council is to help identify concerns and pass them on to the relevant agency. It is the role of Children's Services, Adult Services and/or the Police to investigate allegations or concerns.

REMEMBER: It is not your job to judge or to investigate, but to inform and share your concerns.

Every child and young person is unique and it is difficult to predict how their behaviour will change as a result of their experience of abuse. The table below outlines some physical signs and behavioural indicators that may be associated with a risk of abuse. It is important to remember that many children and young people will exhibit some of these signs and indicators at some time, but the presence of one or more should not be taken as proof that abuse is occurring. There may be other reasons for changes in behaviour, for example: bereavement, the birth of a new baby in the family, relationship problems between parents/carers.

Type of abuse	Physical Indicator	Behavioural Indicator
Physical	<ul style="list-style-type: none"> • Frequent or unexplained bruising, marks or injury • Bruises which reflect hand marks or shapes of articles e.g. belts • Cigarette burns • Bite marks • Unexplained broken or fractured bones • Scalds • Female Genital Mutilation 	<ul style="list-style-type: none"> • Fear of parent being contacted • Behavioural extremes – aggressive / angry outbursts or withdrawn • Fear of going home • Flinching when approached/touched • Depression • Keeping arms/legs covered • Reluctance to change clothes • Panics in response to pain • Reports injury caused by parents
Emotional	<ul style="list-style-type: none"> • Delays in physical development or progress • Sudden speech disorders • Failure to thrive • Bedwetting and/or diarrhoea • Frequent psychosomatic complaints, headaches, nausea, abdominal pains 	<ul style="list-style-type: none"> • Mental or emotional development lags • Behaviours inappropriate for age • Fear of failure, overly high standards, reluctance to play • Fears consequences of actions, often leading to lying • Extreme withdrawal or aggressiveness, mood swings • Overly compliant, too well-mannered • Excessive neatness and cleanliness • Extreme attention-seeking behaviours • Poor peer relationships • Severe depression, may be suicidal • Runaway attempts • Violence is a subject for art/writing • Complains of social isolation • Forbidden contact with other children
Sexual	<ul style="list-style-type: none"> • Pain/itching in the genital area • Bruising/bleeding near genital area • Sexually transmitted disease • Vaginal discharge/infection • Frequent unexplained abdominal pains • Discomfort when walking/sitting • Bed wetting • Excessive crying 	<ul style="list-style-type: none"> • Inappropriate sexual behaviour or knowledge for the child's age • Promiscuity • Sudden changes in behaviour • Running away from home • Emotional withdrawal through lack of trust in adults • Unexplained money or 'gifts' • Inappropriate sexually explicit drawings or stories

		<ul style="list-style-type: none"> • Bedwetting or soiling • Overeating or anorexia • Sleep disturbances • Secrets which cannot be told • Substance/drug misuse • Reports of assault
Neglect	<ul style="list-style-type: none"> • Constant hunger • Poor hygiene • Weight loss/underweight • Inappropriate dress • Consistent lack of supervision/abandonment • Unattended physical problems or medical needs 	<ul style="list-style-type: none"> • Begging/stealing food • Truancy/late for school • Constantly tired/listless • Regularly alone/unsupervised • Poor relationship with care giver

All children, regardless of background, should be given the same level of support and protection. It is important to have an understanding and awareness that some children and young people are potentially more vulnerable and may have additional care needs. This could include children young people and vulnerable adults from families affected by domestic abuse, substance misuse and mental illness as well as those from ethnic minority backgrounds, migrant and travelling communities, those with a disability or learning difficulty, those living away from home, unaccompanied asylum seeking children (UASC), children or young people in care or other temporary accommodation, as well as those who are in custody or have run away from home. Regard should always be given to a young person's religion or belief.

Additional guidance is available in the Policy and Procedures Manual of the Lincolnshire Safeguarding Children Partnership, found [here](#).

Child Sexual Exploitation

The sexual exploitation of children and young people is both a child protection issue and a complex crime. Child Sexual Exploitation is based on an ongoing exploitative relationship between perpetrator(s) and child/children. A child or young person under the age of 18 is sexually exploited when they have received 'something' (e.g. food, accommodation, drugs, alcohol, gifts, money) in exchange for sex.

Sexually exploitative relationships are characterised by an imbalance of power and the use of controlling behaviours to keep the victim in a dependent position. A child or young person may not recognise the level of risk or harm that they are exposed to. It is particularly important that professionals exercise judgment when assessing a child or young person's circumstances.

You should be aware of the following when considering the risks of a young person experiencing or being at risk of Child Sexual Exploitation:

- Boys and girls are equally vulnerable to being victims of child sexual exploitation;
- Coercers and perpetrators are usually adults, of either gender, in a position of power, but can be other children and young people;
- Young people may exchange or sell sex as a result of constrained choices such as poverty, isolation and historic abuse;

- Parents/carers may be involved in the sexual exploitation of their children, or fail to prevent/protect them from it;
- Groups of children and young people and multiple perpetrators may be involved;
- No child under 13 years or with a learning disability will be assessed as Low Risk if their behaviours indicate involvement in CSE;
- Children and young people with additional needs up to and including those aged 24 years require special consideration;
- Disclosure of information may take time and evident risks may only emerge during on-going assessment, support and interventions with the young person and/or their family.

Grooming: Child sexual exploitation usually involves a ‘grooming’ stage. Grooming describes the variety of methods that are used to manipulate and control victims including:

- The giving of gifts or presents;
- The giving of rewards – like mobile phone top-ups or games credits;
- False promises of love and/or affection;
- The supply of alcohol and/or drugs

It is very common for the grooming of children and young people to take place online. Children and young people can make themselves vulnerable through their online activities and abusers are quick to exploit this. Victims may have been persuaded or coerced into posting indecent images or performing sexual acts on webcam. Online grooming can also progress to meeting face to face.

The early stages of the grooming process can be an exciting time for a child or young person, particularly if they are given high status gifts or are taken to parties, pubs or clubs that they wouldn’t normally get into.

Grooming is a way of developing an exclusive bond with the victim. Adolescents are particularly vulnerable to grooming where the abuser deceptively constructs a connection between sought after love or affection. As a result the child or young person will believe that this person is actually their boyfriend or girlfriend – having no prior experience of sex or love against which to measure the relationship.

Gang Activity: Children and young people associating with or targeted by gang members are at particular risk of being sexually exploited and abused. All agencies working with young people need to ensure that they work together to prevent young people being drawn into gangs, to support those who have been drawn into the margins of gangs and to protect those who are at immediate risk of harm from gangs.

Impact of Sexual Exploitation on Children & Families: As a result of the grooming process, children and young people will rarely recognise the coercive and abusive nature of the relationship they are involved in and will often prioritise their attachment or loyalty to the offender over their own safety.

Perpetrators of sexual exploitation are very skilled at driving a wedge between a child and their family and will also isolate them from their usual friends and support networks. Sexually exploited children also suffer physical, psychological, behavioural, and attitudinal changes, all of which present severe challenges to their parents and carers.

While there is some evidence that an unstable home life can increase the vulnerability of child sexual exploitation, the grooming process can bring chaos to a formerly ‘stable’ household. Further information about child sexual exploitation can be found [here](#).

If you are concerned that a child or young person is at risk from, or is experiencing sexual exploitation, please speak to a Safeguarding Officer for advice and follow the usual steps for reporting concerns.

In Lincolnshire there is a multi-agency response to Child Sexual Exploitation, known as the [SAFE Team](#). This team will take the lead in the identification, prevention, investigation and prosecution of cases across the country. The team is made up of officers and staff from Lincolnshire Police, Children's Services, Lincolnshire Community Health Services, Youth Offending, CAMHS, and Barnardos.

Child Criminal Exploitation

While there is no legal definition of Child Criminal Exploitation (CCE), it is increasingly being recognised as a major factor behind crime in communities across the UK, while also simultaneously victimising vulnerable young people and leaving them at risk of harm.

CCE often occurs without the victim being aware that they are being exploited and involves young people being encouraged, cajoled or threatened to carry out crime for the benefit of others. In return they are offered friendship or peer acceptance, but also cigarettes, drugs, alcohol or even food and accommodation.

Children as young as 10 or 11 are being groomed to enter gangs and commit crime on behalf of older criminals. These young people are being exploited and, by being persuaded or lured into carrying out illegal activities, often with the promise of something they desire as a reward, they become incredibly vulnerable.

Victims of CCE are often fearful of getting into trouble themselves – for the very actions they have been exploited into carrying out – so it can also be difficult to get these young people to come forward and speak out about their situation.

Lincolnshire has Multi Agency Child Exploitation (MACE) arrangements which contribute to the delivery of the child exploitation strategic priority and outcome. Further information can be found [here](#).

For more information on one of the main types of criminal exploitation, please see [Chapter 8 – County Lines and Cuckooing](#).

Contextual Safeguarding

Contextual Safeguarding is a new approach to safeguarding children and young people, which aims to understand and respond to young people's experiences of significant harm beyond their families. It recognises that the different relationships that young people form in their neighbourhoods, schools and online can feature violence and abuse. Parents and carers have little influence over these contexts, and young people's experiences of extra-familial abuse can undermine parent-child relationships.

Contextual Safeguarding aims to ensure that children's social care practitioners engage with individuals and sectors who do have influence over/within extra-familial contexts, and recognises that assessment of, and intervention with, these spaces is a critical part of safeguarding practices. Contextual Safeguarding, therefore, expands the objectives of child protection systems in recognition that young people are vulnerable to abuse in a range of social contexts.

COLC Safeguarding Policy

Impact of Sustained Abuse and Neglect

The sustained abuse or neglect of children physically, emotionally, or sexually can have long-term effects on the child's health, development and well-being. It can impact significantly on their self-esteem, self-image and on their perception of self and of others. The effects can also extend into adult life and lead to difficulties in forming and sustaining positive and close relationships. In some situations it can affect parenting ability and can lead to the perpetration of abuse on others.

The context in which the abuse takes place may also be significant. The interaction between a number of different factors can serve to minimise or increase the likelihood or level of significant harm. Relevant factors will include the individual child's coping and adapting strategies, support from family or social network, the impact and quality of professional interventions and subsequent life events.

Physical Abuse: can lead directly to neurological damage, as well as physical injuries, disability or at the extreme, death. Harm may be caused to children, both by the abuse itself, and by the abuse taking place in a wider family or institutional context of conflict and aggression. Physical abuse has been linked to aggressive behaviour in children, emotional and behavioural problems and educational difficulties.

Severe Neglect: associated with major impairment of growth and intellectual development. Persistent neglect can lead to serious impairment of health and development, and long term difficulties with social functioning, relationship and educational progress. Neglect can also result in extreme cases in death.

Sexual Abuse: can lead to disturbed behaviour including self-harm, inappropriate sexualised behaviour and adverse effects which may last into adulthood. The severity of impact is believed to increase the longer the abuse continues, the more extensive the abuse and the older the child. A number of features of sexual abuse have also been linked with the severity of impact, including the extent of premeditation, the degree of threat and coercion, sadism and bizarre or unusual elements. A child's ability to cope with the experience of sexual abuse, once recognised or disclosed, is strengthened by the support of a non-abusive adult or carer who believes the child, helps the child to understand the abuse and is able to offer help and protection.

Emotional Abuse: There is increasing evidence of the adverse long-term consequences for children's development where they have been subject to sustained emotional abuse. Emotional abuse has an important impact on a developing child's mental health, behaviour and self-esteem. It can be especially damaging in infancy. Underlying emotional abuse may be as important, if not more so, than other more visible forms of abuse in terms of its impact on the child. Domestic abuse, adult mental health problems and parental substance misuse may be features in families where children are exposed to such abuse.

Significant Harm

The Children Act 1989 introduced **significant harm** as the threshold that justifies compulsory intervention in family life in the best interests of the child and gives Local Authorities a duty to make enquiries to decide whether they should take action to safeguard or promote the wellbeing of a child who is suffering, or likely to suffer significant harm.

There are no absolute criteria to rely on when judging what constitutes significant harm, but considerations should include:

- the severity of ill-treatment;

- the degree and the extent of physical harm;
- the duration and frequency of abuse and neglect;
- the extent of premeditation;
- the degree of threat, coercion, sadism.

Each of these is associated with more severe effects on the child and/or relatively greater difficulty in being able to overcome their impact. Sometimes a single traumatic event may constitute significant harm, e.g. a violent assault, suffocation or poisoning. More often, suffering significant harm is a compilation of significant events, both acute and long-standing, which interrupt, change or damage the child's physical and psychological development.

Some children live in family and social circumstances where their health and development are neglected. For them, it is the corrosiveness of long term emotional, physical or sexual abuse that causes impairment to the extent of constituting significant harm. In each case, it is necessary to consider any ill-treatment alongside the families' strengths and supports.

The child's reactions, his or her perceptions, and wishes and feelings should be ascertained and given due consideration, so far as is reasonably practicable and consistent with the child's welfare and having regard to the child's age and understanding.

The following considerations may indicate that further enquiry is needed and should be considered when assessing risks to a child. Some of these have arisen from learning from serious case reviews following incidents of significant harm:

- An unexplained delay in seeking treatment that is obviously needed;
- An unawareness or denial of any injury, pain or loss of function;
- Incompatible explanations offered or several different explanations given for a child's illness or injury;
- A child reacting in a way that is inappropriate to his/her age or development;
- Reluctance to give information or failure to mention previous known injuries;
- Frequent attendances at Accident and Emergency Departments or use of different doctors and Accident and Emergency Departments;
- Frequent presentation of minor injuries (which if ignored could lead to a more serious injury);
- Unrealistic expectations/constant complaints about the child;
- Alcohol and/or drug misuse or other substance misuse;
- A parents request to remove a child from home or indication of difficulties in coping with the child;
- Domestic abuse;
- Parental mental ill health;
- The age of the child and the pressures of caring for a number of children in one household;
- Parental conflict about separation and contact with serious threats to harm the children.

Responding to Disclosures, Concerns and Allegations

These procedures are intended as a guide to help you understand what action should be taken if you have concerns about, or encounter a case of alleged or suspected child abuse.

Responding to a child or young person making an allegation of abuse

Abused children and young people will only tell people they trust and with whom they feel safe. By listening and taking seriously what the child or young person is saying, you are already helping the situation. The following points are a guide to help you respond appropriately:

- Stay calm;
- **Listen** carefully to what is said;
- Find an appropriate early opportunity to explain that the information may need to be shared with others – **do not promise to keep secrets**;
- Allow the child or young person to continue at their own pace;
- Ask questions for clarification only, and **avoid asking questions that suggest a particular answer**;
- Reassure them that they have done the right thing in telling you;
- Tell them what you will do next and with whom the information will be shared;
- Record in writing all the details that you are aware of and what was said using the child or young person's own words, as soon as possible. In your record you should include:
 - The date and time;
 - The child or young person's name, address and date of birth;
 - The nature of the allegation or incident;
 - A concise, factual description of any visible injuries, including a diagram if possible;
 - Your observations e.g. a description of the child or young person's behaviour and physical and emotional state;
 - Exactly what the child or young person said and what you said. Record the child or young person's account of what has happened as closely as possible;
 - Any action you took as a result of your concerns e.g. who you spoke to and resulting actions. Include names, addresses and telephone numbers;
 - Sign and date your record (signature not required with electronic form);
 - Store the information in accordance with relevant procedures, e.g. GDPR.
- Follow the Council's [reporting procedures](#) or speak to a Safeguarding Officer.

Responding to allegations or concerns against a member of staff, elected member, volunteer or any other person

- Take the allegation or concern seriously;
- Consider any allegation or concern to be potentially dangerous to the child or young person;
- Record in writing all the details that you are aware of as soon as possible.

If an allegation of abuse is made against a member of staff, elected member or volunteer, the Lead Safeguarding Officer or Safeguarding Champion must be informed immediately.

The Lead Safeguarding Officer or Safeguarding Champion will inform the Chief Executive (providing that the allegation is not against them) and Local Authority Designated Officer for Allegations (LADO) and consideration will be given to suspending the member of staff from work or moving them to alternative duties not involving contact with children, young people, or adults at risk – in accordance with the Council's Disciplinary Procedure. If the Lead Safeguarding Officer or Safeguarding Champion is the subject of the suspicion/allegation, the report must be made directly to the Chief Executive.

If it is necessary to investigate events surrounding the complaint, this will be done in accordance with advice from the Local Authority Designated Officer (LADO), and through the Council's Disciplinary

Policy and Procedure, and will include any further procedures as set out by the Lincolnshire Safeguarding Children Board.

If the complaint is against someone other than a member of staff, elected member, volunteer, contractor or consultant i.e. parent, carer, other service user, etc., then a Safeguarding Officer must be informed in line with the Council's reporting procedures.

It is important to remember that the language used in recording safeguarding concerns should remain objective and those making records should not use negative or inflammatory language to describe children and young people.

Reporting Concerns

Anybody subject to this policy may witness or be informed of an issue that they feel should be referred to Children's Social Care.

To report a concern, you can click on this logo anywhere in the policy or on the intranet. This will enable you to forward your concerns using an online reporting form which must then be sent to Safeguarding@lincoln.gov.uk . Once your concern has been received, the next steps and appropriate action will be decided.



Alternatively, and for staff without IT access, please speak to your line manager/supervisor to report a concern.

If you feel that a child or young person is at immediate risk of significant harm, then you must call the Police on 999. If however you think they are at risk but that risk is not immediate, you must take appropriate action, calling 101 if you think a crime has been committed, and by reporting the matter to the LCC Customer Services Centre (CSC) on 01522 782111 for children, 01522 782155 for adults, or emergency out of hours 01522 782333.

In all cases you should report the incident to the Lead Safeguarding Officer accordingly.

Customer facing, front line services are most likely to come across safeguarding concerns in their day to day roles and should have an enhanced level of awareness. These staff groups/services will be more experienced in engaging with external agencies to report safeguarding concerns and should do so wherever possible (this should still be logged through the Council's safeguarding tracker system).

The Council's Lead Safeguarding Officer or Deputy Safeguarding Officer should, where there is felt to be no immediate risk to the child, be consulted prior to the referral being made. Where it is not possible to do this the same working day, then an appropriate referral should be made by the individual with the concern, supported by their line manager. Safeguarding referrals do not need consent from the child or their family, but it is best practice to seek this wherever possible.

COLC Safeguarding Policy

It is possible that the Council will have allegations referred to them by third parties. For example, neighbours may contact staff to advise they suspect the welfare of a child or young person is suffering. Under these circumstances staff should be encouraged to ring the customer services centre themselves directly (members of the public can report anonymously).

When a safeguarding referral is made, the referral will be screened in order to decide on the best course of action. LCC has one working day to decide on the response needed. If a referral meets the threshold for a social work assessment under the Children Act (1989), the referrer will be informed by letter and Social Care colleagues will take the case forward. If the referral does not meet the threshold, the referrer should also be informed of this by letter. At this point, individuals may be advised to consider Early Help support and/or to set up a Team around the Child (TAC) case. In such cases, individuals should discuss this with a Safeguarding Officer or seek advice from the Early Help Advisors

REMEMBER: It is not your job to judge or to investigate, but to inform and share your concerns.

IMPORTANT: Officers should be aware that in the case of professional referrals relating to child protection, the assumption of the Lincolnshire Safeguarding Children Partnership (LSCP) is that the family may be told where the referral has come from by Children's Services officers. Any referral made by an officer of City of Lincoln Council is regarded as a professional referral but can be made in the name of the Designated Safeguarding Officer.

You must be aware that if there is a need by Children's Social Care or the Lincolnshire Safeguarding Children Board to open a Child Protection Plan or Serious Case Review you may be called in to give evidence. In these instances, you will be supported by the Designated Safeguarding Officer or Deputy Safeguarding Officer.

regarding their next steps.

Good Practice Guidance

It is possible to limit the situations where the abuse of children, young people or adults may occur. These guidelines aim to promote positive practice and are examples to help safeguard children, young people and vulnerable adults. They will also protect staff, elected members, volunteers and anyone working for or on behalf of City of Lincoln Council.

Staff, elected members, volunteers and contractors should always remember:

- Avoid situations where they and an individual child or young person are alone and unobserved;
- Ensure that children or young people are not left unattended. For example, it is the parents/carers responsibility to supervise any children in their care whilst visiting Council offices, or when an employee, elected member, volunteer or contractor is carrying out a home visit;
- Respect the individual and provide a safe and positive environment;
- If any form of physical contact is required it should be provided openly and according to appropriate guidelines, i.e. National Governing Body of Sport Guidelines;
- If supervision in changing rooms or similar environments is required, ensure you work in pairs and never enter opposite sex changing rooms;
- With mixed groups, supervision should be by a male and female member of staff where possible;

- Staff, elected members, volunteers and contractors must respect the rights, dignity and worth of every person and treat everyone equally within the context of the activity;
- Every assessment should reflect the unique characteristics of the child within their family and community context. The Children Act (1989) promotes the view that a; children and their parents should be considered as individuals and that family structures, culture, religion, ethnic origins and other characteristics should be respected;
- Where appropriate, use a simple Equality Monitoring form for Children and Young People to help you assess how accessible our services are to children and young people;
- Staff, elected members, volunteers and contractors must place the well-being and safety of the child or young person above the development of performance;
- If a child or young person is: accidentally injured as the result of a staff member, elected member, volunteer or contractor action; seems distressed in any way; appears to be sexually aroused by your actions; misunderstands or misinterprets something you have done; always report such incidents as soon as possible to a Safeguarding Officer and make a written report;
- If a child or young person arrives at the activity or service showing any signs or symptoms that give you cause for concern, you must act appropriately and follow the safeguarding reporting procedures;
- Staff must avoid being left alone with a child. This may happen if the adult present is distracted by, for example, a telephone call in another room. Under such circumstances, the member of staff must mention the situation to the adult concerned and if the adult is intent on leaving the member of staff alone with a child, the member of staff must leave the property.

