

## POLICY SCRUTINY COMMITTEE

**Tuesday, 6 October 2020**

**6.00 pm**

**Virtual Meeting**

- Membership: Councillors Bill Bilton (Chair), Laura McWilliams (Vice-Chair), Alan Briggs, Jane Loffhagen, Hilton Spratt, Ralph Toofany and Pat Vaughan
- Substitute member(s): Councillors Kathleen Brothwell and Gary Hewson
- Officers attending: Democratic Services, Legal Services, Kate Bell, Melanie Holland and Kieron Manning

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### Virtual Meeting

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Passcode: 987511

Alternatively, please join the meeting via telephone by calling 0330 088 5830 using the following ID:

929 6841 7689  
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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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**Present:** Councillor Bill Bilton (*in the Chair*),  
Councillor Laura McWilliams, Councillor Alan Briggs,  
Councillor Jane Loffhagen, Councillor Ralph Toofany and  
Councillor Pat Vaughan

**Apologies for Absence:** Councillor Hilton Spratt

**74. Confirmation of Minutes - 10 February 2020**

RESOLVED that the minutes of the meeting held on 10 February 2020 be confirmed.

**75. Matters Arising**

Councillor Vaughan referred to minute number 73 and asked when parking on grass services would be scheduled into the work programme?

The Democratic Services Officer confirmed that she would liaise with the relevant Officer and schedule into the work programme at a suitable time.

**76. Declarations of Interest**

No declarations of interest were received.

**77. Lincoln Social Responsibility Charter**

Graham Rose, Strategic Senior Policy Officer

- a. presented an update of the progress of the Lincoln Social Responsibility Charter following the charter being in place for a period of 18 months.
- b. advised that the aim of the charter was to encourage organisations in Lincoln to undertake socially responsible activities, above the statutory minimum, which benefited both their employees and the local community in which they were located.
- c. referred to paragraph 4 of the report and reminded members how the charter worked, highlighting the following:
  - The benefits to organisations
  - The specific criteria that organisations had to meet to be accredited
  - All accredited organisations received a certificate endorsed by the Mayor of Lincoln, together with an accreditation window sticker.
  - All signees received promotion via a range of routes from the Council which helped promote the organisation as a signee to the charter
  - To ensure all organisations continued to meet the criteria to retain the accreditation, on an annual basis they were required to complete