It is **not** good practice for staff, elected members, volunteers or contractors to:

- Spend unreasonable amounts of time alone with children or young people away from others;
- Take children or young people alone on a car journey, however short;
- Take children or young people to your home where they will be alone with you;
- Arrange to meet children or young people outside an organized activity or service;
- Agree to 'look after' or be left in sole charge of children, even for short periods of time during the course of your duties;
- Knowingly visit or enter a property unless in the company of an adult who resides at the property. No member of staff should enter a property where only a child is present. If a child left alone is suspected of being below an age when an adult should supervise them, a Safeguarding Officer should be contacted;
- Ask children to leave a message for their guardian (direct contact must be made with the guardian before it can be assumed that a message has been received). Similarly, children should not be asked to interpret for their guardian.

If these situations are unavoidable, they should ONLY occur with the full prior knowledge and consent of your line manager and the child or young person's parent/carer.

Staff, elected members, volunteers and contractors should **never**:

- Engage in rough physical games including horseplay;
- Engage in sexually provocative games;
- Allow or engage in inappropriate touching of any form;
- Allow anyone to use inappropriate language unchallenged, or use it yourself;
- Make sexually suggestive comments about or to a child or adult, even in fun;
- Let any allegation a child or adult makes be ignored or go unrecorded;
- Do things of a personal nature for children or adults that they can do for themselves, e.g. assist with changing;

- Enter areas designated only for the opposite sex without appropriate warning (e.g. cleaning staff for toilets etc.);
- Share a room with a child or young person (e.g. overnight accommodation);
- Take a child to the toilet, unless this is an emergency and a second, same-sex member of staff is present;
- Use a mobile phone, camera or other recording device in any changing area or other single sex location such as toilets. Exceptions to this may arise, for example where a photographic record of vandalism to a changing room is required. In such circumstances customers should be temporarily excluded from the location.

Photography and Pornography

There is increasing evidence that some people have used children's and young persons' activities and events as an opportunity to take inappropriate photographs or video footage of children and young people. Staff, elected members, volunteers and contractors should be vigilant at all times, and any person using cameras or videos within City of Lincoln Council services and events or activities that involve children and young people should be approached and asked to complete a consent form for the use of cameras and other image recorders. The form can be found [here](#).

When commissioning professional photographers or inviting the press to cover Council services, events or activities you must ensure that you make your expectations clear in relation to child protection. Remember:

- Check credentials of any photographers and organisations used;
- Ensure identification is worn at all times. If they do not have their own, provide it;
- Do not allow unsupervised access to children or young people or one-to-one photographic sessions;
- Do not allow photographic sessions outside of the activities or services, or at a child or young person's home;
- Parents must be informed that photographs of their child or young person may be taken during Council services, activities or events and parental consent forms need to be signed agreeing to this. This must include information about how and where these photographs will be used;
- It is recommended that the names of children or young people should not be used in photographs or video footage.

City of Lincoln Council

Chapter 3 – Safeguarding Adults at Risk



Safeguarding is Everyone's Business

"I don't directly work with adults at risk, so does this policy affect me?"

Yes it does!

This policy chapter applies to all situations within the Council's operation which could potentially involve contact with adults at risk. It applies to all staff, elected members, volunteers and anyone else working for or on behalf of and/or representing the Council who may come into contact with adults at risk in the course of their work/duties, whether in someone's home, on Council premises or in the community. It should be a priority of all of the above to ensure the safety and protection of adults at risk and to fulfil their duty to act in a timely manner regarding any concern or suspicion that an adult is being, or is at risk of being abused, neglected or exploited.

The Lincolnshire Safeguarding Adults Board (LSAB) is responsible for developing the multi-agency policy and procedures that all relevant organisations in Lincolnshire need to follow. The LSAB policy and procedures that the Council are required to follow can be accessed [here](#).

Introduction

Safeguarding adults requires people and organisations to work together to prevent and stop abuse or neglect, and make sure that the adult's wellbeing is promoted, taking account of their views, wishes, feelings and beliefs in deciding on any action.

Safeguarding adults is 'protecting an adults' right to live in safety, free from abuse and neglect. It is about people and organisations working together to prevent and stop both the risk and experience of abuse and neglect, whilst at the same time making sure that the adult's wellbeing is being promoted'.

The Care Act (2014)

The aims of adult safeguarding are to:

- Stop abuse or neglect wherever possible;
- Prevent harm and reduce the risk of abuse or neglect to adults with care and support needs;
- Support vulnerable adults in making choices and having control about how they want to live;
- Focus on improving life for the adults concerned;
- Raise public awareness so that communities play their part in preventing, identifying and responding to abuse and neglect;
- Provide accessible information so people understand the types of abuse, how to stay safe and how to raise a concern about someone's safety or wellbeing;
- Address what has caused the abuse or neglect.

To achieve these aims, it is necessary to:

- Ensure that everyone is clear about their roles and responsibilities;
- Create strong multi-agency partnerships that provide timely and effective prevention of, and responses to abuse and neglect;
- Develop a positive learning environment to break down cultures that are risk-averse and seek to scapegoat or blame practitioners;
- Enable access to community resources (e.g. leisure facilities, town centre, community groups) that can reduce social and physical isolation which may increase the risk of abuse or neglect;
- Clarify how responses to safeguarding concerns arising from poor quality and inadequate service provision should be responded to.

Wellbeing Lincs

Wellbeing Lincs is a countywide preventative service aimed at adults 18+. It is designed to promote confidence in living independently. It is funded by Lincolnshire County Council and delivered on contract by the district councils working together. More information can be found [here](#).

Making Safeguarding Personal

Making Safeguarding Personal is a Department of Health initiative which primarily engages the second Care Act objective which is about **engaging** the person in a **conversation** about how best to respond to their safeguarding situation in a way that enhances their involvement, choice and control as well as improving their quality of life, wellbeing and safety.

People's lives and relationships are complex and they may be ambivalent, unclear or unrealistic about their own circumstances. Being safe is only one of the things people need, and agencies should work with the adult to establish what being safe means to them and how that can be achieved, taking account of their individual wellbeing.

Statutory safeguarding duties apply to any adult who:

- Has needs for care and support (whether or not the local authority is meeting any of those needs);
- Is experiencing, or at risk of, abuse or neglect;
- As a result of those care and support needs, is unable to protect themselves from either the risk of or the experience of abuse or neglect.

Local authority statutory adult safeguarding duties apply to adults with care and support needs regardless of whether those needs are being met, irrespective of whether the adult lacks mental capacity or not and regardless of setting – other than for prisons and approved premises (bail hostels) and include anyone who:

- Is frail due to age, ill-health, physical disability or cognitive impairment, or a combination of these;
- Has a learning disability, a physical disability and/or a sensory impairment;
- Has mental health needs including dementia or a personality disorder;
- Has a long-term illness or condition;
- Misuses substances or alcohol;
- Is a carer who provides assistance to adults and is subject to abuse;
- Is unable to demonstrate the capacity to make a decision.

Adult Safeguarding Enquiries

The Care Act 2014 requires that first tier local authorities (in Lincolnshire this is LCC) **must** make enquiries or direct others to do so, whenever abuse or neglect are suspected in relation to an adult and the local authority thinks it necessary to enable it to decide what (if any) action is needed to help and protect the adult.

The scope of the enquiry, who leads it, its nature and how long it takes, will depend on the specific circumstances. It will usually start with asking the adult their views and wishes to determine the next steps. Everyone involved in an enquiry must focus on improving the adult’s wellbeing and work together to that shared aim.

The key objectives of making an enquiry about abuse or neglect are to:

- Establish facts
- Ascertain the adults views and wishes
- Assess the needs of the adult for protection, support and redress and how these might be met
- Protect from abuse and neglect, in accordance with the wishes of the adult.
- Make decisions as to what follow-up action should be taken with regard to the person or organisation responsible for the neglect
- Enable the adult to achieve resolution and recovery.

Alongside this, there are **SIX** national principles of good practice in safeguarding adults:

Empowerment	People are supported and encouraged to make their own decisions and involved through informed consent. <i>“I am asked what outcomes I want from the safeguarding process and these directly inform what happens.”</i>
Prevention	Action is taken before harm occurs and to prevent a repeat of harm. <i>“I receive clear and simple information about what abuse is, how to recognise the signs and what I can do to seek help.”</i>
Proportionality	The least intrusive response appropriate to the risk presented. <i>“I am sure that the professionals will work in my interests as I see them and will only get involved as much as needed.”</i>
Protection	People in need are safe and have support and representation. <i>“I get help and support to report abuse and neglect. I am helped to take part in the safeguarding process to the extent to which I want.”</i>
Partnership	Local services work together and with their communities to prevent, detect and report neglect and abuse.

	<i>"I know that staff treat any personal and sensitive information in confidence, only sharing what is helpful and necessary. I am confident that professionals will work together and with me to get the best result for me."</i>
Accountability	Processes are transparent, consistent, robust and scrutinised. <i>"I understand the role of everyone involved in my life and so do they."</i>

What are Abuse and Neglect?

There are different types of abuse and neglect, and different circumstances in which these occur. Incidents may be one-off or multiple, may affect one person or many, and may involve an act of abuse or neglect or a failure to act. The following types of abuse are defined in an adult safeguarding context:

Type of abuse	Physical examples	Behavioural Indicator
Physical	Hitting, slapping, pushing, kicking, misuse of medication, being locked in a room, inappropriate sanctions or force-feeding, inappropriate methods of restraint, unlawfully depriving a person of their liberty.	<ul style="list-style-type: none"> • Unexplained or inappropriately explained injuries • Evidence of untypical self-harm • Unexplained bruising to the face, torso, arms, back, buttocks, thighs, in various stages of healing. Collections of bruises, in regular patterns and/or in the shape of an object and/or appear on several areas of the body • Unexplained burns on unlikely areas of the body (e.g. soles of the feet, palms of the hands, back), immersion burns (from scalding in hot water/liquid), rope burns, burns from an electrical appliance • Unexplained or inappropriately explained fractures at various stages of healing to any part of the body • Untreated medical problems • Sudden and unexplained urinary and/or faecal incontinence • Evidence of over-/under-medication

<p>Sexual</p>	<p>Rape, indecent exposure, sexual harassment, inappropriate looking or touching, sexual teasing or innuendo, sexual photography, subjection to pornography or witnessing sexual acts, indecent exposure, sexual assault, sexual acts to which the adult has not consented or was pressured into consenting.</p>	<ul style="list-style-type: none"> • Person has urinary tract infections, vaginal infections or sexually transmitted diseases that are not otherwise explained • Person appears unusually subdued, withdrawn or has poor concentration • Person exhibits significant changes in sexual behaviour or outlook • Person experiences pain, itching or bleeding in the genital/anal area • Underclothing is torn, stained or bloody. • A woman who lacks the mental capacity to consent to sexual intercourse becomes pregnant
<p>Emotional/Psychological</p>	<p>emotional abuse, threats of harm or abandonment, deprivation of contact, humiliation, blaming, controlling, intimidation, coercion, harassment, verbal abuse, cyber bullying, isolation, unreasonable and unjustified withdrawal of services or supportive networks.</p>	<ul style="list-style-type: none"> • Untypical ambivalence, deference, passivity, resignation • Person appears anxious or withdrawn, especially in the presence of the alleged abuser • Person exhibits low self-esteem • Untypical changes in behaviour (e.g. continence problems, sleep disturbance)

<p>Financial or material abuse</p>	<p>Theft, fraud, internet scamming, coercion in relation to an adult's financial affairs or arrangements, including in connection with wills, property, inheritance or financial transactions, the misuse or misappropriation of property, possessions or benefits.</p> <p>Financial abuse can seriously threaten an adult's health and wellbeing. The website 'Friends Against Scams' is a National Trading Standards Scams Team initiative which aims to protect and prevent people from becoming victims of scams by empowering people to take a stand against scams. Guidance on financial abuse can be found here.</p>	<ul style="list-style-type: none"> • Change in living conditions • Lack of heating, clothing or food • Inability to pay bills, unexplained shortage of money or withdrawals from an account, or unexplained loss or misplacement of financial documents • The recent addition of authorised signers on a signature card • Sudden or unexpected changes in a will or other financial documents
<p>Neglect and acts of omission</p>	<p>Ignoring medical, emotional or physical care needs, failure to provide access to appropriate health, care and support or educational services, the withholding of the necessities of life, such as medication, adequate nutrition and heating, a failure to intervene in situations that are dangerous to the person concerned or to others, particularly when the person lacks the mental capacity to assess risk for themselves.</p>	<ul style="list-style-type: none"> • Person has inadequate heating and/or lighting • Person's physical condition / appearance is poor (e.g. ulcers, pressure sores, soiled or wet clothing) • Person is malnourished, has sudden or continuous weight loss and/or is dehydrated • Person cannot access appropriate medication or medical care • Person is not afforded appropriate privacy or dignity • Person and/or a carer has inconsistent or reluctant contact with health, social services, etc. • Callers/visitors are refused access to the person • Person is exposed to unacceptable risk

Discriminatory abuse	Discrimination on the grounds of race, faith or religion, age, disability, gender, sexual orientation or political views, racist, sexist, homophobic or ageist comments or jokes. It also includes not responding to dietary needs, not providing appropriate spiritual support.	May not always be obvious. May also be linked to acts of physical abuse and assault, sexual abuse and assault, financial abuse, neglect, psychological abuse and harassment so all the indicators listed above may apply to discriminatory abuse. A person may reject their own cultural background and/or racial origin or other personal beliefs, sexual practices or lifestyle choices
Organisational Abuse	Includes neglect or poor care in a person's home or in an institution e.g. a hospital or care home; from isolated incidents or ongoing ill treatment; through neglect or poor practice due to an organisations structure, policies, processes and practices.	
Self-Neglect and Hoarding	<p>Self-Neglect: When a person is unable or unwilling to care for their own essential needs. It covers a range of behaviour including neglecting personal hygiene, health or surroundings and includes refusal of support.</p> <p>Hoarding: Excessive collection and storing of items, often in a chaotic manner, to the point where living space cannot be used for its intended purpose. There are typically 3 types: compulsive hoarding; bibliomania; animal hoarding. A link to the clutter scale for compulsive hoarding can be found here.</p>	
Modern Slavery	Includes slavery, human trafficking, forced labour and domestic servitude. Traffickers and slave masters coerce, deceive and force individuals into abuse, servitude and inhumane treatment. For more information please see chapter 7.	
Cultural Abuse	<p>Female genital mutilation (FGM): a procedure where the female genitals are deliberately cut, injured or changed, but where there's no medical reason for this to be done. For more information click here.</p> <p>Forced marriage: A marriage conducted without the valid consent of one or both parties and where duress is a factor. Forced marriage is now a specific offence.</p> <p>Honour based violence: Practices to control behaviour or punish people within families or other social groups, perceived to protect cultural and religious beliefs and/or honour when perpetrators perceive that a relative has shamed the family and/or community.</p>	

Criminal Exploitation of Vulnerable Adults: This relates to vulnerable adults who are used, through whatever means, to engage in criminal activity by other adults who are able to coerce them to do so. The coercion is achieved through grooming, intimidation, acts of violence and debt bondage. The individuals involved may not identify themselves as being 'exploited' as such, but it is clearly to their detriment that they are involved in this type of activity. More information on this can be found in [Chapter 8 – County Lines and Cuckooing](#).

Safeguarding is everyone’s business: It is vital to begin to establish the facts at the earliest opportunity (for example, the behaviours that are occurring and the circumstances in which they are happening).

Where a concern, complaint or allegation is raised, you must discuss this with the Designated Safeguarding Officer or Deputy Safeguarding Officer to enable them to facilitate an internal exercise to look for:

- Past Incidents
- Concerns
- Risks and
- Patterns

This process is sometimes referred to as ‘icrap’.

Recognising Abuse and Neglect

Recognising abuse or neglect is not easy. Abuse can happen anywhere: in someone’s own home, in a public place, in a hospital or care home; when an adult lives alone or with others. Anyone can carry out abuse or neglect, including:

- Spouses / partners and other family members;
- Friends and acquaintances;
- Neighbours and local residents;
- People who deliberately exploit adults they perceive as vulnerable to abuse;
- Paid staff or professionals; and
- Volunteers and strangers

The Care Act also identifies self-neglect as a safeguarding adult concern.

While targeted fraud or internet scams are often done by strangers, in most cases of abuse, the abuser is known to the adult and in a position to gain their trust or to exert pressure or have power over them.

Anyone can witness or become aware of abuse and neglect. Everyone has a role in identifying when an adult is at risk. The adult may say or do things that provide a clue e.g. making a complaint, calling for an urgent response, voicing a concern, or issues may emerge during a needs assessment. Regardless of how a concern is identified, you must be vigilant on behalf of those who are unable to protect themselves, knowing what to do and where to get advice.

All adults, regardless of their background, should be given the same level of support and protection. Always give regard to a person’s religion or belief. Those with disabilities or different nationalities, victims of trafficking, domestic abuse and bullying may have additional care needs. Those with autism may be more likely to suffer abuse or neglect.

Personal characteristics that <u>increase</u> vulnerability may include:	Personal characteristics that <u>decrease</u> vulnerability may include:
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<ul style="list-style-type: none"> • Not having mental capacity to make decisions about their own safety including fluctuating mental capacity associated with mental illness and other conditions • Communication difficulties • Physical dependency – being dependent on others for personal care and activities of daily life • Low self-esteem • Experience of abuse • Childhood experience of abuse • Drug/alcohol addiction 	<ul style="list-style-type: none"> • Having mental capacity to make decisions about their own safety • Good physical and mental health • Having no communication difficulties or if so, having the right equipment/support • No physical dependency or, if needing help, able to self-direct care • Positive former life experiences • Self-confidence and high self-esteem
<p>Social/situational factors that <u>increase</u> the risk of abuse may include:</p>	<p>Social/situational factors that <u>decrease</u> the risk of abuse may include</p>
<ul style="list-style-type: none"> • Being cared for in a care setting, i.e. more or less dependent on others • Not receiving the right amount or the right kind of care • Isolation and social exclusion • Stigma and discrimination • Lack of access to information and support • Being the focus of anti-social behaviour 	<ul style="list-style-type: none"> • Good family relationships • Active social life and a circle of friends • Able to participate in the wider community • Good knowledge and access to a range of community facilities • Remaining independent and active • Access to sources of relevant information

Carers and Safeguarding

Sometimes a carer (e.g. family member or friend) may:

- Witness or speak up about abuse or neglect;
- Experience intentional or unintentional harm from the adult they care for or from professionals and organisations they are in contact with; or,
- Unintentionally or intentionally harm or neglect the adult they support.

The needs of the carer **and** the adult they care for must be considered, including:

- Whether a carer's assessment is needed to explore their individual needs; and whether or not joint assessment is appropriate in each individual case;
- Whether the carer and/or the adult they care for need independent advocacy;
- the risk factors that may increase the likelihood of abuse or neglect occurring;
- Whether a change in circumstance changes the risk of abuse or neglect; a change in circumstance should trigger a review of any care and support plan;
- Where abuse or neglect may be unintentional, whether the carer is struggling, and needs support or help (without losing the focus on safeguarding the adult);
- Where abuse or neglect is deliberately intended to cause harm, whether immediate steps are needed to protect the adult and/or whether a criminal investigation by the police is needed.

Whenever a carer speaks up about abuse or neglect, it is essential that they are listened to and, where appropriate, a safeguarding enquiry is undertaken.

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People Alleged to be Responsible for Abuse and Neglect

Sometimes the person alleged to have carried out the abuse has care and support needs themselves and/or is unable to understand the significance of questions put to them or their replies. They have a right to support from an 'appropriate' adult if they are questioned in relation to a suspected crime under the Police and Criminal Evidence Act 1984 (PACE). Victims of crime and witnesses may also require the support of an 'appropriate' adult. If those alleged to be responsible for abuse lack capacity, they are entitled to the help of an Independent Mental Capacity Advocate.

Consent

It is always essential in safeguarding to consider whether the adult at risk is capable of giving informed consent in all aspects of their life. If they are able, their consent should be sought.

If, after discussion with the adult at risk who has mental capacity, they refuse any intervention, their wishes will be respected *unless*:

- There is an aspect of *public interest* (e.g. not acting will put other adults or children at risk);
- There is a *duty of care on a particular agency* to intervene (for example the police if a crime has been or may be committed);
- Seeking consent is not possible and you have a safeguarding concern;
- Consent has been refused but you feel the referral is reasonable, justified and proportionate.

Mental Capacity, Consent to Refer

The Mental Capacity Act 2005 defines capacity as the ability to make a particular decision or take a particular action at the time the decision or action needs to be taken.

The Act applies to everyone aged over 16 and sets out **FIVE** statutory principles:

1. Always assume a person has capacity to make their own decisions unless it is established that they lack capacity;
2. All practicable steps to help the person decide must have been taken without success;
3. A person must not be treated as lacking capacity and being unable to make a decision merely because they make an unwise decision;
4. Any action taken or decision made on behalf of a person who lacks capacity must be in their "best interests". A record of the action or decision and the reasons for it must be made;
5. An act or decision on behalf of a person who lacks capacity must aim to be the least restrictive of their rights and freedom of action.

Assessing capacity involves a two stage test:

1. Is there an impairment of or disturbance in the functioning of the person's mind or brain?
2. If so, is the impairment or disturbance sufficient that the person lacks the capacity to make that particular decision? A person is unable to make a decision if they cannot:
 - Understand "relevant information" (e.g. the nature of the decision, why it is needed, the likely effects of deciding one way or another or of making no decision), or
 - Retain the information in their mind, or
 - Use or weigh that information in the process of making the decision, or
 - Communicate their decision to others.

Remember – people often make what others consider to be unwise choices, even when they have capacity.

Capacity may vary as a result of illness, injury, medication or other circumstances. Staff will need to use their professional judgement and seek guidance from a Safeguarding Officer or Adult Social Care in order to help adults to manage risk and give them control of making their own decisions.

If you have concerns about the mental capacity of an adult, please refer to the Designated Safeguarding Officer or Deputy Safeguarding Officer who will assist you to complete a mental capacity assessment tool to help determine next steps. This can be found [here](#).

It is important to note that just because someone is old, frail or has a disability, this does **NOT** mean that they are inevitably 'at risk' or that they lack capacity. A person with a disability who has mental capacity to make decisions about their own safety may be perfectly able to make informed choices and protect themselves from harm. It is equally important to note that people with capacity can also be vulnerable.

It is vital to try and decide whether an adult has the mental capacity to make decisions about their own safety or to give informed consent about:

- a referral being made;
- the actions that may follow under multi-agency policy and procedures;
- their own safety, including understanding the potential for longer-term harm as well as immediate effects;
- what action they need to take to protect themselves from future harm.

For consent to be meaningful and legal, two criteria need to be satisfied:

- The person must have the capacity to consent, AND
- The consent must be their own choice, and must be given freely and not through coercion, intimidation or pressure from family or professionals.

If the person **has** capacity, you must always seek their consent to make a referral.

If you are concerned that the person **does not have** mental capacity, a referral or further action may still be needed. Always do this in the person's best interests. If there is time, without causing undue delay, seek advice from the Lead Safeguarding Officer or a Deputy Safeguarding Officer. If a decision is needed quickly, make it, recording all actions and decisions and the reasons for these.

Advocacy

If there is a concern that an adult at risk of abuse or neglect requires an advocate to help them to understand and make decisions, the County Council has a duty consider whether the adult requires an independent advocate to represent and support the adult in an enquiry.

There are two distinct types of advocacy:

Instructed advocates: they take their instructions from the person they are representing. For example, they will only attend meetings or express views with the permission of that person;

Non-instructed advocates: they work with people who lack the capacity to make decisions about how the advocate should represent them. Non-instructed advocates independently decide how best to represent the adult.

Responding to an Adult at Risk who is making a Disclosure

- Stay calm;

- Speak to them in a private and safe place. It is essential that the person alleged to have caused harm is not present;
- Listen carefully to what they are telling you and get as clear a picture as you can. Avoid asking too many questions at this stage unless for clarification;
- Let them talk at their own pace;
- Do not give promises of complete confidentiality – **do not promise to keep secrets**. Explain that you have a duty to tell a designated safeguarding officer and that the adult at risk's concerns may be shared with other professionals who could have a part to play in protecting them;
- Reassure the adult at risk that they have done the right thing in telling you;
- Reassure the adult at risk that they will be involved in decisions about what will happen;
- Explain that you will try to take steps to prevent them from further abuse or neglect;
- If they have specific communication needs, provide support and information in a way that is most appropriate to them;
- Do not be judgemental;
- Do not jump to conclusions;
- Record in writing all the details that you are aware of and what was said, using the person's own words, as soon as possible.

In your record you should include:

- The date and time;
- The person's name, address and date of birth;
- The nature of the allegation;
- A description of any visible injuries;
- Your observations, for example a description of the person's behaviour and physical and emotional state;
- Exactly what the person said and what you said. Record the person's account of what has happened as soon as possible;
- Any action you took as a result of your concerns, e.g. who you spoke to and resulting actions. Include names, addresses and telephone numbers;
- Sign and date what you have recorded (signature not required with electronic form);
- Store the information in accordance with relevant procedures, e.g. GDPR;
- Report to relevant person – follow the Council's reporting procedures or, in an emergency, contact Adult Social Care and/or the Police.

Responding to Allegations or Concerns against a Member of Staff, Elected Member, Volunteer or any other Person

- Take the allegation or concern seriously
- Consider any allegation or concern to be potentially dangerous to the person
- Record in writing all the details that you are aware of as soon as possible

If an allegation of abuse is made against a member of staff, elected member or volunteer, the Designated Safeguarding Officer must be informed immediately. They will inform the Chief Executive (providing that the allegation is not against them) and Local Authority Designated Officer for Allegations (LADO). Consideration will be given to suspending the member of staff or moving them to alternative duties not involving contact with adults at risk, in accordance with the Council's Disciplinary

Policy and Procedure. If the Safeguarding Officer is the subject of the suspicion/allegation, the report must be made directly to the Chief Executive.

If the complaint is against someone other than a member of staff, elected member, volunteer, contractor or consultant i.e. parent, carer, other service user, etc., then a Safeguarding Officer must be informed in line with the Council's reporting procedures.

Reporting Concerns

Anybody subject to this policy may witness or be informed of an issue that they feel should be referred to Adult Social Care.

The first priority must always be to ensure the safety and wellbeing of the adult. The adult should experience the safeguarding process as empowering and supportive. Practitioners should, wherever practicable, seek the consent of the adult before taking action. However, there may be circumstances when consent cannot be obtained because the adult lacks capacity to give it, but it is in their best interests to undertake an enquiry. Whether or not the adult has capacity to consent, action may need to be taken if:

- Others are or will be put at risk if nothing is done;
- It is in the public interest to take action because a criminal offence has occurred.

If anyone to whom this policy applies thinks an adult is being abused, or that their safety is at risk, they should report their concerns to a Safeguarding Officer using the Council's internal reporting mechanism.

If you have a reasonable suspicion (e.g. reasons to suspect that an adult with care or support needs is experiencing or at risk from abuse or neglect) then you must gather as much information as possible. This will enable a Designated Safeguarding Officer to carry out an internal check of the Council's previous dealings with them (known as 'icrap'). A Safeguarding Officer will assist to pass the concerns on to Adult Social Care.

To report a concern, you can click on this logo anywhere in the policy or on the intranet. This will enable you to forward your concerns using an online reporting form which must then be sent to Safeguarding@lincoln.gov.uk or will be sent automatically using the corporate safeguarding referral e-form. Once your concern has been received, the next steps and appropriate action will be decided.



Alternatively, and for staff without IT access, please speak to your line manager/supervisor to report a concern.

If you think someone is being abused or you think their safety is at risk, then it is important to tell someone. If you are worried about an adult and think they may be a victim of neglect, abuse or cruelty, please call the CSC on 01522 782155 or out of hours 01522 782333. You do not need to know everything about the situation or what is happening. You may just be worried or feel that something is not right.

If you believe a crime has been committed and there is an immediate risk of danger, you should telephone the Police on 999. If you believe a crime has been committed but there is no immediate danger, you should call 101 to report your concerns.

Customer facing, front line services are most likely to come across safeguarding concerns in their day to day roles and should have an enhanced level of awareness. These staff groups/services will be more experienced in engaging with external agencies to report safeguarding concerns and should do so wherever possible (this should still be logged through the Council's safeguarding tracker system).

When an adult safeguarding referral is made, Lincolnshire County Council will apply the six objectives of the safeguarding enquiry to the discussions with colleagues and although the local authority is the lead agency for making enquiries, it may require others to undertake them.

The specific circumstances will often determine who the right person to begin an enquiry is. Statutory guidance sets out that in many cases a professional who already knows the adult will be the best person; for example, this could be a housing support worker or community safety officer.

It is possible that the Council will have allegations referred to them by third parties. For example, neighbours may contact staff to advise that they suspect that the welfare of an adult at risk is suffering. Under these circumstances staff should encourage those reporting such concerns to contact the police or the CSE for adults accordingly.

REMEMBER: It is not your job to judge or to investigate, but to inform and share your concerns.

IMPORTANT: Officers should be aware that in the case of professional referrals relating to an adult at risk, the assumption of the Safeguarding Adults Team at Lincolnshire County Council is that the adult at risk may be told where the referral has come from. Any referral made by an officer of City of Lincoln Council is regarded as a professional referral but can be made in the name of the Designated Safeguarding Officer.

You must be aware that if there is a need by Adult Social Care or the Lincolnshire Safeguarding Adults Board to open an Adult Protection Plan or Serious Case Review you may be called in to give evidence. In these instances, you will be supported by the Lead Safeguarding Officer or Deputy Safeguarding Officer.

Record Keeping

Good record keeping is essential. Whenever a complaint or allegation is made, all agencies should keep clear and accurate records with all relevant records put into a file to record all action taken. Always and as soon as possible, make a factual record of everything that happened, was said and was seen, including:

- The date and time and the person's name, address and date of birth;
- The nature of the allegation or incident and, if possible, the name, address, date of birth, employer of the person alleged to have caused the harm;

- Factual observations e.g. any visible injuries, the person's behaviour, physical/emotional state etc.;
- Exactly what they said, using their own words, and exactly what you said;
- Their consent to share the information;
- All actions you took e.g. who you spoke to and all resulting actions so far. Included names, addresses and telephone numbers wherever possible;
- Sign and date your record and store the information securely.

Where there is a file for the individual, the record should be stored in their file.

Reporting to the Police

The police take any crime against an adult at risk seriously, and will investigate it thoroughly, professionally and compassionately. The police work very closely with partner agencies to ensure effective information sharing, risk assessment and decision-making takes place every time an incident of abuse is reported.

There are now special measures that can be put into place to help vulnerable people through the court process. These measures have allowed many people who may once have been denied access to the criminal justice system the opportunity to give their evidence in court. The police will discuss these special measures with victims at the earliest stage possible in the investigation.

Acting to Protect the Adult at Risk and deal with immediate needs

In an emergency, or if there is an immediate concern for the person's safety or wellbeing:

- **Call 999** for an ambulance if they are injured and/or for the police if you suspect a crime has been committed;
- Inform the appropriate LCC Customer Service Centre (CSC);
- Take steps to ensure they are not in immediate danger (without risk to yourself);
- Avoid disturbing evidence: try to secure the scene e.g. lock the door;
- Consider the risk to any other adults or children;
- Support the person to contact the police themselves if a crime has been or may have been committed;
- Provide reassurance, whilst being clear that you need to report the issue.

Also, as soon as possible after the emergency has been resolved:

- Record exactly what happened on the relevant safeguarding referral form;
- Notify the Lead Safeguarding Officer or their deputy;
- Ensure that your record is signed, dated and securely stored.

If a person is at risk of significant harm, or if they have made a disclosure or a direct or indirect allegation about a person or organisation outside COLC, including a relative, carer or employee of that organisation:

- Take the allegation or concern seriously;
- Speak to them in a private and safe place;
- Ensure that the person alleged to have caused harm is not present;
- Make sure they are and feel safe and know what is happening;
- Evaluate the risk the adult; do this on the same day as the concern is identified;

- **Ask for consent to share the information** (although you may not need consent if there is significant harm, it is still good practice);
- Record the details on the relevant Safeguarding Referral Form, using their own words;
- As soon as possible, contact LCC's Customer Service Centre who will tell you what to do next. Write this down;
- Notify the Lead Safeguarding Officer or their Deputy;
- Ensure that your record is signed, dated and securely stored.

If someone makes allegations against a member of staff, elected member, volunteer, key contractor, consultant or directly commissioned provider acting on behalf of the Council, regardless of your role or status or theirs, **YOU MUST ALWAYS ACT!**

What to do if someone makes a threat of suicide.

If someone indicates over the phone that they are going to take their own life, simply asking about their suicidal thoughts or feelings will not push someone into doing self-destructive. In fact, offering an opportunity to talk about those thoughts or feelings may reduce the risk that someone may act upon their suicidal feelings.

Start by asking questions.

The first step is to find out whether the person is in danger of acting on suicidal feelings. Be sensitive, but ask direct questions, check details, and give further information such as:

- Check the details of what has been said (explaining again may get them to realise what they said and explain they do not mean it);
- Check their contact number and current location (in case you need to call them back or send someone to the address);
- Ask if they are thinking about committing suicide;
- Ask who is with them (either an adult for support or a child that may need safeguarding);
- Inform them of the Samaritans number 116123
- Inform them of the number for the Lincolnshire NHS 24 helpline 0303 123 4000
- Recommend they make an appointment with their GP;

If the call gets cut off and you are unable to get back in touch and you have concerns that the person is going to take their life or hurt themselves or another person, please call 999 and request a safe and well check immediately.

In all cases you should report the incident to the Lead Safeguarding Officer accordingly.

What happens when you report Abuse or Neglect?

The Care Act (2014) requires Lincolnshire County Council (LCC) to undertake **enquiries**, or to cause others (potentially including appropriate City of Lincoln Council staff) to do so, if they reasonably suspect an adult who meets the criteria is, or at risk of, being abused or neglected. The purpose of an enquiry is to decide whether LCC or any other agency should do something to help and protect the adult. The adult should always be involved from the start of the enquiry unless that would increase the risk of abuse. If they have severe difficulty in being involved or if there is no one appropriate to

support them, LCC must arrange for an independent advocate to represent them. The objectives of an enquiry into abuse or neglect are to:

- establish the facts;
- ascertain the adult's views and wishes;
- assess the need for protection, support, redress, and how this might be met;
- protect the adult from the abuse and neglect, in line with their wishes;
- make decisions about further action against the person or organisation causing the abuse or neglect;
- enable the adult to achieve resolution and recovery.

The first priority is always to ensure the safety and wellbeing of the adult.

The process should be empowering and supportive. Wherever practicable, the consent of the adult will be sought before taking action but action may need to be taken if others are or will be put at risk if nothing is done, or if it is in the public interest because a criminal offence has occurred. Complex cases need to involve a social worker: for example, if abuse or neglect is suspected within a family. In other cases, a professional who already knows the adult or who has specific knowledge may be better placed to do an enquiry e.g. health professionals for medical issues or housing issues. If LCC asks another agency to make the enquiry, they must set timescales and what action will follow if this is not done.

On completion of the enquiry, the outcome should be notified to LCC who must determine with the adult what, if any, further action is needed, agreeing an action plan, to be recorded on their care plan. Agencies must agree:

- what steps are to be taken to assure their safety in future;
- the provision of any support, treatment or therapy including on-going advocacy;
- any modifications to the way services are provided;
- how to support the adult through any action they take to seek justice or redress;
- any on-going risk management strategy as appropriate;
- any action to be taken regarding the person or organisation causing the concern.

Actions could include disciplinary or criminal investigations, supporting the person through mediation, developing safeguarding plans or securing fuller assessments by health and social care agencies. A criminal investigation takes priority over all other enquiries but a multi-agency approach will be agreed to ensure that the interests and wishes of the adult are considered throughout, even if they do not wish to give evidence or support a prosecution. The welfare of the adult and others, including children, requires continued risk assessment to ensure the outcome is in their interests and supports their wellbeing.

Chapter 4 – Domestic Abuse



Safeguarding is Everyone's Business

"I don't directly work with children, families, or adults at risk of domestic abuse so does this policy affect me?"

Yes it does!

Introduction

Sometimes you will hear the phrase domestic abuse, sometimes domestic violence. They mean the same thing. Domestic abuse includes a range of abusive behaviours which are used by an abusive partner, or ex-partner or family member to maintain power and control over another individual. Domestic abuse is not a one off incident but is an on-going pattern of behaviour. Once begun, the abuse and/or violence will repeat itself and will often get worse over a period of time. This abusive behaviour also includes Forced Marriage, so called Honour Based Violence and Female Genital Mutilation. Largely hidden behind closed doors, it leaves the victims feeling isolated and powerless. The [Safer Lincolnshire Partnership](#), previously known as the Lincolnshire Community Safety Partnership continues to focus on domestic abuse as one of its priorities.

What is Domestic Abuse?

Domestic Abuse is not just a disagreement. It is a pattern of behaviours, some causing physical injury, others not, some criminal, others not, but all potentially emotionally damaging. Frequently domestic abuse includes threats of violence, suicide or threats to take children away. It may also include breaking objects, hurting pets, abusive language, sexual abuse, driving recklessly to endanger or scare the abused person, isolating family members from others, and controlling access to money, cars and other personal belongings.

Domestic Abuse, or domestic violence, is defined as:

'Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality'.


Home Office, 2013

Controlling behaviour is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of their means needed for independence, resistance and escape and regulating their everyday behaviour.

Coercive behaviour is an act or pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten the victim.

Threatening Behaviour (harassment) includes threats of violence, threats of suicide or threats to take the children from the abused person.

The **Serious Crime Act (2015)** made Controlling and Coercive Behaviour whilst in a relationship a criminal offence. The new offence closes a gap in the law around patterns of controlling or coercive behaviour in an ongoing relationship between intimate partners or family members. The offence carries a maximum sentence of 5 years imprisonment, fine, or both.

	<p>NOTE – The goal of an abusive person is to establish and maintain control over the person they are in or have been in a relationship with. Domestic Abuse is a pattern of behaviour whose effects, without intervention, will become more destructive and sometimes even life threatening over time.</p>
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Who can Experience Domestic Abuse?

Domestic Abuse has a significant impact on individuals, families and communities. Nationally, nearly one million women experience at least one incident of domestic abuse each year. One in ten men report they have experienced domestic abuse and at least 750,000 children a year witness domestic abuse. It is likely many of us are affected whether through intimate partnerships, family members, friends or our colleagues at work.

Largely hidden behind closed doors, domestic abuse can affect anyone, regardless of age, social background, gender, race, religion, sexual preference, disability or ethnicity. It may occur in a variety of relationships: married, separated, divorced, living together, dating, heterosexual, gay or lesbian, bi-sexual or transgender relationships.

Victims of domestic abuse are often too frightened or embarrassed to report what is happening or do not trust that they will be believed or safeguarded after their disclosure. Male victims of domestic abuse may find it harder to seek help. Many children witness domestic abuse and may require safeguarding action to be taken.

Types of Abuse

Recognising domestic abuse is not easy. The table below details some of the different types of abuse that may be present in an abusive relationship but this list is not exhaustive.

Category of Abuse	Examples
Psychological/Emotional	<p>Intimidation, insulting, isolating a person from friends and family, constantly criticising.</p> <p>Denying abuse, treating them as inferior, threatening to harm children or take them away, forced marriage.</p> <p>Swearing, undermining confidence, making racist remarks, making a person feel unattractive, calling them stupid or useless, eroding their independence, threatening suicide if the person leaves them.</p>

Physical	Shaking, smacking, punching, kicking presence of finger or bite marks, starving, tying up, stabbing, suffocation, throwing things, using objects as weapons, female genital mutilation, 'honour based violence'. Physical effects such as bruises may be on areas of the body that are usually covered and hidden.
Sexual	Forced sex, forced prostitution, ignoring religious prohibitions about sex, refusal to practice safe sex, sexual insults, sexually transmitted diseases, preventing breastfeeding.
Financial	Not letting a person work, undermining their efforts to find work or study, refusing to give them money, asking for an explanation of how every penny is spent, making them beg for money, gambling, not paying bills.
Controlling	A range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of their means needed for independence, resistance and escape and regulating their everyday behaviour.
Coercive	An act or pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten the victim.
Stalking	An activity that is designed to force contact on the subject. The stalker may use a variety of methods to attempt to establish a relationship including calling, emailing, sending letters, waiting in areas where the subject works or lives and attempting to approach or use third parties as intermediaries.
Harassment	Involves behaviour that is threatening and disturbing, conducted with the goal of intimidating, frightening, or irritating someone. A variety of activities can be considered harassment and some may technically be legal, but when they occur in the context of a pattern of other behaviours, they are considered harassment and can be prosecuted. This activity can include filing false reports against someone and distributing abusive materials designed to malign someone.

Why do People Stay in Abusive Relationships?

Making the decision to leave a violent or abusive partner is not easy. There are a number of reasons why people do not leave an abusive relationship. It is important to understand some of these reasons. The table below sets out some of the reasons, but everyone's circumstances are different and this is not an exhaustive list.

Fear of further violence: Leaving may end the relationship but may not end the abuse. Many victims are tracked down and further abused when they leave, often for weeks and months afterwards. Research shows that about half of all women murdered by their partners had left or were in the process of leaving when they were killed.

Lack of knowledge and access to help: Despite increased awareness about domestic abuse, many victims don't know how to take advantage of their legal and housing rights. Even if they are aware of these services, some may experience problems due to language difficulties, inappropriate responses from service providers, living in isolated areas or lack of funds.

Economic dependence: If a victim is working, he/she may lose their job due to needing time off work, moving too far away or staying off work so they can't be found there. For other victims, becoming a single parent may mean working is no longer possible; others may face months of legal dispute over property and financial matters.

Staying because of the children: Many abused victims think they should stay in their relationship for the sake of their children.

Social isolation: Most victims experiencing domestic abuse are extremely isolated. Their partner may have deliberately isolated them from sources of support including family and friends, they may be too ashamed or afraid to tell anyone, or they may have told someone whose response has been unhelpful and judgmental.

Emotional dependence: Conflicting feelings of fear, shame, bewilderment, care for the abuser, a hope that things will improve, a commitment to the relationship but not to the abuse, all often contribute to a victim staying in an abusive situation.

Lack of confidence: After living with an abusive partner, the self-esteem of most victims has been eroded to the point where they no longer have confidence in themselves, including their ability to survive alone, and may believe that there are no other options.

Cultural reasons: Many victims and abusers have been brought up to believe that real fulfillment comes from being a husband/wife and mother/father or that divorce is wrong and may even be encouraged to stay in the relationship by family members or religious leaders.

For further information, visit www.domesticabuselincolnshire.com



IMPORTANT: Never judge a person for not leaving an abusive relationship. Support them, regardless of their decision and advise them how to keep safe while living with domestic abuse and when they are ready to move, enable them to do so.

NOTE: It is not your job to judge or to investigate, but to inform and share your concerns.

Responding to Concerns, Allegations and Disclosures

Disclosing domestic abuse is not easy. It is vital that the procedures in this section are understood and applied consistently by all staff, elected members, volunteers and anyone working for or on behalf of City of Lincoln Council.

- At all times the person who has experienced Domestic Abuse must be dealt with in confidence. This is important to maximise the confidence that the individual has in the colleague/manager/practitioner and the organisation;

- At all times take steps to protect the victim, accept their perception of the danger they are in and listen appropriately;
- Permission must be sought to share information. Information should never be discussed with other members of the public and should only be shared with colleagues where it is appropriate (e.g. the [MARAC](#) process);
- A risk assessment (known as a [DASH](#)) should be used in all cases and its use explained to the victim – **a Safeguarding Officer will assist you to complete the risk assessment, or may complete this with the victim – the form is accessible from <http://www.dashriskchecklist.co.uk>;**
- Concerns about the welfare of any children will take precedence over issues of confidentiality and be over-ridden by Child Protection procedures;
- Ensure that at all times the victim is aware of organisational procedures and any action you are taking. Records should be kept of all interviews. This may be important for later evidential purposes. Use the client's exact words to record the abuse. Be as precise as possible e.g. 'my husband hit me with a cricket bat' rather than 'client has been abused';
- Do not insist on joint sessions with the victim and the perpetrator or that they should seek legal remedies if they do not wish to do so;
- If the victim concerned does not want to leave yet, it does not mean they will never leave, nor that they do not require ongoing and continual support.

City of Lincoln Council operates a 'Safe at Home' Scheme, also known as the 'Sanctuary Offer', which is managed in partnership with the district's Independent Domestic Violence Advisor (IDVA). The scheme is open to all victims of domestic abuse who are in the district, but priority may be given to high risk victims managed under the MARAC arrangements. The scheme can be accessed via self-referral, MARAC referral and professional referral. Most MARAC referrals are managed by the IDVA who holds a stock of equipment. A range of housing options will be discussed and offered as well as the Safe at Home scheme to enable the client to make an informed decision about the options that best suits their needs and circumstances.

Clare's Law - Domestic Violence Disclosure Scheme: This gives individuals a 'right to ask' Police where they have a concern that their partner may pose a risk to them or where they are concerned that the partner of a member of their family or a friend may pose a risk to that individual.

If an application is made under the scheme, Police and partner agencies will carry out checks. If these show that the partner has a record of abusive offences, or there is other information to indicate that there may be a risk from the partner, the Police will consider sharing this information. For more information please click [here](#).

Reporting concerns

Any officer may, in the course of their duties, witness or be informed of an issue that they feel should be referred to a domestic abuse trained officer. This can be done using the Council's [standard reporting procedure](#). If officers are confident to do so they should complete a DASH risk assessment. Officers completing a risk assessment should discuss the outcome with a Safeguarding Officer.

For all other referrals, please follow the Council's [safeguarding incident flowchart](#) to determine an appropriate course of action.

It is possible that the Council will have allegations referred to them by third parties. For example, neighbours may contact staff to advise that they suspect that somebody is at risk of or is experiencing domestic abuse. Under these circumstances, staff should encourage those reporting such concerns to contact the Police or the CSC for adults accordingly.

To report a concern, you can click on this logo anywhere in the policy or on the intranet. This will enable you to forward your concerns using an online reporting form which must then be sent to safeguarding.reports@e-lindsey.gov.uk . Once your concern has been received, the next steps and appropriate action will be decided.



Alternatively, and for staff without IT access, please speak to your line manager/supervisor to report a concern.

If you are concerned that you or someone you know is experiencing Domestic Abuse and you want advice or support, you can contact EDAN Lincs:

- Telephone: 01522 510041;
- Email: info@edanlincs.org.uk;
- Website: <https://edanlincs.org.uk/>

If you feel that someone is at immediate risk of significant harm, then you must call the Police on 999. If however you think they are at risk but that risk is not immediate, you must take appropriate action, calling 101 if you think a crime has been committed, and by reporting the matter to the LCC Customer Services Centre (CSC) on 01522 782111 for children, 01522 782155 for adults, or emergency out of hours 01522 782333.

In all cases you should report the incident to the Lead Safeguarding Officer accordingly.

City of Lincoln Council commitment to tackling Domestic Abuse

Domestic Abuse Charter: A Domestic Abuse charter has been developed for Lincolnshire that sets out 10 standards that agencies should aim to meet to ensure best practice. ELDC aims to follow this charter and will take steps to meet all 10 standards as set out below:

1.	That the agency I represent understands the realities of domestic abuse and its impact on, and cost to, the services it provides. Data will be shared within the DASMB
2.	Domestic Abuse material is displayed by the agency/department I represent in different languages relevant to local communities and is also available in alternative formats such

	as large print. Information about domestic abuse is included on respective agencies websites with links to the Lincolnshire DA website
3.	That there is an effective domestic abuse policy/protocol or guidance in place detailing how the agency/department will respond to domestic abuse
4.	That risk identification, risk assessment and risk management processes, for victims, perpetrators and children are fully embedded within the agency/department I represent
5.	That there is full participation by the agency I represent within the MARAC process for High Risk Victims
6.	That all appropriate referral/signposting pathways are in place for standard and medium victims
7.	That staff who require Domestic Abuse training have been identified and the level of training required assessed
8.	That all identified staff have been trained to the required level
9.	That there is regular attendance and participation at the Domestic Abuse core priority group and MARAC steering group from my agency
10.	The agency has an employee policy for staff experiencing or perpetrating domestic violence

Chapter 5 – Preventing Violent Extremism



Safeguarding is EVERYONE's business

You have a role to play in Preventing Violent Extremism

Introduction

“Prevent and Chanel protect the most vulnerable in our society and prevent them from being drawn into terrorism – Chanel panels ensure such individuals receive the support they need in a timely manner to guide them away from such activity.”

Rt. Hon Ben Wallace MP

The **Counter-Terrorism and Security Act**, approved in March 2015, contains a duty on specified authorities to have due regard to the need to prevent people from being drawn into terrorism. This is also known as the Prevent duty. The act ensures that law enforcement and intelligence agencies have the powers they need to help keep the country safe from the threat posed by terrorism and hostile state activity.

In June 2018, a new **Counter-Terrorism and Border Security Act** was introduced to the House of Commons, and received Royal Assent on 12th February 2019. The act updates, and close gaps in existing counter-terrorism legislation to ensure that it is fit for the digital age and reflects contemporary patterns of radicalisation.

The Act enables local authorities, in addition to the police, to refer an individual at risk of being drawn into terrorism for discussion at a Chanel panel. Previously this power was only available to the Police. To achieve this change, the Act amended sections 36 and 38 of the Counter-Terrorism Act 2015. This will streamline the process of referring individuals by removing some of the existing administrative burden on local authorities and the police, and ensure that at risk individuals can be supported in a timely manner.

Overview of Prevent

PREVENT is a key strand of the Government’s counter-terrorism strategy, CONTEST. Its main objective is to stop people becoming terrorists or supporting violent extremism.

“In Lincolnshire, we aim to empower all communities to stand up to the small minority who support terrorism or extremism.”

Lincolnshire Police

Although there is no specific threat to Lincolnshire, City of Lincoln Council has an important role to play in identifying and preventing people from becoming radicalised into extremist violence. This role is an important part of the Prevent Duty, which became a statutory duty for organisations including Local Authorities, in 2015.

The PREVENT strategy has three specific strategic objectives:

1. **IDEOLOGY & IDEOLOGUES** – To challenge the ideology that supports terrorism and those that support it;
2. **INDIVIDUALS** – To prevent vulnerable people from being involved in or supporting terrorism;
3. **INSTITUTIONS** – To support sectors and institutions where there are risks of radicalisation.

Prevent is a multi-agency strategy and not solely a Police initiative. It is important everyone works together to disrupt those who promote violent extremism and identify people who are vulnerable to being recruited by terrorists, so the police and other agencies can offer them support.

Prevent operates in the non-criminal space. This means that individuals who are referred to Prevent can be supported to move away from terrorism, rather than being criminalised. This multi-agency process is called 'Channel'.

It is important to note that Prevent applies to violent extremism across all groups. Tackling radicalisation relies, to a certain extent, on the vast majority of people who reject violent extremism and are determined to challenge it.

Prevent is **not** about spying on people or stigmatising and criminalising individuals and/or communities. It is about working with communities to identify individuals who may be susceptible to being drawn toward a path of violent extremism. Our aim is to provide support to such individuals to divert them away from violent extremism before they commit any criminal acts.

The key aim of the Prevent strategy in Lincolnshire is 'to help local authorities, police, community safety partnerships and other partners and partnerships to develop and implement effective actions which make their communities safer. This will reduce the risk from terrorism and violent extremism, so that the people of Lincolnshire can go about their business freely and with confidence'.

Experience has shown that results are best achieved through:

- Partnership working and community engagement;
- Understanding the challenge and its context;
- Developing an effective action plan;
- Managing risk;
- Tracking progress and evaluating success;
- Sharing learning.

PREVENT is included within City of Lincoln Council's safeguarding remit. Through awareness and partnership working, PREVENT seeks to safeguard and support vulnerable individuals and protect communities. You can find further information about the PREVENT duty for England and Wales [here](#).

Overview of Channel

CHANNEL is a key element of the PREVENT strategy. It is a multi-agency approach designed to protect people at risk from radicalisation.

CHANNEL is about safeguarding children and adults from being drawn into committing terrorist-related activity. It is about early intervention to protect and divert people away from the risk they face before illegality occurs.

CHANNEL uses existing collaboration between local authorities, statutory partners, the police and the local community to:

- Identify individuals at risk of being drawn into terrorism;
- Assess the nature and extent of that risk;
- Develop the most appropriate support plan for the individuals concerned.

KEY WORDS AND DEFINITIONS

COLC Safeguarding Policy

- **'Extremism'** is defined in the 2011 Prevent Strategy as vocal or active opposition to fundamental British values, including democracy, the rule of law, individual liberty and mutual respect and tolerance of different faiths and beliefs. Also included in the definition of extremism is calls for the death of members of our armed forces, whether in this country or overseas;
- **'Interventions'** are projects intended to divert people who are being drawn into terrorist activity. Interventions can include mentoring, counselling, theological support, encouraging civic engagement, developing support networks (family and peer structures) or providing mainstream services (education, employment, health, finance or housing);
- **'Non-Violent Extremism'** is extremism, as defined above, which is not accompanied by violence;
- **'Prevention'** in the context of this work means reducing or eliminating the risk of individuals becoming involved in terrorism. Prevent includes, but is not confined to, the identification and referral of those at risk of being drawn into terrorism into appropriate interventions. These interventions aim to divert vulnerable people from radicalisation;
- **'Safeguarding'** in this context is the process of protecting vulnerable people from crime, abuse or from being drawn into terrorist related activity;
- **'Terrorism'** (UK definition as given in the Terrorism Act 2000) is defined as an action that endangers or causes serious violence to a person/people; causes serious damage to property; or seriously interferes with or disrupts an electronic system. The use or threat must be designed to influence the Government or to intimidate the public and is made for the purposes of advancing a political, religious or ideological cause;
- **'Terrorist Related Offences'** are those (such as murder) which are not offences in terrorist legislation, but which are judged to be committed in relation to terrorism;
- **'Vulnerability'** in this context describes the condition of being capable of being injured; difficult to defend; open to moral or ideological attack. Within Prevent, the word describes factors and characteristics associated with being susceptible to radicalisation.

Reporting Concerns

Anybody subject to this policy may witness or be informed of an issue that they feel should be referred to Prevent or to the Police. A Safeguarding Officer will help you to determine the next steps and to make a referral to Prevent or to the Police if required.

To report a concern, you can click on this logo anywhere in the policy or on the intranet. This will enable you to forward your concerns using an online reporting form which must then be sent to Safeguarding@lincoln.gov.uk. Once your concern has been received, the next steps and appropriate action will be decided.



Alternatively, and for staff without IT access, please speak to your line manager/supervisor to report a concern.

COLC Safeguarding Policy

If you feel that a young person or vulnerable adult is at immediate risk of significant harm, then you call the Police on 999. If however you think they are at risk but that risk is not immediate, you must take appropriate action, calling 101 if you think a crime has been committed, and by reporting the matter to the LCC Customer Services Centre (CSC) on 01522 782155, or emergency out of hours 01522 782333.

In all cases you should report the incident to the Lead Safeguarding Officer accordingly.

Customer facing, front line services are most likely to come across safeguarding concerns in their day to day roles and should have an enhanced level of awareness. These staff groups / services will be more experienced in engaging with external agencies to report safeguarding concerns and should do so wherever possible (this should still be logged through the Council's safeguarding tracker system).

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Chapter 6 Hate Crime & Mate Crime



Safeguarding is EVERYONE's business

You have a role to play in recognising and preventing Hate Crime and Mate Crime

Introduction

This chapter sets out the policy for identifying, reporting and dealing with hate and mate crime in Lincoln.

This policy and the commitments made are made in the context of the Equality Act, which requires public authorities to consider how they can take action to eliminate discrimination, advance equality of opportunity and foster good relations in the community. A key part of this is the correct identification and handling of hate and mate crime.

Hate crime can affect all communities, both urban and rural, and it is important that employees are aware of hate crime issues and what to do when hate crime is identified, and to be aware of hate crime issues in areas of the District where they may not expect to find it. Furthermore, mate crime is a growing area of concern, and one which is not yet widely recognised, but is prevalent in all areas of society. Employee awareness is a key part of tackling the problem, and working in partnership to prevent and stop mate crime is essential.

Definitions

Hate Crime	<p>A hate crime or hate incident is any crime or incident which is perceived by the victim or any other person to be motivated by hostility or prejudice based on a person's actual or perceived social group. There are common social groups who encounter such prejudice or hostility, and therefore the focus within this chapter is on the following strands:</p> <ul style="list-style-type: none">• Disability;• Race;• Religion or belief;• Sexual orientation;• Transgender. <p>It is worth noting however, that hate crime can be based on any identifying factor, or a combination of 2 or more factors.</p>
Mate Crime	<p>There is currently no formally agreed definition of mate crime. However, the below is a widely accepted description:</p> <p><i>'When a person is harmed or taken advantage of by someone they thought was their friend. It is more common with people with learning disabilities and mental health conditions but not exclusive'.</i></p> <p>Those with substance misuse issues can also be more at risk.</p>

Recognising Hate or Mate Crime

A **hate crime** or incident can encompass a large number of actions, directed at a particular person or more generally at a group of people, for the sole reason of their inclusion, or perceived inclusion, in one of the social groups mentioned above. These can include:

- Physical attacks;

- Verbal abuse;
- Offensive graffiti;
- Harassment;
- Damage to property;
- Exclusion from a group or community.

It can be any activity directed at a person or group because of their social group. Usually hate crimes and incidents are easy to recognise for both the victims and the observers due to type of language used, or person targeted. However, not all attacks on minority social groups are because of hate, they may just be randomly targeted and this must be considered.

Mate crime can be more difficult to recognise as often the victim thinks the perpetrator is their friend and may not perceive themselves as a victim, or what is happening to them as wrong.

Mate crime may include:

- Financial abuse e.g. visiting when the victim has just got their benefit and 'borrowing' money or going out for a drink and getting the victim to buy all the drinks;
- Physical abuse, making a joke of physical abuse, making it part of a 'game';
- Emotional abuse, distancing the victim from their family or other support, manipulating them into doing things they normally wouldn't;
- Sexual abuse, coercion into prostitution, exploitation by their 'friend'.

Mate crime can be very subjective and it is important to consider the vulnerability of the victim, the incidents occurring and any known background of the alleged perpetrator when dealing with mate crime. If you are unsure please seek advice from a Safeguarding Officer.

Indicators of a victim of mate crime may be:

- Lack of money shortly after payday;
- Withdrawal from services or family;
- Over reliance on a new friend;
- Changes in behaviour or mood;
- Making excuses for the behaviour or actions of a friend.

Those subject to hate crime may be more at risk of early extremist tendencies, or those perpetrating may be exhibiting extremist views. In such cases the [Prevent chapter](#) of this policy should be referred to, which will give guidance on who to contact and go to for advice.

There are currently no statistics for mate crime, as often this type of incident is not identified, not reported, or can't be classed as a crime. However, we know from case studies that the impact of mate crime can be high, with a number of deaths being caused in some instances.

To ensure we do not see serious consequences in our area, it is important that we raise the profile of mate crime and use this policy to inform, guide and protect.

Responding to a Report of Hate or Mate Crime

City of Lincoln Council is signed up to the [Lincolnshire Hate Crime Strategy](#). Under the strategy, it has been agreed that all partners in Lincolnshire will use [Stop Hate UK](#) as their third party reporting centre. If a report is made to a member of staff or elected member, the following process should be followed:

1. Take notes of the incident or allegation;
2. Encourage the person to report the hate or mate crime to the police or to Stop Hate UK;
3. If the victim does not wish to make the report themselves, contact Stop Hate UK to report the hate or mate crime as a third party. Inform a Safeguarding Officer of the report and any action taken;
4. Consider any additional factors such as Anti-Social Behaviour, Domestic Abuse or Prevent. Where these factors are identified, refer the case to the Safeguarding Officer for further advice;
5. Make any necessary referrals arising from the above risk assessments;
6. Offer the victim appropriate support, giving them a named contact. Identify any additional vulnerabilities including alcohol or substance misuse which may require a referral to substance misuse services or adult social care.

If an allegation is made against a member of staff or elected member, the Designated Safeguarding Officer or Deputy must be informed immediately. The Lead Safeguarding Officer will inform the Chief Executive and the Local Authority Designated Officer for Allegations (LADO) and consideration will be given to suspending the member of staff from work or moving them to alternative duties. If the Safeguarding Officer is the subject of an allegation, the report must be made directly to the Chief Executive. If it is necessary to conduct an investigation into events surrounding the complaint, this will be conducted in accordance with advice from the LADO, and through the Council's Disciplinary Policy and Procedure.

Staff Welfare is a key concern for the Council. If a member of staff or elected member is experiencing hate or mate crime, they will be offered the same support as a member of the public reporting to us, plus any extra support the council can offer such as management support. If the person perpetrating the hate or mate crime is an employee or elected member, the same process as described in the above paragraph will be followed, with serious consideration given to suspension to allow for proper investigation and to safeguard the welfare of staff, guided by the Council's Disciplinary Procedure.

Training is provided to ensure that staff not only know how to respond to a report of hate or mate crime, but also so that they are aware of the assistance they can get from the organisation.

Reporting Concerns about Hate or Mate Crime

Anybody subject to this policy may witness or be informed of an issue that they feel should be referred to Children's or Adult Services..

To report a concern, you can click on this logo anywhere in the policy or on the intranet. This will enable you to forward your concerns using an online reporting form which must then be sent to Safeguarding@lincoln.gov.uk. Once your concern has been received, the next steps and appropriate action will be decided.



Alternatively, and for staff without IT access, please speak to your line manager/supervisor to report a concern.

There are alternative reporting methods for hate crime and mate crime, detailed below. If you report via these methods, you must notify a safeguarding officer using the online reporting form.

Reporting to the Police: Hate crimes are just that: a crime. Reporting a hate crime to the Police is always the preferred choice so that accurate data can be captured and the incident dealt with appropriately. There is still a perception that hate crimes will not be taken seriously, which leads to huge under-reporting. A recent report into transgender hate incidents suggested that victims did not know where to go for help as they felt embarrassed to go to the Police and did not believe any action would be taken. The Police can and do take action and victims can be reassured that their complaint will be dealt with, and that they will be treated with dignity.

Third party reporting centres: Where a victim or witness to an incident will not go to the police in person, third party reporting centres can be used. There are various third party reporting centres which can be accessed in person, by phone or on the internet. Once contacted, the centre can then report an incident to the Police on behalf of the victim or concerned person, provide advice and support and signpost to other agencies as appropriate. Third party reporting provides a safe and confidential environment, with an agency that the individual may have more trust in. Some third party reporting centres also have specialists in languages and law.

Stop Hate UK: Stop Hate UK is a national organisation which works to raise the profile of and challenge all forms of hate crime and discrimination. Stop Hate UK is funded to operate as a specialist third party reporting centre in Lincolnshire. www.stophateuk.org.

City of Lincoln Council commitment to tackling Hate Crime and Mate Crime

Hate Crime and Mate Crime Charter: A 'Lincolnshire Hate and Mate Crime' charter was developed by the Safer Lincolnshire Partnership that sets out 10 standards that agencies should aim to meet to ensure compliance. COLC aims to follow this charter and will take steps to meet all 10 standards as set out below:

1	That the agency I represent will promote awareness and understanding of Hate Crime and Mate Crime and its impact on victims and communities – both internally and externally.
2.	Hate Crime and Mate Crime material is displayed by the agency/department I represent in different languages relevant to local communities and is also available in alternative formats such as large print. Information about Hate Crime and Mate Crime is included on respective agencies websites with links to the Lincolnshire Police and Stop Hate UK websites.
3.	That the agency I represent has a process in place to effectively identify Hate Incidents/Crime and Mate Crime.

4.	That there is an effective policy/protocol or guidance in place detailing how the agency/department will respond to both Hate Crime and Mate Crime.
5.	The agency I represent is committed to working in partnership to tackle Hate Crime and Mate Crime.
6.	That there is full commitment by the agency I represent to manage risk around hate crime.
7.	Ensure appropriate referral/signposting pathways are in place for victims of Hate Crime and Mate Crime.
8.	That staff that require Hate Crime and Mate Crime training have been identified and receive role appropriate training.
9.	That there is regular attendance and participation at the Anti-Social Behaviour Strategic Management Board and Hate Crime Delivery Group from my agency.
10.	The agency has a policy that includes staff experiencing or perpetrating Hate Crime and Mate Crime.

The charter recommends a traffic light system for self-assessment against each standard, with the aim of scoring green in all areas. This policy is the first step toward that aim.

Training: Training is integrated into the Council's 6 year safeguarding training plan.

Publicity: COLC is committed to ensuring that information on hate and mate crime is available on its website to enable residents to find out more about the issue, including how and where to report.

City of Lincoln Council

Chapter 7 – Modern Slavery & Human Trafficking



Safeguarding is EVERYONE's business

You have a role to play in recognising and preventing Modern Slavery and Human Trafficking

Introduction

The **Modern Slavery Act**, enacted in March 2015, was an important milestone in the fight against slavery and for social justice. It unified and simplified previous legislation and gave law enforcement new powers, including increased sentencing and protection for survivors. Section 54 of the Modern Slavery Act 2015 requires certain organisations to develop a slavery and human trafficking statement each year. The slavery and human trafficking statement sets out what steps organisations have taken to ensure modern slavery is not taking place in their business or supply chains. The City of Lincoln Council statement can be found [here](#).

Modern Slavery is a term that covers:

- Slavery;
- Servitude and forced or compulsory labour;
- Human trafficking;

Modern Slavery and Human Trafficking

Modern Slavery

Modern slavery is a complex crime, often crossing international borders and involving multiple forms of exploitation. It is usually hidden. The common factors are that a victim is, or is intended to be, used or exploited for someone else's (usually financial) gain, without respect for their human rights.

Victims may be any age, gender and ethnicity, may have been brought from overseas or be vulnerable people from the UK. They are usually forced to work illegally against their will in many different sectors. Victims may not be aware that they are being trafficked or exploited, and may appear to have consented to elements of their exploitation, or accepted their situation.

Modern slavery takes many forms. There are currently four broad ways in which perpetrators may seek to exploit victims:

1. **Labour Exploitation** - exploitation usually involves unacceptably low pay, poor working conditions or excessive wage deduction, but is not solely about this. In order to constitute modern slavery there will also be some form of coercion meaning that victims cannot freely leave for other employment or exercise choice over their own situation. Where the perpetrator is taking advantage of a child or vulnerable person, an offence can be committed without the element of coercion. Lincolnshire has been the centre of recent, high profile labour exploitation crime;
2. **Domestic Servitude** - typically involves victims working in a private family home where they are ill-treated, humiliated, subjected to unbearable conditions or working hours, working for little or no pay. The victim could be used in this way by their own family members or partner, or by an employer. Again, it is very difficult for them to leave, for example because of threats, the perpetrator holding their passport, or using a position of power over the victim;
3. **Sexual Exploitation** - Victims are coerced into sex work or sexually abusive situations. This includes child sexual exploitation. Victims may be brought to the UK on the promise of legitimate employment, or moved around the UK to be sexually exploited. In some cases they may know they will be involved in sex work, but are forced into a type or frequency they did not agree to. Victims are more commonly female but can also be male;
4. **Criminal Exploitation** - Criminal exploitation forces a person to commit a crime for someone else's gain. For example, victims could be coerced into shoplifting, pick-pocketing, entering into a sham marriage, benefit fraud, begging or drug cultivation such as cannabis farming.

Human Trafficking

For a person to have been a victim of human trafficking there must have been:

- **Action** – recruitment, transportation, transfer, harbouring or receipt, which can include either domestic or cross-border movement;
- **Means** – threat or use of force, coercion, abduction, fraud, deception, abuse of power or vulnerability – however, there does not need to be a means used for children as they are not able to give informed consent;
- **Purpose of exploitation** – for example sexual exploitation, forced labour or domestic servitude, slavery, financial exploitation, illegal adoption, removal of organs.

Slavery, Servitude and Forced or Compulsory Labour

COLC Safeguarding Policy

For a person to have been a victim of slavery, servitude and forced or compulsory labour there must have been:

- **Means** – being held, either physically or through threat of penalty – e.g. threat or use of force, coercion, abduction, fraud, deception, abuse of power or vulnerability. However, there does not need to be a means used for children as they are not able to give informed consent;
- **Service** – an individual provides a service for benefit, eg begging, sexual services, manual labour, or domestic service.

Forced or compulsory labour may be present in trafficking cases. However, not every person who is exploited through forced labour has been trafficked.

There will be cases of exploitation that do not meet the threshold for modern slavery – for example someone may choose to work for less than the national minimum wage, or in undesirable conditions, without being forced or deceived. In these instances, cases should be referred to the Police or Gangmasters & Labour Abuse Authority (GLAA). Safeguarding Officers will be able to advise you on this.

Slavery and servitude are more serious versions of forced or compulsory labour. You can find more information on the indicators of modern slavery [here](#).

National Referral Mechanism (NRM)

The [National Referral Mechanism \(NRM\)](#) is a framework for identifying and referring potential victims of modern slavery and ensuring they receive the appropriate support.

It was estimated that there were 10,000 – 13,000 victims of modern slavery in 2013, but only 1,746 potential victims were referred to the National Referral Mechanism (NRM) in the same period. There were 6993 potential victims of trafficking and slavery flagged up to the National Referral Mechanism (NRM) during 2018. This was the highest number recorded by the UK authorities since the figures were first compiled in 2009 and an 80% rise from 2016.

From 1 November 2015, specific public authorities, which includes City of Lincoln Council, have had a **duty to notify** the Secretary of State of any person identified in England and Wales as a suspected victim of slavery or human trafficking. This duty is intended to help gather statistics and build a more comprehensive picture of the nature and scale of modern slavery. The information that must be provided is set out in the Modern Slavery Act 2015 (Duty to Notify Regulations 2015) and can be found by following [this link](#). Under the previous NRM process, potential victims were referred by ‘first responders’, including police, public bodies and a number of specified NGOs to one of two competent authorities, the NCA’s Modern Slavery and Human Trafficking Unit for EEA nationals, and the Home Office for non-EEA cases, to make a decision about their status.

From 29th April 2019 this changed when the Home Office became the single competent authority for dealing with referrals. This was part of a package of reforms to the NRM announced by the government in October 2017 to improve identification of and support for victims of modern slavery.

Reporting Concerns about Modern Day Slavery or Human Trafficking

Anybody subject to this policy may witness, be informed of, or see during the course of their duties, a modern slavery or human trafficking concern. The duty to refer applies to everybody to whom this policy applies.

If you think that modern slavery has taken place, the case should be referred to the NRM so that a competent authority can fully consider the case. You don’t need to be certain that someone is a victim.

COLC Safeguarding Policy

To report a concern, you can click on this logo anywhere in the policy or on the intranet. This will enable you to forward your concerns using an online reporting form which must then be sent to Safeguarding@lincoln.gov.uk . Once your concern has been received, the next steps and appropriate action will be decided.



Alternatively, and for staff without IT access, please speak to your line manager/supervisor to report a concern.

Safeguarding Officers will work with you to forward your concerns to the National Referral Mechanism (NRM) and to ensure that potential victims receive access to specialist support. The NRM form should be used if the victim is an adult and consents to provide their personal details and would like to receive Government funded specialist support, or for a child victim (where consent is not needed). NRM forms and associated guidance are available [here](#).

Note: If a potential adult victim wants to remain anonymous and does not want specialist support, safeguarding officers should complete an 'MS1' form and send it to dutytonotify@homeoffice.gsi.gov.uk The MS1 form can be anonymous. A link to the form can be found [here](#).

In addition to the above reporting protocols, Lincolnshire has a multi-agency Modern Slavery strategic group that works to address, prevent and tackle Modern Slavery. With effect from January 2018, a Lincolnshire reporting system was set up to provide a multi-agency system of sharing information with Lincolnshire Police to help tackle and identify potential victims of Modern Slavery and Human Trafficking. Information should be sent via secure email to the Understanding and Safeguarding Emerging Communities (USEC) Modern Slavery Team at ModernSlavery@lincs.pnn.police.uk.

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City of Lincoln Council

Chapter 8 – County Lines and Cuckooing



Introduction

'County Lines' and 'Cuckooing' are forms of criminal exploitation involving children and vulnerable adults. They are geographically widespread forms of harm about which currently relatively little is known or recognised by those best placed to spot its potential victims. This chapter is intended to explain the nature of this harm to enable staff to recognise the signs and respond appropriately so that potential victims get the support and help that they need.

County Lines

County lines is a major, cross-cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery, and missing persons; and the response to tackle it involves the police, the National Crime Agency, a wide range of Government departments, local government agencies and VCS (voluntary and community sector) organisations.

The UK Government defines county lines as follows:

‘County lines is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using dedicated mobile phone lines or other form of “deal line”. They are likely to exploit children and vulnerable adults to move and store the drugs and money and they will often use coercion, intimidation, violence (including sexual violence) and weapons.’

Those who become involved in county lines will almost undoubtedly be caught up in other safeguarding issues, potentially drugs, criminality, trafficking, modern slavery, sexual exploitation and gangs. It is extremely important that those involved in safeguarding children and vulnerable adults have an understanding of county lines. A typical county lines scenario is defined by the following components:

- A group (not necessarily affiliated as a gang) establishes a network between an urban hub and county location, into which drugs (primarily heroin and crack cocaine) are supplied;
- A branded mobile phone line is established in the market, to which orders are placed by introduced customers. The line will commonly (but not exclusively) be controlled by a third party, remote from the market;
- The group exploits young or vulnerable persons, to achieve the storage and/or supply of drugs, movement of cash proceeds and to secure the use of dwellings (commonly referred to as cuckooing);
- The group or individuals exploited by them regularly travel between the urban hub and the county market, to replenish stock and deliver cash;
- The group is inclined to use intimidation, violence and weapons, including knives, corrosives and firearms.

Some potential indicators of county lines involvement and exploitation are listed below, with those at the top of particular concern:

- persistently going missing from school or home and / or being found out-of-area;
- unexplained acquisition of money, clothes, or mobile phones;
- excessive receipt of texts / phone calls and/or having multiple handsets;
- relationships with controlling / older individuals or groups;
- leaving home / care without explanation;
- suspicion of physical assault / unexplained injuries;
- parental concerns;
- carrying weapons;
- significant decline in school results / performance;
- gang association or isolation from peers or social networks;
- self-harm or significant changes in emotional wellbeing.

One of the key factors found in most cases of county lines exploitation is the presence of some form of exchange (e.g. carrying drugs in return for something). Where it is the victim who is offered, promised or given something they need or want, the exchange can include both tangible (such as money, drugs or clothes) and intangible rewards (such as status, protection or perceived friendship or affection). It is important to remember the unequal power dynamic within which this exchange occurs and to remember that the receipt of something by a young person or vulnerable adult does not make them any less of a victim. It is also important to note that the prevention of something negative can

also fulfil the requirement for exchange, for example a young person who engages in county lines activity to stop someone carrying out a threat to harm his/her family.

The **National County Lines Coordination Centre (NCLCC)** was established in September 2018 with the aim of developing the national intelligence picture of the complexity and scale of the threat, prioritising action against the most serious offenders, and engaging with partners across government, including in the health, welfare and education spheres, in tackling the wider issues.

Cuckooing

Cuckooing is a practice where people take over a person's home and use the property to facilitate exploitation. The most common form of cuckooing is where drug dealers take over a person's home and use it to store or distribute drugs.

Drug dealers will often target the most vulnerable in society. They are seeking to establish relationships to access the vulnerable person's home. Once they gain control over the victim, whether through drug dependency, debt or as part of their relationship, larger groups will sometimes move in. The threat of violence is often used to control the victim.

It is common for the drug dealers to have access to several cuckooed addresses at once, and to move quickly between them to evade detection. The victims of cuckooing are most commonly class 'A' drug users, but there are cases of victims with learning difficulties, mental health issues and, to a lesser extent, physical disabilities.

Signs that cuckooing may be going on at a property include:

- An increase in people entering and leaving;
- An increase in cars or bikes outside;
- An increase in anti-social behaviour;
- Increasing litter outside;
- People coming and going at strange times;
- Damage to the door/the door propped open;
- Unknown people pressing buzzers to gain access to the building;
- You haven't seen the person who lives there recently or, when you have, they have been anxious or distracted;

If just one of these is taking place in a property, it may not mean anything. But if three or more of them are taking place, it could indicate that the property is being cuckooed.

The Links between County Lines and Cuckooing

'The **cuckooing model** was initially used by **county lines** groups originating from London. County line dealing 'franchises' then spread throughout the country, taking the cuckooing model with them. However, due to the success of this method, cuckooing has now been adopted by other drug supply networks.'

National Police Chiefs Council

In 2017, 77% of police forces documented incidents of cuckooing that were associated to county lines activity. Cuckooing clearly remains the dominant method of obtaining access to suitable premises to operate and deal from. Virtually every force that reported the presence of a county line end-point

reported cuckooing. County lines groups will target new premises by pursuing vulnerable individuals who attend recovery groups, dependency units and areas associated with those experiencing problems. They seek to establish relationships with vulnerable individuals for access to their homes. Once they gain control over the victim, whether through drug dependency, debt or as part of their relationship, groups move in. Once this happens the risk of domestic abuse, sexual exploitation and violence increases. In some instances, drug users may appear to be complicit in allowing their home to be used, however the issue of true consent is questionable, as many drugs users will not necessarily see themselves as being vulnerable.

Cuckooed addresses have been linked to many county lines, with victims of all ages encountered by law enforcement in such properties. There is an emergence of cuckooed addresses being used by multiple county lines groups simultaneously, although there is currently insufficient detail to confirm how complicit or collaborative groups might be. It is also common for county lines networks to have access to several cuckooed addresses at any one time. They will move quickly between vulnerable peoples' homes and will stay for just a few hours, a couple of days or sometimes longer. This helps groups evade detection, especially as intelligence gathered by law enforcement is often unclear and is quickly out of date.

In Lincolnshire, an increase of violence has been seen. Warrants executed have revealed weapons such as knives and machetes, and intelligence has been received surrounding access to firearms amongst gang members. In 2018, following a spate of knife related assaults in Lincolnshire, arrests were made which led to child trafficking convictions. It was the first time in UK legal history that child trafficking convictions had been secured under the Modern Slavery Act as part of a 'county lines' operation.

Reporting Concerns about County Lines or Cuckooing

Anybody subject to this policy may witness, be informed of, or see during the course of their duties, a county lines or cuckooing concern. The duty to refer applies to everybody to whom this policy applies.

To report a concern, you can click on this logo anywhere in the policy or on the intranet. This will enable you to forward your concerns using an online reporting form which must then be sent to Safeguarding@lincoln.gov.uk. Once your concern has been received, the next steps and appropriate action will be decided.



Alternatively, and for staff without IT access, please speak to your line manager/supervisor to report a concern.

Information Sharing: A multi-agency approach is necessary to address this threat. Agencies such as the Police, Housing, YOS, Probation, ARC, Adult and Children's Services etc., are key in identifying

concerns before they escalate into safeguarding referrals. Please speak to a Safeguarding Officer for further information if you are unsure.

Customer facing, front line services are most likely to come across safeguarding concerns in their day to day roles and should have an enhanced level of awareness. If anyone has any information concerning County Lines or Cuckooing, they are asked to notify Lincolnshire Police on group-diwest@lincs.pnn.police.uk (for Lincoln, West Lindsey, North Kesteven, South Kesteven) or diueast@lincs.pnn.police.uk (for Boston, South Holland, East Lindsey) using the subject heading 'County Lines'.

These email accounts are only to be used for submitting intelligence and should not replace safeguarding referrals.

DRAFT

City of Lincoln Council

Chapter 9 – Stalking



Safeguarding is EVERYONE's business

You have a role to play in identifying stalking

"Stalking is a psychological crime...it's a crime of great terror, and it's not often recognised."
(Ministry of Justice spokesperson)

Introduction

What is stalking?

The Suzy Lamplugh Trust defines stalking as 'a pattern of fixated and obsessive behaviour which is repeated, persistent, and intrusive and causes fear of violence or engenders alarm and distress in the victim.'

Stalking can consist of any type of behaviour such as regularly sending flowers or gifts, making unwanted or malicious communication, damaging property and physical or sexual assault. If the behaviour is persistent and clearly unwanted, causing fear, distress or anxiety then it is stalking and nobody should have to live with it.

COLC Safeguarding Policy

One in two domestic stalkers will carry out the threats to harm their victim. One in ten non domestic stalkers will carry out the threats to harm their victim

Who stalks?

When many people hear the word stalking they still think of a stranger lurking in the shadows or a delusional fan following a celebrity. Whilst these cover some stalking scenarios they are by no means the majority. About 45% of people who contact the Suzy Lamplugh Trust are being stalked by ex-intimates (i.e. ex partners) and a further third have had some sort of prior acquaintance with their stalker such as having dated, married or been friends with their stalker. Just because a person knows or knew their stalker does not mean that the situation is their fault - it is still stalking and it is wrong.

Who is a typical victim of stalking?

Anyone can become a victim of stalking. A report produced by Dr. Lorraine Sheridan and Network for Surviving Stalking, in which 2,292 victims of stalking were surveyed, found that victims' ages ranged from 10 to 73, they were male and female, were spread across the entire socio-economic spectrum and a large proportion (38%) were professionals. Dr. Sheridan concluded that virtually anyone can become a victim of stalking and the only way to avoid doing so would be to avoid the social world.

How long does stalking last?

There is no definite answer to this question. Dr. Lorraine Sheridan's report (mentioned above) found that stalking could last anywhere from 1 month to 43 years. The average length of time was found to be between 6 months and 2 years. Dr. Sheridan also found that the duration of stalking tends to increase as the stalker's emotional investment in the relationship increases. This is one of the reasons ex-intimate stalking is often considered to be the most dangerous

Can stalking without violence cause harm?

Yes. The absence of violence in a stalking case doesn't mean the victim is unaffected. Stalking can cause severe psychological distress to a victim. Depression, anxiety, sleep disturbance, paranoia, agoraphobia and post-traumatic stress disorder are all common side effects of stalking.

Responding to disclosures, concerns and allegations

These procedures are intended as a guide to help understand what action should be taken if you have concerns about, or encounter a case of alleged or suspected stalking.

In order to help identify a pattern of behaviour such as turning up at home unannounced, calling a person numerous times, sending gifts etc., best practice is to encourage a log to be kept of all incidents, keep notes regarding anything that could help show a pattern, anything witnessed such as flowers being delivered, an unwanted text message etc. Encourage reporting to police and encourage use of the original police incident number in any future reports in order to show that there is a pattern of behaviour emerging.

Depending on the nature of the disclosure/concern/allegation, different approaches may be needed to get the best outcome. Following this [link](#) will take you to the Domestic Abuse, Stalking and Honour based violence website, where you are able to complete the SDASH questions to check the current level of risk. More information can also be found by ringing the National Stalking Helpline on 0808 802 0300.

COLC Safeguarding Policy

Reporting Concerns

To report a concern, you can click on this logo anywhere in the policy or on the intranet. This will enable you to forward your concerns using an online reporting form which must then be sent to Safeguarding@lincoln.gov.uk . Once your concern has been received, the next steps and appropriate action will be decided.



Alternatively, and for staff without IT access, please speak to your line manager/supervisor to report a concern.

If you feel that someone is at immediate risk of significant harm, then you must call the Police on 999. If however you think they are at risk but that risk is not immediate, you must take appropriate action, calling 101 if you think a crime has been committed, and by reporting the matter to the LCC Customer Services Centre (CSC) on 01522 782111 for children, 01522 782155 for adults, or emergency out of hours 01522 782333.

In all cases you should report the incident to the Designated Safeguarding Officer accordingly.

Customer facing, front line services are most likely to come across safeguarding concerns in their day to day roles and should have an enhanced level of awareness. These staff groups / services will be more experienced in engaging with external agencies to report safeguarding concerns and should do so wherever possible (this should still be logged through the Council's safeguarding tracker system).

Appendix A

Declaration for Staff and Volunteers

This Council embraces its responsibility to develop, implement and monitor policies and procedures that safeguard the welfare of children, young people and adults in order to protect them from abuse and neglect whenever they are engaged in or with services provided directly and indirectly by the Council.

As a member of staff of, or a volunteer for this Council, you are required to be aware of your role in safeguarding, as set out in this Policy, and work within its associated Procedures.

Being made aware of the Policy and its Procedures, understanding the requirements that they place on you and being trained and supported appropriately in your role, all demonstrate the Council's commitment to ensuring that its staff and volunteers have an

appropriate level of knowledge about safeguarding and are able to act if they have any concern about the health, safety and welfare of any child, young person or adult.

Declaration:

I know who the Council's lead officer for Safeguarding is and who their Deputy is when they are not available.

I know where to find this Safeguarding Policy and Procedures.

I know that I have a legal duty to report any concerns about the safety and wellbeing of children, young people and adults to my line manager.

I commit to completing training appropriate to my role, including refresher training.

I commit to working within the Council's Safeguarding Policy and Procedures at all times.

Signed: _____

Date: _____

Name (Please Print):

Position in Organisation:

This declaration will be kept in your personnel file.

Appendix B

Declaration for Councillors

This Council embraces its responsibility to develop, implement and monitor policies and procedures that safeguard the welfare of children, young people and adults in order to protect them from abuse and neglect whenever they are engaged in or with services provided directly and indirectly by the Council.

As an elected Member of this Council, you are required to be aware of your role in safeguarding, as set out in this Policy, and work within its associated Procedures.

Being made aware of the Policy and its Procedures, understanding the requirements that they place on you and being trained and supported appropriately in your role, all demonstrate the Council's commitment to ensuring that its elected Members have an appropriate level of knowledge about safeguarding and are able to act if they have any concern about the health, safety and welfare of any child, young person or adult.

Declaration:

I have read and understood this Safeguarding Policy and Procedures and know where to find this.

I know who the Council's lead officer for Safeguarding is and who their Deputy is when they are not available.

I know that I have a legal duty to report any concerns about the safety and welfare of children and adults.

I commit to completing training appropriate to my role, including refresher training.

I commit to working within the Council's Safeguarding Policy and Procedures at all times.

Signed: _____

Date: _____

Name (Please Print):

This declaration will be kept in your file.

Appendix C

Declaration for Contractors/Consultants

This Council embraces its responsibility to develop, implement and monitor policies and procedures that safeguard the welfare of children, young people and adults in order to protect them from abuse and neglect whenever they are engaged in or with services provided directly and indirectly by the Council.

As a contractor for this Council, you are required to be aware of your role in safeguarding, as set out in this Policy, and work within its associated Procedures.

Being made aware of the Policy and its Procedures, understanding the requirements that they place on you and being trained and supported appropriately in your role, all demonstrate the Council's commitment to ensuring that its contractors have an appropriate level of knowledge about safeguarding and are able to act if they have any concern about the health, safety and welfare of any child, young person or adult.

Declaration:

I have read and understood this Safeguarding Policy and Procedures.

I know who the Council's lead officer for Safeguarding is and who their Deputy is when they are not available.

I know that I have a legal duty to report any concerns about the safety and welfare of children and adults.

I commit to completing training appropriate to my role, including refresher training.

I commit to working within the Council's Safeguarding Policy and Procedures at all times.

Signed: _____

Date: _____

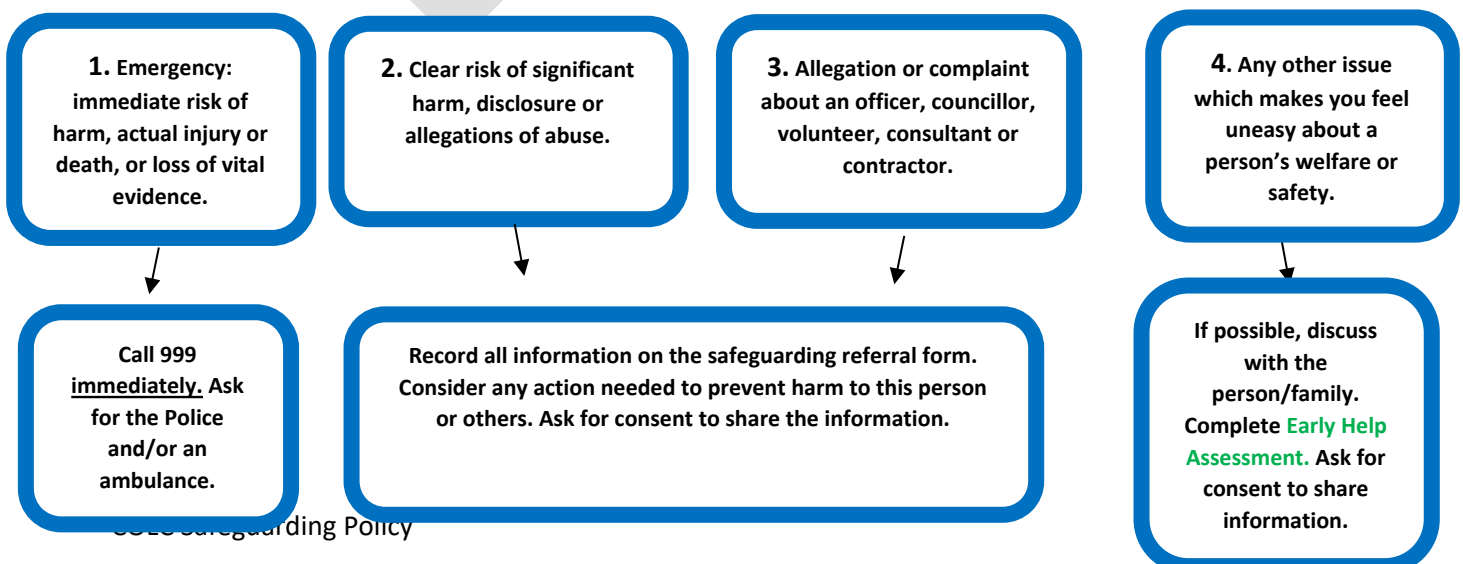
Name (Please Print):

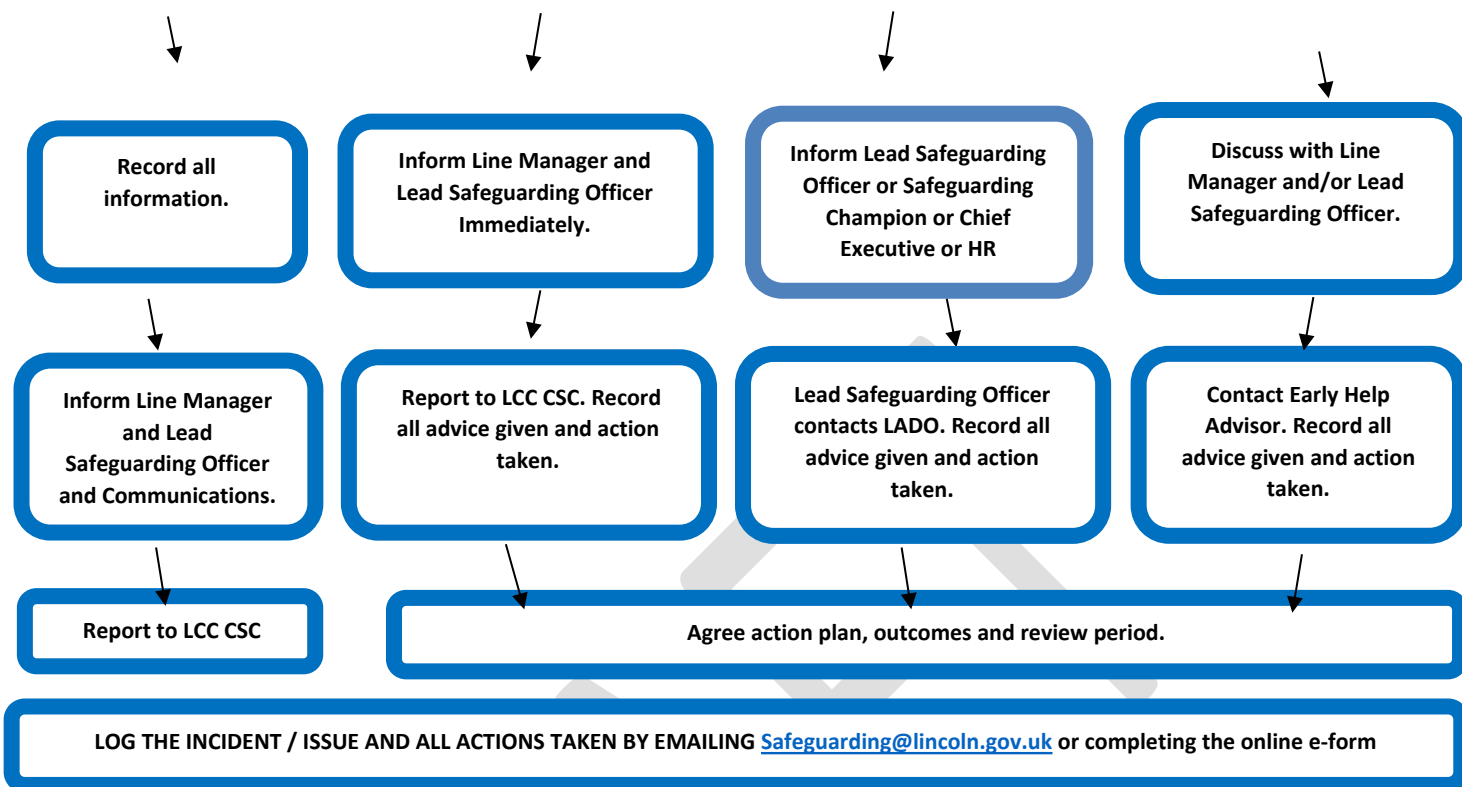
Name of Company:

This declaration will be kept in your file.

Appendix D

SAFEGUARDING INCIDENT FLOWCHART





Lead Safeguarding Officer	Housing Solutions Manager.....	01522 873734
Deputies:	PPASB & Licensing Manager.....	01522 873204
	Tenancy Services Manager.....	01522 873611
	Housing Business Support Manager	01522 873229
LCC Customer Service Centre (CSC):	Children.....	01522 782111
	Adults.....	01522 782155
	Either, out of hours.....	01522 782333
Police EMERGENCY	999	
Central Referral Unit (Safeguarding)	01522 947590	
Out of hours	0300 111 0300	

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52. Safeguarding Policy

Paula Burton, Housing Solutions Manager

- a. presented the proposed Safeguarding Policy for comments prior to submission to Executive.
- b. advised that the proposed policy was being implemented by all district councils within Lincolnshire.
- c. explained that the joint policy would ensure that all districts would operate in the same way which would ensure consistency across the county and also enable the districts to support one another and assist each other should changes to working practices require amending.
- d. advised that there had been changes within safeguarding and there was now more focus on the areas of Hate Crime and Mate Crime, Modern Slavery and Human Trafficking, County Lines and Cuckooing and Stalking. The proposed policy had been written to reflect this.
- e. gave an overview of the chapters included in the Policy:
 - Chapter 1 – Safeguarding is everyone’s business – roles and responsibilities.
 - Chapter 2 – Safeguarding Children and Young People
 - Chapter 3 – Safeguarding Adults at Risk
 - Chapter 4 – Domestic Abuse
 - Chapter 5 – Preventing Violent Extremism
 - Chapter 6 – Hate Crime and Mate Crime
 - Chapter 7 – Modern Slavery and Human Trafficking
 - Chapter 8 – County Lines and Cuckooing
 - Chapter 9 – Stalking
- f. advised that included in the appendices of the policy were declarations that were to be signed by all staff, volunteers, Members and contractors that declared that the person signing it was aware of the safeguarding responsibilities that were expected of them.
- g. advised that the proposed Safeguarding Policy and Procedures would be implemented with immediate effect and would be reviewed in 2022.
- h. invited members questions and comments.

Comment: Figures had been reported to Performance Scrutiny Committee recently that had shown an increase in the amount of hate crime reported. There was more of a focus on hate crime in this proposed policy which was welcomed.

Question: Had there been any referrals to PREVENT relating to preventing violent extremism?

Response: There had been 2 referrals but they had not come to anything.

Question: Did the Council assist vulnerable tenants to prevent cuckooing?

Response: Yes, consideration would be given to the area that the vulnerable person was housed, referrals could also be made to P3 for support. There had been instances of cuckooing in Lincoln, the issues were addressed via a multi-agency approach. The Protecting Vulnerable People Board were looking at ways to flag up these issues.

Question: Would there be any training on this policy for Members?

Response – Yes a Members Development training session was planned for 30th October 2019.

In addition to the report The Strategic Director of Housing and Investment explained the role of the Protecting Vulnerable People Board and reassured members that Safeguarding was taken very seriously within the Authority.

RESOLVED that the Safeguarding Policy be supported and referred to Executive for approval.

SUBJECT:	TRANSFER OF LAND AT JASMIN GREEN TO BIRCHWOOD COMMUNITY LAND TRUST
DIRECTORATE:	HOUSING INVESTEMENT
REPORT AUTHOR:	ANDREW MCNEIL, ASSISTANT DIRECTOR

1. Purpose of Report

- 1.1 To update the Executive on the progress of Birchwood Area Community Land Trust (BACLT) in their objectives of redeveloping land at Jasmin Green, Birchwood for residential and open space.
- 1.2 To confirm the Executives continued support for BACLT in developing the areas as detailed in the background section of this report for residential and play areas subject to a detailed business case being produced.

2. Background

- 2.1 Birchwood Big Local was allocated £1million funding in 2012, through the National Lottery's Big Local programme, to make a lasting difference to their community.
- 2.2 Birchwood Big Local identified Jasmin Green as a key area for enhanced open space and in 2015 it set up Birchwood Area Community Land Trust Limited (BACLT) which is a body that can own and lease land and buildings on behalf of Birchwood Big Local and the Birchwood Community. Their proposal is to develop new housing on a portion of Jasmin Green which would create a surplus revenue stream to maintain the enhanced open space, capital works for the open space would be funded from the Big Local funding.
- 2.3 BACLT has gained experience in running and maintaining projects. It now owns and operates the play area at Diamond Park, Birchwood, sold to BACLT by the local Life Church in 2017. In May of this year the transformed play area was formally reopened providing a secure enclosed space with new high quality equipment and surfaces.
- 2.4 In terms of the Jasmin Green project, and particularly the housing development element, BACLT is now receiving support from the East Midlands Community Led Limited Housing organisation. Whilst the BACLTs initial proposals set out in the Executive report of 2017 centred on open space, the current proposals sees a change in emphasis where the BACLT see the scheme as the means for it to become a housing provider as a primary aim. As set out below the BACLT is working towards submitting a bid to Homes England for capital funds to support new build homes. Whilst BACLT can bid for funds it cannot receive them until it becomes a Registered Provider (RP) in its own right. BACLT are currently exploring the requirements of becoming an RP. An alternative is to have a partner RP to manage the properties on behalf of BACLT but at present there is no

agreement for such a partner.

- 2.5 At its July 2017 meeting the Executive approved in principle the sale of the majority of the land at Jasmin Green, and the lease of the rest, to BACLT in order that it could progress its proposals for recreational and housing developments, subject to review on progress after 2 years. BACLT would like the council to extend the in principle approval until the end of 2021.

3. Progress

- 3.1 Outline planning permission for 62 bungalows and apartments was established in November 2017. However in order to progress the scheme to achieve a viability BACLT revised their objectives to a 50 bungalow scheme. In July 2018 the Government published the prospectus for the Community Housing Fund and in the autumn of 2018 BACLT developed its initial bid to Homes England for revenue resources to work up a project to detailed planning stage.
- 3.2 In May 2019 the group received notification that their application for £267 had been successful. Birchwood Big Local have undertaken to fund 10% costs in addition to the grant funds (a requirement of the grant funding).
- 3.3 BACLT have now engaged architects to design a revised scheme and are exploring alternatives. This may alter the access to the site and the exact boundary of the residential area, as previously proposed in 2017. At this point there is no definitive layout for the council to consider, however pre-planning discussions with the council and highways have taken place.
- 3.4 The progress of BACLTs proposal will be dependent upon a viable business case being presented to Homes England as part of the bidding process for capital grant support. The business case will need to demonstrate financial viability, demand and ability to deliver not only the building development but also its ongoing management. The target for a capital bid is March 2020, with any confirmation of a successful bid in Spring 2020.
- 3.5 This business case will also be a requirement of the Council in determining an extension to the principle of the disposal of the land to BACLT. The business case would need to detail demand for the housing type, management arrangements and financial capacity, in terms of grant and private finance. Currently any extension for the disposal would be subject to a business case and therefore a decision at present would need to be reviewed in March 2020.
- 3.6 Following a successful capital bid by BACLT there will be an interim period to allow for full planning, contractor selection and pre start investigations. It would be this period that the council would grant to approve the disposal.
- 3.7 It is therefore proposed that given the progress to date has not resulted in the transfer of land, as previously agreed in 2014 and re-confirmed in 2015 and 2017, there should be more certainty on delivery before agreeing to extend a period where a disposal takes place.
- 3.8 Given that the progression of the scheme is subject to further planning considerations (including a potential revised entrance and layout) and a viable bid

to Homes England the decision to extend the time allowed for land transfer to 2021 could be deferred to the point of a confirmed scheme and bid, March 2020 at the earliest.

BACLTs progression to the point of land transfer and the basis for an in principle consideration to dispose should be subject to it continuing to support the strategic priorities of the council. In addition key milestones being achieved prior to any consideration will include:

- Planning permission granted for a new scheme proposal
- The progress of BACLT as a Registered Provider or the selection of a partner Registered Provider.
- The agreement on an allocations policy for the new properties.
- A detailed business case which delivers financial stability for the development whilst also providing sufficient income for the delivery of the maintenance of the land to be used as open space.

4. Strategic Priorities

4.1 Let's deliver quality housing

The development being worked on by BACLT is intended to be fit for purpose for the future and will result in properties for affordable rent. It is intended that all will be wheelchair accessible and to target that at least a third will be built to full lifetime homes standards. In designing the final scheme BACLT have asked their architect to take full account of the HAPPI standards (Housing our Ageing Population: Panel for innovation)

4.2 Let's enhance our remarkable place

The proposal by BACLT is to provide modern play equipment and landscaping in Jasmine Green which they will manage. The housing proposals they are developing are intended to 'unlock' capital investment by Big Local for the leisure facilities and create a long-term sustainable revenue stream via BACLT for ongoing management and maintenance of the open space.

5. Organisational Impacts

5.1 Finance (including whole life costs where applicable)

It was estimated in the July 2017 report by the Council's then Property Manager that the transfer of land at nominal value represented an undervalue of around £1.2m - £1.4m. Whilst this value will have increased the de-minimis level for disposal under the general consent is not likely to be met. As there may be a change to the site layout and exact land required a current valuation at the point of disposal will be required as each valuation has a limited assurance period.

5.2 Legal Implications including Procurement Rules

Where the Council disposes of its assets, it is under a statutory duty pursuant to section 123 of the Local Government Act 1972 to do so at the best consideration (i.e. price) reasonably obtainable, unless a consent to a disposal

at an undervalue has been obtained from the Secretary of State.

The Secretary of State has issued a general consent, allowing local authorities to dispose of land at an undervalue, where they consider that to do so will help to secure the promotion or improvement of the economic, social or environmental wellbeing of the area, provided that the difference between the value of the land interest to be disposed of and the consideration being accepted by the Council ("the undervalue") is £2,000,000 (two million pounds) or less and that the valuation process set out in the general consent has been complied with.

5.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

6. Risk Implications

6.1 (i) The option of not progressing with the disposal of land at Jasmin Green to BACLT has been considered. A scheme could be progressed by the council in its own capacity. There is a risk of adverse publicity with this approach now that the CLT has been successful in attracting £267K revenue funding from Homes England to progress the project to the detailed planning stage. If the Birchwood CLT scheme does not progress this option can be revisited.

6.2 (ii) Key risks associated with the preferred approach

Capital grant funding will be required for the delivery stage for affordable housing BACLT propose. This grant is most likely to come from Homes England and will need to be applied for by BACLT as a Registered Provider (or a partner Registered Provider). The availability of such grant is always subject to current Government policy.

7. Recommendation

7.1 To defer, until Spring 2020, the decision to reaffirm the decisions at the July 2017 meeting of the Executive Committee to transfer the freehold interest of land at the Jasmin Green open space to Birchwood Area Community Land Trust Ltd (BACLT) at the nominal value of £1 for the purpose of residential development. In addition to defer the decision to reaffirm the decision at the July 2017 Executive Committee to lease land at Jasmine Green open space to BACLT for a period of 10 years, also at a nominal sum of £1.

7.2 To confirm that any decision to reaffirm the decision to transfer the freehold and lease of land will be subject to business case detailing the financial ability of BACLT to deliver a housing scheme which can demonstrate it is meeting strategic housing need. In addition the proposed scheme will need to demonstrate to the council its viability in terms of management in order to maintain the housing development for the purpose agreed in terms of governance by a suitable accountable body.

Is this a key decision? No

Do the exempt information categories apply? No

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply? No

How many appendices does the report contain? None

List of Background Papers: Birchwood big local green space – Executive
September 2014

Birchwood big local – Council land at Melbourne road
and Jasmin road, Birchwood – Executive 26 October
2015

Jasmin Green community-led housing/Transfer of
Council land – Executive 17 July 2017

Lead Officer: Andrew McNeil
Telephone (01522) 873214

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SUBJECT: HEALTH & ENVIRONMENT ENFORCEMENT POLICY 2019 - 2024

DIRECTORATE: COMMUNITIES AND ENVIRONMENT

REPORT AUTHOR: SIMON COLBURN, ASSISTANT DIRECTOR

1. Purpose of Report

- 1.1 To seek approval from Executive for the proposed Health & Environment Enforcement Policy 2019 – 2024 prior.

2. Executive Summary

- 2.1 The policy seeks to clarify the principles under which the Health and Environment service area will undertake regulatory activity. These are
- We will ensure that we enforce the law in a fair, equitable and consistent manner;
 - We will work to assist businesses and others in meeting their legal obligations;
 - Our focus will be on prevention rather than cure, where appropriate;
 - We will take action against those who breach the law or act irresponsibly.
- 2.2 The policy clarifies other principles and adoption of guidance regarding our approach to good regulation and enforcement.
- 2.3 The policy proposes the adoption and use of civil penalties and penalty charge notices for certain offences and the introduction of charging for enforcement activity for appropriate offences.
- 2.4 This policy applies to the functions carried out by the following services:-
- Environmental Health – Food Safety, Health & Safety, Pollution Control and Private Sector Housing
 - Licensing
 - Anti-social behaviour & Public Protection
- 2.5 The policy was presented to Policy Scrutiny Committee on 8 October 2019.

3. Background

- 3.1 The City of Lincoln Council's Health & Environment services are responsible for protecting people's health, safety and wellbeing as well as the environment and amenities. They do this by using a range of tools, powers and approaches which varies from team to team. A non-exhaustive list of the legislation covering this area is in annex 1 of the policy.

- 3.2 While the type of resource and approach may differ across teams the framework and principles of enforcement activity should be clear and consistent. This policy aims to clarify those principles and that framework.
- 3.3 Health and Environment Services covers a diverse range of regulatory services including –
- Food Safety;
 - Health & Safety;
 - Pollution Control;
 - Private Sector Housing;
 - Licensing;
 - Anti-social behaviour & Public Protection.

The area covers a range of licensing, permitting and enforcement activities based around the regulation of businesses and direct enforcement against individuals. This includes everything from formal warning letters and fixed penalty notices for things like littering and dog fouling through to revocation of licences and prohibition notices which may prevent a business operating and prosecutions with potentially large fines. The highest we have seen in the service area was £404,000 in 2018 (although this was later reduced on appeal to £84,000).

- 3.4 This overarching policy provides the context and framework for more detailed policies and procedures such as our existing Licensing Policy Statement and detailed procedures may be developed in particular service areas to assist officers in specific enforcement activities.

4. The City of Lincoln Council regulatory principles

- 4.1 Our regulatory focus is based around four central principles:

- We will ensure that we enforce the law in a fair, equitable and consistent manner
- We will work to assist businesses and others in meeting their legal obligations
- Our focus will be on prevention rather than cure, where appropriate
- We will take action against those who breach the law or act irresponsibly

- 4.2 In addition to these four principles the policy clarifies that we will follow relevant good practice guidance in all of our regulatory activities. This includes the following

- The Principles of Good regulation;
- The Regulator's Code;
- The Code for Crown Prosecutors;
- Any other relevant legislation or guidance.

- 4.3 The Principles of Good regulation (under the Legislative and Regulatory Reform Act 2006) to ensure our regulation is –

- Proportionate – our enforcement activities will reflect the impact of the offending on those living in, working in and visiting the city and enforcement

- action taken will relate to the seriousness of the offence;
 - Accountable – our activities will be open to public scrutiny, with clear and accessible policies, and fair and efficient complaints procedures;
 - Consistent – our advice to those we regulate will be robust and reliable and we will respect advice provided by others. Where circumstances are similar, we will endeavour to act in a consistent manner;
 - Transparent – we will ensure that those we regulate are able to understand what is expected of them and what they can anticipate in return, and
 - Targeted – we will focus our resources on higher risk businesses and activities, reflecting local need and national priorities and intelligence.
- 4.4 The Regulator's Code (Department of Business, Innovation and Skills) which is, in summary -
- Regulators should carry out their activities in a way that supports those they regulate to comply and grow;
 - Regulators should provide simple and straightforward ways to engage with those they regulate and hear their views;
 - Regulators should base their regulatory activities on risk;
 - Regulators should share information about compliance and risk;
 - Regulators should ensure clear information, guidance and advice is available to help those they regulate meet their responsibilities to comply;
 - Regulators should ensure that their approach to their regulatory activities is transparent.
- 4.5 Under the Legislative and Regulatory Reform Act 2006 we must have regard to this code in formulating our enforcement policy.
- 4.6 The policy also clarifies that we will always have regard to the Code for Crown Prosecutors and the two tests specified therein -
- (a) **Evidential Test** - is there enough evidence against the defendant? Is it reliable and do we have a "realistic prospect of conviction".
- (b) **Public Interest Test** - is it in the public interest for the case to be brought to court? Our decision will reflect the impact of the offending on those living and working in the City.
- 4.7 The policy clarifies that while the Council cannot enforce against themselves, breaches of legislation found in premises owned or run by the Council will be treated in the spirit of this policy as would a breach in other premises and therefore action required to mitigate any problems in council premises would be consistent with those in non-council premises. In addition, details of the breach will be brought to the attention of the Chief Executive, appropriate Director and Assistant Director and also the City Solicitor.
- 4.8 The policy specifically introduces and adopts the use of
- Civil Penalties,
 - Penalty Charge Notices and
 - Charging for Enforcement Activity under the Housing Act 2004.

- 4.9 The first two can be used as an alternative to prosecution to tackle private sector landlords that do not maintain their properties to a suitable standard by disposing of the offence by way of a fine rather than court.
- 4.10 Charging for enforcement activity is in addition to any final regulatory action and is a legal mechanism for recovering some of the costs associated with having to provide additional resource to undertake enforcement.
- 4.11 Civil penalties were introduced by the Housing and Planning Act 2016 as an alternative to prosecution for specific offences under the Housing Act 2004 relating to private rented properties.
- 4.12 The overriding principle when considering civil penalties is that the person on whom the civil penalty has been issued should not make any financial gain as a result of their failure to comply with the relevant legislation. Effectively the penalty is a bespoke fine, imposed by the council, based on the circumstances of the case.
- 4.13 Under the policy we will consider civil penalties for all landlords that are in breach of one or more relevant sections of the Housing Act 2004 on a case by case basis following the legislation and any national guidance. We have produced detailed guidance for calculating civil penalties based on good practice to support this decision making.
- 4.14 Civil penalty payments will be retained by the Council provided that it is used to further the Council's statutory function in relation to their enforcement actions covering the private rented sector as specified in the regulations.
- 4.15 The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 allows for the issuing of penalty charge notices as an alternative to prosecution for offences where smoke or carbon monoxide alarms are either not present or not working. The penalty charge is only considered if the landlord has first failed to comply with a legal notice.
- 4.16 The policy proposes that the charge is set at £5,000 with a reduction to £2,500 for the first breach if the penalty charge is paid within 14 days, repeat breaches will be £5,000 with no discount for early payment. This will be subject to a separate report to full Council to approve the charges.
- 4.17 Charging for enforcement activity is available for certain offences under the Housing Act 2004. This would be in addition to any final regulatory action, including prosecution and fines imposed by the court. It is rather a mechanism identified in the 2004 Act for recovering some of the costs associated with having to provide additional resource to undertake enforcement activity. A specific charge for this will be identified based on officer time and taken to full Council for approval under the fees and charges process.
- 4.18 The policy will be published on our website to ensure businesses and individuals are aware of the standards expected and our approach to enforcement.
- 4.19 The policy will be reviewed no later than 2024.

4.20 The policy was presented to Policy Scrutiny committee on 8th October. Comments from committee have been incorporated into the final policy attached at appendix one.

5. Strategic Priorities

5.1 The policy once adopted will contribute to all of the strategic priorities due to the wide reach of the services it will cover.

5.2 Let's drive economic growth

Our enforcement principles are based on working to assist businesses in meeting their legal obligations and focusing on prevention rather than cure. This is an existing approach based around supporting our businesses to comply with legislative requirements and ultimately succeed.

5.3 The policy will also ensure consistent risk based enforcement across our businesses ensuring that those that do not comply with legal requirements or standards, do not benefit.

5.4 Let's reduce inequality

The Health and Environment services are responsible for protecting the health, safety, wellbeing of our residents and environment and ensuring consistent and proportionate enforcement for those that do not comply with legislation. Often it is our most vulnerable residents that are impacted by those committing offences whether that is ASB or landlords failing to maintain their premises.

5.5 Let's deliver quality housing

The policy seeks to ensure that regulation and enforcement is fair and consistent across our private rental sector within the city and introduces new powers to make that more streamlined and robust.

5.6 Let's enhance our remarkable place

The policy applies to services areas dealing with a variety of environmental offences. Whether it is a highly visible offence (littering, dog fouling) or less visible (pollution) the policy seeks to ensure a consistent risk based approach.

6. Organisational Impacts

6.1 Finance (including whole life costs where applicable)

The policy proposes to adopt two types of sanction that may generate income -

- Civil penalties;
- Penalty charge notices;

6.2 These will be subject to a separate 'fees and charges' report to full council.

6.3 As per section 4.9 above, it is proposed that the charge for penalty charge notices under the Smoke and Carbon Monoxide Alarm (England) Regulations 2015 is set at £5,000 with a reduction to £2,500 for the first breach if the penalty charge is paid within 14 days, repeat breaches will be £5,000 with no discount for early payment.

- 6.4 It is not possible to set a specific charge for civil penalties as, by their very nature, they will vary from case to case.
- 6.5 The fees and charges report will also set a specific rate for 'Charging for enforcement activity' as per section 4.10 above.
- 6.6 Given that the council follows the principles of good regulation so that regulatory activity focuses on prevention and helping businesses to comply with legal requirements it is not appropriate to set financial income targets for enforcement activities such as Civil Penalties or Fixed Penalty Notices.
- 6.7 Legal Implications including Procurement Rules
- As outlined in the report.
- 6.8 Equality, Diversity and Human Rights
- 6.9 The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.
- 6.10 It requires that public bodies have due regard to the need to:
- Eliminate discrimination
 - Advance equality of opportunity
 - Foster good relations between different people when carrying out their activities
- 6.11 The equality assessment is attached as appendix 2 and concludes that overall there should be a positive impact by ensuring fairness and consistency in our enforcement activities while considering the individual facts of a case.
- 6.12 The policy will have a positive impact on several human rights and freedoms including
- Right to a fair trial
 - No punishment without law
 - Respect for an individual's private and family life, home and correspondence
- 6.13 Human Resources
- Most staff within the service areas will already be carrying out enforcement activities in line with the principles of the proposed policy and the guidance it refers to. All staffed will be briefed on the new policy once adopted using team meetings or similar formats to ensure it is embedded. Any training requirements will be identified using existing processes such as 1-2-1's and appraisals.

7. Risk Implications

7.1 (i) Options Explored

The most significant alternative option is to not develop and adopt the policy. This would have two impacts –

- Penalty charge notices and civil penalties would not be adopted;
- Our approach to enforcement would be less robust – While individual enforcement activities are unlikely to be affected (as all enforcement under goes some form of scrutiny to ensure it complies with basic good principles) this policy provides a clear framework that can be used to enhance training for staff and makes it clear to residents, visitors and business alike what our approach to enforcement is.

7.2 (ii) Key risks associated with the preferred approach

The adoption of the proposed policy actually reduces risk by setting a clear policy framework for the delivery of enforcement activities which will lead to improvements in consistency, transparency and quality of enforcement activities.

There is a risk that as we introduce penalty charge notices and civil penalties these will be challenged however this is mitigated by having structured guidance in place.

8. Recommendation

- 8.1 That Executive adopt the proposed policy and support the introduction and use of civil penalties, penalty charge notices and charging for enforcement activity.

Is this a key decision?

No

Do the exempt information categories apply?

No

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply?

No

How many appendices does the report contain?

TWO
 Appendix 1 – Health and Environment Enforcement Policy
 Appendix 2 – Equality Impact Assessment
 Appendix 3 – Minutes from Policy Scrutiny Committee
 8 Oct 2019

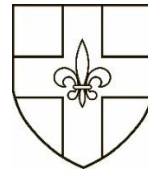
List of Background Papers:

None

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CITY OF
Lincoln
COUNCIL

Directorate for Communities & Environment

Health & Environment Enforcement Policy 2019 - 2024

Effective Date: 12 November 2019

Signed:

Assistant Director – Health & Environment



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Introduction

The City of Lincoln Council's Health & Environment services are responsible for protecting people's health, safety and wellbeing as well as the environment and amenities. Our regulatory focus, through its various compliance and consenting activities and functions, is based around four central principles:

- We will ensure that we enforce the law in a fair, equitable and consistent manner
- We will work to assist businesses and others in meeting their legal obligations
- Our focus will be on prevention rather than cure, where appropriate
- We will take action against those who breach the law or act irresponsibly

This policy applies to the functions carried out by the following services:-

- Environmental Health – Food Safety, Health & Safety, Pollution Control and Private Sector Housing
- Licensing
- Anti-social behaviour & Public Protection

A. Principles of Good Regulation

The Legislative and Regulatory Reform Act 2006, Part 2, requires the City of Lincoln Council to have regard to the Principles of Good Regulation when exercising a specified regulatory function.

We will exercise our regulatory activities in a way which is:

- (i) **Proportionate** – the Regulators' Code promotes proportionate regulatory activity, which includes taking appropriate action where non-compliance is identified. The Public Interest Stage contained in the Code for Crown Prosecutors will always be considered when determining whether it is right to prosecute. Council activities will reflect the impact of the offending on those living in, working in and visiting the city and enforcement action taken will relate to the seriousness of the offence.
- (ii) **Accountable** – our activities will be open to public scrutiny, with clear and accessible policies, and fair and efficient complaints procedures.
- (iii) **Consistent** – our advice to those we regulate will be robust and reliable and we will respect advice provided by others. Where circumstances are similar, we will endeavour to act in a consistent manner.
- (iv) **Transparent** – we will ensure that those we regulate are able to understand what is expected of them and what they can anticipate in return, and
- (iv) **Targeted** – we will focus our resources on higher risk businesses and activities, reflecting local need and national priorities and intelligence.

B. Regulator's Code

The Regulators' Code has been a central part of the Governments' better regulation principles for some time now. Its aim is to embed a risk based, proportionate and targeted approach to regulatory inspection and enforcement.

The Council have had regard to the Regulators' Code in the preparation of this policy. In certain instances we may conclude that a provision in the Code is either not relevant, is outweighed by another provision or does not legally apply to some aspects of regulatory activity. We will ensure that any decision to depart from the Code will be properly reasoned, based on material evidence and documented. The Regulators' Code can be accessed at:

<https://www.gov.uk/government/publications/regulators-code>

C. The Code for Crown Prosecutors

When deciding whether to prosecute the Council will have regard to the provisions of The Code for Crown Prosecutors as issued by the Director of Public Prosecutions.

The Code for Crown Prosecutors is a public document ([The Code for Crown Prosecutors](#)) and it sets out the general principles to follow when decisions are made in respect of prosecuting cases. The Code sets out two tests that must be satisfied, commonly referred to as the 'Evidential Test' and the 'Public Interest Test':

- (a) **Evidential Test** - is there enough evidence against the defendant?

When deciding whether there is enough evidence to prosecute, each Authority will consider what evidence can be used in court and is reliable. They must be satisfied there is enough evidence to provide a "realistic prospect of conviction" against each alleged offender for each offence.

- (b) **Public Interest Test** - is it in the public interest for the case to be brought to court?

We will balance factors for and against prosecution carefully and fairly, considering each case on its merits. Before deciding that prosecution is appropriate we will consider the matters which, in the opinion of the City of Lincoln Council, are relevant and will have regard to the public interest. Our decision will reflect the impact of the offending on those living and working in the City.

D. Regulatory Enforcement & Sanctions Act 2008

The Regulatory Enforcement and Sanctions Act 2008, as amended, established the Primary Authority scheme. We will comply with the requirements of the Act when we are considering taking enforcement action against any business or organisation that has a primary authority,

and will have regard to guidance issued by the Secretary of State in relation to Primary Authority.

E. Conduct of Investigations

All investigations will be carried out under the following legislation and in accordance with statutory powers and controls and any associated guidance or codes of practice, in so far as they relate to the Council:

- Police and Criminal Evidence Act 1984
- Criminal Procedure and Investigations Act 1996
- Regulation of Investigatory Powers Act 2000
- Criminal Justice and Police Act 2001
- Human Rights Act 1998
- The Protection of Freedoms Act 2012 (Code of Practice for Powers of Entry and Description of Relevant Persons) Order 2015
- Data Protection Act 2018
- Equalities Act 2008
- Consumer Rights Act 2015
- Any other relevant legislation that may be in force

Council authorised officers will also comply with the requirements of the particular legislation under which they are acting, and with any associated guidance or codes of practice, such as, Food Standards Agency Code of Practice and practice guidance, HSE enforcement management model and the Housing Health and Safety Rating System Enforcement Guidance. The Council will where necessary produce in-house procedures and guidance to assist officers in making consistent enforcement decisions.

Subject to the needs of an investigation, officers will notify the individuals or business they are subject to an investigation as soon as is reasonably practicable. The Council will endeavour to make timely decisions about the progress of the investigation and decisions on the most appropriate action. The person or business subject to any investigation will be informed of the outcome.

The Council works in partnership and will share data with organisations in accordance with data protection legislation for the purpose of protecting safety, for the prevention and detection of crime and anti social behaviour, problem solving and preventing harm to health. Where it is appropriate and the right action to take the Council will share and receive information from organisations including but not limited to:-

- Police
- Social care
- Health service
- HMRC

- Revenue benefits
- Fire Service
- Health & Safety Executive
- Food Standards Agency
- Environment Agency

Regard will always be had to the requirements of Data Protection legislation and Annex 2 sets out the Data Protection Statement relevant to this policy.

The Council cannot enforce against themselves however, breaches of legislation found in premises owned or run by the Council will be treated in the spirit of this policy as would a breach in other premises. Details of the breach will be brought to the attention of the Chief Executive, appropriate Director, Assistant Director and City Solicitor.

F. Enforcement Sanctions

In ensuring that the main objective of enforcement action is achieved, the Council will consider all appropriate enforcement actions available to it, having regard to:-

- whether a statutory standard has not been achieved
- whether an offence has been committed
- whether the offence has caused harm or is likely to cause harm
- the seriousness of the offence
- the history of the activity
- confidence in achieving compliance
- consequences of non-compliance
- the likely effectiveness of the various enforcement options
- the existence of any guidance in the form of Codes of Practice, Government Circulars etc.

Appropriate enforcement action that can be taken includes but is not limited to:-

i. NO ACTION

There may be cases where contraventions of the law and findings from an inspection or investigation may not warrant any further legal action. Reasons for taking no action are considered on a case by case basis. Any details recorded about non-compliance may be used as a basis for judgement on future enforcement action.

ii. COMPLIANCE ADVICE, GUIDANCE AND SUPPORT

The Council use compliance advice, guidance and support as a first response in the case of many breaches of legislation that are identified.

Advice is provided, sometimes in the form of a warning letter, to assist individuals and businesses in rectifying breaches as quickly and efficiently as possible, avoiding the need for further enforcement action. A warning letter (sometimes called an 'informal notice') will set out what should be done to rectify the breach and to prevent re-occurrence. We

will always make it clear what is a legal requirement and what is a recommendation of best practice. If a similar breach is identified in the future, this letter will be persuasive in considering the most appropriate enforcement action to take on that occasion. Such a letter cannot be cited in court as a previous conviction but it may be presented in evidence.

The Council will have regard to whether a business belongs to and complies with any voluntary accreditation scheme when deciding an appropriate enforcement response.

The Council recognises that where a business has entered into a partnership with a primary authority, the primary authority will provide compliance advice and support, and the Council will take such advice into account when considering the most appropriate enforcement action for it to take. It may discuss any need for compliance advice and support with the primary authority.

Where more formal enforcement action, such as a simple caution, imposing a civil penalty or prosecution, is taken, the Council recognises that there is likely to be an on-going need for compliance advice and support, to prevent further breaches.

iii. VOLUNTARY UNDERTAKINGS

The Council may accept voluntary undertakings that breaches will be rectified and/or recurrences prevented. The Council will take any failure to honour voluntary undertakings very seriously and enforcement action is likely to result.

iv. STATUTORY (LEGAL) NOTICES

In respect of many breaches the Council have powers to issue statutory notices. Examples of these include but are not limited to: 'Stop Notices', 'Prohibition Notices', 'Emergency Prohibition Notices', and 'Improvement Notices'. Such notices are legally binding. Failure to comply with a statutory notice can be a criminal offence and may lead to prosecution and/or, where appropriate, the carrying out of works in default, the costs of which may be recovered at a later date.

A statutory notice will clearly set out actions which must be taken and the timescale within which they must be completed. It is likely to require that any breach or non-compliance is rectified and/or prevented from recurring. It may also prohibit specified activities until the breach has been rectified and/or safeguards have been put in place to prevent future breaches. Where a statutory notice is issued, an explanation of the appeals process will be provided to the recipient at the time of serving the statutory notice.

In the event of non-compliance, and in appropriate cases, costs associated with works in default may be recovered by registering as a local land charge on the property.

v. DETENTION AND SEIZURE OF GOODS/EQUIPMENT

Certain legislation enables authorised officers to detain and seize goods, equipment or documents. Examples of when this may take place include where there is unsafe food;

unsafe goods likely to cause an imminent serious health and safety issue; sound equipment that is being used to cause a statutory nuisance; evidence that is for possible future court proceedings.

vi. FIXED PENALTY NOTICES (FPN)

The Council have powers to issue fixed penalty notices in respect of some breaches. A fixed penalty notice is not a criminal fine, and does not appear on an individual's criminal record. If a fixed penalty is not paid, the Council may commence criminal proceedings or take other enforcement action in respect of the breach. If a fixed penalty is paid in respect of a breach the Council will not take any further enforcement action in respect of that breach. Payment of a fixed penalty does not provide immunity from prosecution in respect of similar or recurrent breaches.

In some circumstances, in particular where breaches are serious or recurrent, it may be that prosecution is considered more appropriate than the issue of a fixed penalty notice.

vii. CIVIL PENALTIES

Section 126 and Schedule 9 of the Housing and Planning Act 2016 enables the Council to impose a civil penalty of up to £30,000 per offence as an alternative to prosecution for specific offences under the Housing Act 2004.

The overriding principle when considering civil penalties is that the person on whom the civil penalty has been issued should not make any financial gain as a result of their failure to comply with the relevant legislation.

Civil penalties may be imposed on the owner, person having control, or the licence holder of a property, as appropriate. The Council considers that the most likely recipients of civil penalty notices will be those persons who are involved in the owning or managing of private rented properties. However, the Council does have the power to impose them on tenants of Houses in Multiple Occupation for offences under section 234 of the Housing Act 2004, and will consider doing so where it is deemed appropriate.

A civil penalty can be considered as an alternative to prosecution for any of the following offences under the Housing Act 2004:

- Failure to comply with an Improvement Notice (section 30);
- Offences in relation to licensing of HMOs (section 72);
- Offences in relation to the licensing of houses under Part 3 of the Act (section 95);
- Contravention of an overcrowding notice (section 139);
- Failure to comply with the management regulations in respect of HMOs (section 234).

The Council will consider civil penalties for all landlords that are in breach of one or more of the sections of the Housing Act 2004 listed above. Enforcement action will be considered on a case-by-case basis.

Where a person has committed multiple offences, and a civil penalty could be imposed for each one, the Council will consider as to whether it is just and proportionate to impose

a penalty for each offence. Deciding not to impose a civil penalty for some of the offences does not mean that other appropriate enforcement sanctions, as listed in this policy, cannot be pursued for those offences.

Prior to imposing a civil penalty, the Council will serve a notice of intent and this will give the recipient an opportunity to make representations against the proposed civil penalty.

Where a person or company fails to pay the civil penalty, the Council will refer the case to County Court for an Order of that Court. If necessary, county court bailiffs will be instructed to enforce the order and recover the debt as set out in the statutory guidance.

Civil penalty payments will be retained by the Council provided that it is used to further the Council's statutory function in relation to their enforcement actions covering the private rented sector as specified in the regulations.

Any decision to impose a civil penalty will be approved by the Assistant Director – Health & Environment.

The Council's Civil Penalties Procedure & Guidance provides further detail on how the penalties are calculated. [\(add link and www address\)](#)

viii. PENALTY CHARGE NOTICES – Statement of Principles

The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 allows for the issuing of penalty charge notices. Private sector landlords are to:-

- Install at least one smoke alarm on every storey of their property
- Install a carbon monoxide alarm in any room containing a solid fuel burning appliance
- Check that these alarms are in working order on the day a new tenancy begins.

When setting the penalty charge, the Council's considered the following factors.

1. The financial penalty for the breach should act as a deterrent for the future.
2. Before any penalty charge is made, the landlord is given the opportunity to do the work through the service of a remedial notice.
3. The likely impact on tenants and associated risk to their health, safety and wellbeing.
4. The cost of the Council of undertaking works in default.
5. First or repeat breaches.
6. Officer time and costs to investigate and serve remedial notice and penalty charge notice.
7. Administrative costs in organising works in default.

The maximum penalty that can be charged is £5,000. The penalty should be a deterrent as the remedy is relatively simple and low cost but the risks associated with non-compliance are high, the penalty has been set at £5,000 with a reduction to £2,500 for the first breach if the penalty charge is paid within 14 days, repeat breaches will be £5,000 with no discount for early payment.

ix. BANNING ORDERS

Where a landlord has been successfully prosecuted for a banning order offence, the Council can apply to the First-Tier Tribunal (Property Chamber) for a banning order against the landlord. A banning order will last for at least 12 months and means that the subject of the order cannot:

- Let housing in England;
- Engage in English letting agency work;
- Engage in English property management work;
- Hold a license under Part 2 or Part 3 of the Housing Act 2004.

“Banning order offence” refers to an offence of a description specified in regulations made by the Secretary of State.

x. RENT REPAYMENT ORDERS

Where housing benefit has been paid to a landlord and the Council is satisfied that the landlord has committed one or more specific offences, the Council can apply for a Rent Repayment Order. Where the landlord is convicted of one of the relevant offences, the Council is under a duty to consider applying for a Rent Repayment Order. The specific offences for which an order can be sought are as follows:

- Failure to comply with an Improvement Notice (Housing Act 2004, Section 30)
- Failure to comply with a Prohibition Order (Housing Act 2004, Section 32)
- Offences in relation to licensing of HMO’s (Housing Act 2004, Section 72)
- Offences in relation to licensing of houses under Part 3 of the Act (Housing Act 2004, Section 95)
- Breach of a Banning Order (Housing and Planning Act 2016, Section 21)
- Using violence to secure entry to a property (Criminal Law Act 1977, Section 6)
- Illegal eviction or harassment of the occupiers (Protection from Eviction Act 1977, Section 1)

The Council will usually apply for the full amount that can be recovered and lesser amounts will only be sought in exceptional circumstances.

xi. INTERIM OR FINAL MANAGEMENT ORDERS

The Council is under a duty to apply for an interim management order where a property requires a licence, or will after the current one is revoked, but there is no reasonable prospect of it becoming licenced or there are significant health and safety concerns at the property. An interim management order can be made for up to 12 months. Where an interim management order is coming to an end and the criteria for applying for the order still apply, the Council can apply for a final management order, which can be made for up to 5 years.

Whilst a management order is in place, the Council, or an agent appointed by the Council, will be responsible for managing the property and carrying out any works that are required. The Council will receive the rental income and deduct any relevant expenditure from this amount before transferring the excess, if any remains, to the landlord.

xii. INJUNCTIVE ACTIONS, ENFORCEMENT ORDERS etc.

In some circumstances the Council may seek a direction from the court (in the form of an order or an injunction) that a breach is rectified and/or prevented from recurring. The court may also direct that specified activities be suspended until the breach has been rectified and/or safeguards have been put in place to prevent future breaches. Failure to comply with a court order constitutes contempt of court, a serious offence which may lead to imprisonment.

The Council are required to seek enforcement orders after issuing some enforcement notices, providing the court with an opportunity to confirm the restrictions imposed by the notice. Otherwise, the Council will usually only seek a court order if it has serious concerns about compliance with voluntary undertakings or a notice.

xiii. SIMPLE CAUTION

The Council have the power to issue simple cautions as an alternative to prosecution for some less serious offences, where a person admits an offence and consents to the simple caution. Where a simple caution is offered and declined, the Council will consider prosecution. Any decision to offer a simple caution will take into account the criteria set down in the Code for Crown Prosecutors and approved by the Assistant Director – Health & Environment and in consultation with the Council's legal services.

A simple caution will appear on the offender's criminal record. It is likely to influence how the Council deal with any similar breaches in the future, and may be cited in court if the offender is subsequently prosecuted for a similar offence. If a simple caution is issued to an individual (rather than a corporation) it may have consequences if that individual seeks certain types of employment.

xiv. PROSECUTION

Where the circumstances warrant it and the alternative actions detailed previously in this policy are considered inappropriate, then prosecution may result. Any decision to prosecute will take into account the criteria set down in the Code for Crown Prosecutors and approved by the Assistant Director – Health & Environment and in consultation with the Council's legal services.

The Council may prosecute without prior warning or recourse to alternative sanctions where the circumstances warrant it and the evidence to support the case is available.

Prosecution will only be considered where the Council is satisfied that it has sufficient evidence to provide a realistic prospect of conviction against the defendant(s). Due

consideration will be given to the availability and compliance with any relevant statutory defence.

Before deciding that prosecution is appropriate, the Council will consider all relevant circumstances carefully and will have regard to the public interest and, where appropriate, the views of any victim, injured party or other relevant person or impact on the community.

A successful prosecution will result in a criminal record. The court may impose a fine and in respect of particularly serious breaches a prison sentence. The court may order the forfeiture and disposal of non-compliant goods and/or the confiscation of any assets or profits which have resulted from the breach. Prosecution may also lead, in some circumstances, to the disqualification of individuals from acting as company directors.

xv. REFUSAL/SUSPENSION/REVOCAION OF LICENCES

The Council issue a number of licences and permits. Most licences include conditions which require the licence holder to take steps to ensure that, for example, a business is properly run. Licences can be revoked where any term of the licence has been breached or where other offences have been committed which mean that the persons involved are no longer fit and proper persons for licensing. Breach of these conditions may lead to a review of the licence which may result in its revocation or amendment. A review of a licence may be considered in addition to or as an alternative to any other action.

When considering future licence applications, the Council may take previous breaches and enforcement action into account.

The council will have regard to its own policies and schemes, including the [Scheme for Mandatory Licensing of Houses in Multiple Occupation](#) and the Statement of Licencing Policy – Licencing Act 2003 (add link) when determining whether to grant, refuse, suspend, revoke or vary a licence.

xvi. OTHER ENFORCEMENT OPTIONS

The above listed options 'i – xv' are not an exhaustive list and there may be other options available dependent upon the legislation being used that whilst the legislation itself is statutory some of the available enforcement options contained therein may be civil actions.

G. Charging for enforcement activity

The following activities the Council can recover costs:

- (a) Works in default
- (b) Housing Act 2004 - a charge for Notices served and Orders made under Part 1 of the Act the amount if set is part of the Council's fees and charges and is subject to annual review. Under section 49 of the Act a charging notice can be served on the

responsible party. If there is an appeal against the notice then the charge will not be applied until the appeal is resolved and subject to the notice being confirmed by the tribunal. There is no right of appeal against a charging notice; only to the notice or order to which the charge relates.

- (c) Legal fees –incurred as a result of a prosecution.

H. Media Publicity

Media coverage will normally be sought in the following cases:

- The offence is widespread in the area and coverage will assist in securing compliance by others;
- To draw attention to particular issue or set of hazards;
- The offence is serious and/or was committed wilfully and the Council wishes to draw attention to their willingness to take a hard line in such cases;
- Coverage is otherwise in the public interest;
- A press release will be issued about convictions where it is considered that publicity will bring in benefits by promoting compliance with those statutory requirements designed to protect the health, safety and welfare of customers, residents, workers and visitors, as well as the wider environment.

I. Appeals

Where any enforcement action is conducted under legislation which contains a specific appeals procedure, you will always be advised of that procedure at the required time.

J. Complaints

Should you have any concerns or complaints about the actions of any authorised officers then these should be made in the first instance to the manager of the service or team in question. A response to the complaint would be expected within 10 working days; if we are unable to respond within 10 working days we will respond and let you know when you can expect a response. If this does not resolve the complaint the Council also has a formal complaints procedure which is published on the Council's website at <https://www.lincoln.gov.uk/lincoln/make-a-formal-complaint/>

K. Monitoring and Review

Investigating Officers will have regard to this policy when considering enforcement actions and when consultating with the Service manager, when seeking approval from the Assistant Director and consultation with legal services team of the Council. Where appropriate the Council will monitor compliance against this policy. This policy will be reviewed at least every 5 years and any supporting procedures or guidance for Officers will be regularly reviewed.

ANNEX 1 – List of Legislation

This list is not exhaustive but does list legislation which are relevant to this Enforcement Policy:-

Animal Boarding Establishments Act 1963
Animal Health Act 1951
Animal Welfare Act 2006
Animal Welfare (Licensing of Activities Involving Animals)(England) Regulations 2018
Antisocial Behaviour Act 2003
Antisocial Behaviour, Crime and Policing Act 2014
Breeding of Dogs Act 1973
Building Act 1984
Caravan Sites Act 1968
Caravan Sites and Control of Development Act 1960
Clean Air Act 1993
Clean Neighbourhoods and Environment Act 2005
Control of Dogs Order 1992
Control of Horses Act 2015
Control of Pollution Act 1974
Criminal Justice and Police Act 2001
Criminal Justice and Public Order Act 1994
Crime Justice and Public Order Act 1994
Criminal Law Act 1977
Dangerous Dogs Act 1991 (as amended)
Dangerous Wild Animals Act 1976 (as amended)
Dogs Act 1871
Dogs Fouling of Land Act 1996
Environment Act 1995
Environmental Protection Act 1990
Factories Act 1961
Food Safety and Hygiene (England) Regulations 2013
Food & Environmental Protection Act 1985
Food Safety Act 1990
Gambling Act 2005
Guard Dogs Act 1975
Health Act 2006
Health & Safety at Work etc. Act 1974
Housing Act 1957, 1985 and 1996
Housing Act 2004
Housing and Planning Act 2016
Housing (Grants, Construction and Regeneration) Act 1969
Hypnotism Act 1952
Licensing Act 2003
Lincoln City Council Act 1985
Local Government Act 1972
Local Government (Miscellaneous Provisions) Act 1976 and 1982
National Assistance Act 1948 & 1951
Noise and Statutory Nuisance Act 1993

Noise Act 1996
Offices, Shops & Railway Premises Act 1963
Pet Animals Act 1951
Police Factories etc. (Miscellaneous Provisions) Act 1916
Pollution Prevention and Control Act 1999
Prevention of Damage by Pests Act 1949
Protection from Eviction Act 1977
Public Health Act 1936 and 1961
Public Health (Control of Disease) Act 1984
Rag, Flock and other Filling Materials Act 1951
Refuse Disposal (Amenity) Act 1978
Riding Establishments Act 1964 and 1970
Road Traffic Act 1988 and 1991
Scrap Metal Dealers Act 2013
Smoke Alarm and Carbon Monoxide Alarm Regulations 2015
Sunday Trading Act 1994
Town Police Clauses Act 1847 and 1889
The House to House Collections Act 1939
The Management of Houses in Multiple Occupation (England) Regulations 2006
The Microchipping of Dogs (England) Regulations 2015
The Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007
The Rabies (Importation of Dogs, Cats and Other Mammals) Order 1974
The Welfare of Wild Animals in Travelling Circuses (England) Regulations 2012
Town and Country Planning Act 1990 s215, 219, 224 and 225
The Enterprise and Regulatory Reform Act 2013, s83,84 and 85
The Redress Schemes for Lettings Agency Work and Property Management Work (Requirement to belong to a scheme etc.) (England) Order 2014
Transport Act 1980 and 1985
Water Industry Act 1991 and 1999
Zoo Licencing Act 1981

Annex 2 – Data Protection Statement

The Council, the data controller takes its responsibilities seriously under the Data Protection Act 2018 and General Data Protection Regulations to ensure that any personal data it collects and uses is done so fairly, lawfully, proportionately, correctly and safely.

For information about what is, personal data please see the Information Commissioner's Office website: [What is personal data](#)

The privacy notices available below are those which relate to this Health & Environment enforcement policy and describes what data will be collected, how it is used, retained and disclosed. The personal data provided will not be retained for longer than necessary and within each privacy notice the data retention schedule can be viewed.

The Environmental Health privacy notice can be found at this web address [www.](#) or use this link - [Environmental Health privacy notice](#)

The Public Protection and Anti-Social Behaviour privacy notice can be found at this web address [www.](#) or use this link - [Public Protection and Anti-Social Behaviour privacy notice](#)

The Licensing privacy notice can be found at this web address [www.](#) or use this link - [Licensing privacy notice](#)

Annex 3 - Equality and Access Statement

All of our customers are treated equally under this regulatory and enforcement policy.

However, City of Lincoln Council is committed to equality of opportunity for all taking into account the differences of race, gender, gender identity, religion, belief, sexual orientation, age, disability, pregnancy and maternity and marriage and civil partnership, and should an individual case indicate a potential additional impact because of one of these characteristics we will take this into account when applying the policy.

The organisation will uphold the human rights of all of its staff and service users in accordance with the Human Rights Act 1998.

In all of our regulatory and enforcement activities we will ensure we adhere to the Council's Equality, Diversity and Human Rights Policy ([add link](#)) and we will work to ensure that information and services are accessible. We will work to reduce the barriers people may face, for example due to disability or language by arranging appropriate translation, interpretation or transcription materials or equipment where appropriate or necessary.

~END~

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Equality with Human Rights Analysis Toolkit



SECTION A

<p>Name of policy / project / service</p>	<p>Health & Environment Enforcement Policy 2019 - 2024</p>
<p>Background and aims of policy / project / service at outset</p>	<p>The policy seeks to clarify the principles under which the Health and Environment service area will undertake regulatory activity. These are</p> <ul style="list-style-type: none"> • We will ensure that we enforce the law in a fair, equitable and consistent manner; • We will work to assist businesses and others in meeting their legal obligations; • Our focus will be on prevention rather than cure, where appropriate; • We will take action against those who breach the law or act irresponsibly. <p>It also specifies which guidance we will follow and clarifies a range of enforcement powers and introduces and adopts civil penalties and penalty charge notices.</p> <p>The policy covers the following services</p> <ul style="list-style-type: none"> • Environmental Health – Food Safety, Health & Safety, Pollution Control and Private Sector Housing • Licensing • Anti-social behaviour & Public Protection
<p>Person(s) responsible for policy or decision, or advising on decision, and also responsible for equality analysis</p>	<p>Simon Colburn Assistant Director – Health and Environment</p>
<p>Key people involved <i>i.e. decision-makers, staff implementing it</i></p>	<p>Simon Colburn - Assistant Director Health and Environment Sara Boothright – Environmental Health and Corporate Safety Manager Francesca Bell – Public Protection, ASB and Licensing Manager</p>

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Religion or belief	X			As above	NA	
Sex	X			As above	NA	
Sexual orientation	X			As above	NA	
Marriage/civil partnership	X			As above	NA	
Human Rights (see page 8)	X			In ensuring fair, equitable and consistent enforcement following appropriate good practice the policy will positively support several human rights and freedoms including <ul style="list-style-type: none"> • Right to a fair trial • No punishment without law • Respect for your private and family life, home and correspondence 	NA	

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**Evidence could include information from consultations; voluntary group feedback; satisfaction and usage data (i.e. complaints, surveys, and service data); and reviews of previous strategies*

Did any information gaps exist?	Y/N/NA	If so what were they and what will you do to fill these?
	No	

SECTION C

Decision Point - Outcome of Assessment so far:

Based on the information in section B, what is the decision of the responsible officer (please select one option below):

- | | |
|---|------------------|
| | Tick here |
| • No equality or human right Impact (your analysis shows there is no impact) - sign assessment below | [X] |
| • No major change required (your analysis shows no potential for unlawful discrimination, harassment)- sign assessment below | [] |
| • Adverse Impact but continue (record objective justification for continuing despite the impact)-complete sections below | [] |

- **Adjust the policy** (Change the proposal to mitigate potential effect) -progress below only AFTER changes made []
- **Put Policy on hold** (seek advice from the Policy Unit as adverse effects can't be justified or mitigated) -STOP progress []

Conclusion of Equality Analysis (describe objective justification for continuing)	The EA concludes that overall there should be a positive impact by ensuring fairness and consistency in our enforcement activities while considering the individual facts of a case. The policy will have a positive impact on several human rights and freedoms.
--	--

When and how will you review and measure the impact after implementation?*	Equality and vulnerability issues will be considered for each enforcement case. If issues are identified from the policy itself then a review of the policy will be initiated at that time. Other than that the policy will be reviewed in 2024
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Checked and approved by responsible officer(s) (Sign and Print Name)	Simon Colburn	Date	25 September 2019
Checked and approved by Assistant Director (Sign and Print Name)	Simon Colburn	Date	25 September 2019

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When completed, please send to policy@lincoln.gov.uk and include in Committee Reports which are to be sent to the relevant officer in Democratic Services

The Equality and Human Rights Commission guidance to the Public Sector Equality Duty is available via: www.equalityhumanrights.com/new-public-sector-equality-duty-guidance/

51. Health and Environment Enforcement Policy 2019-2024

Simon Colburn, Assistant Director Health and Environment Services

- a. presented the Health and Environment Policy 2019-2024 for consideration prior to submission to Executive.
- b. advised that the policy sought to clarify the principles which the Health and Environment service area would undertake in terms of regulatory activity including:
 - *We will ensure that we enforce the law in a fair, equitable and consistent manner;*
 - *We will work to assist businesses and others in meeting their legal obligations.*
 - *Our focus will be on prevention rather than cure, where appropriate.*
 - *We will take action against those who breach the law or act irresponsibly.*
- c. explained that the policy also clarified that Officers would follow relevant good practise guidance in all regulatory activities, this included:
 - The Principles of Good regulation
 - The Regulator's Code
 - The Code of Crown Prosecutors
 - Any other relevant legislation or guidance
- d. highlighted the Principles of Good Regulation (under the Legislative and Regulatory Reform Act 2006) as detailed at paragraph 4.3 of the report.
- e. further highlighted the Regulator's Code (Department of Business, Innovation and Skills) as detailed at paragraph 4.4 of the report.
- f. advised that the Policy also clarified that the Council would always have regard to the Code for Crown Prosecutors and the two tests detailed at paragraph 4.5 of the report.
- g. advised that the policy specifically introduced:
 - Civil Penalties
 - Penalty Charge Notices in relation to Smoke and Carbon Monoxide alarms
 - Charging for Enforcement Activity under the Housing Act 2004
- h. advised that the policy applied to the functions carried out by the following services:

- a. Environmental Health – Food Safety, Health & Safety, Pollution Control and Private Sector Housing
 - b. Licensing
 - c. Anti-Social Behaviour and Public Protection
- i. explained that the overarching policy provided the context and framework for more detailed policies and procedures such as the existing Licensing Policy Statement and detailed procedures may be developed in particular service areas to assist officers in specific enforcement activities.
 - j. advised that the policy would be reviewed no later than 2024.
 - k. invited members comments and questions

During the discussion Councillor Laura McWilliams requested it be noted in the interest of transparency that she worked for a letting agent. The discussion did not relate directly to her employer and the only element being discussed was the legislation.

Question: Referred to paragraph 4.9 of the report and asked if the Council inspected rented properties for smoke and carbon monoxide alarms?

Response: Clarified that the Council would inspect Houses in Multiple Occupation as part of their licence to check that smoke and carbon monoxide alarms were fitted. Private rented properties would only be inspected by the Council if a complaint had been received. Landlords were required to include information in their lettings pack on how to make a complaint to the Council.

Question: What were the procedures for issuing a civil penalty?

Response: The procedures were set out in the separate guidance, all enforcement procedures would be followed before a fine was issued. There would be an opportunity to appeal against a fine.

Question: Could a fine be issued and then a person be prosecuted for the same offence?

Response: No, a fine would be issued instead of a prosecution.

Question: Had consultation on the policy taken place with landlords etc?

Response: They had not seen the Policy but there had been discussions and they were informed of the Councils intentions regarding Penalty Charge Notices.

RESOLVED that

1. the introduction and use of civil penalties, penalty charge notices and charging for enforcement activity be supported.
2. the contents of the report be noted and referred to Executive for approval.

SUBJECT:	EXCLUSION OF THE PRESS & PUBLIC
DIRECTORATE:	CHIEF EXECUTIVE & TOWN CLERK
REPORT AUTHOR:	CAROLYN WHEATER, MONITORING OFFICER

1. Purpose of Report

- 1.1 To advise members that any agenda items following this report are considered to contain exempt or confidential information for the reasons specified on the front page of the agenda for this meeting.

2. Recommendation

- 2.1 It is recommended that the press and public be excluded from the meeting at this point as it is likely that if members of the press or public were present there would be disclosure to them of exempt or confidential information.

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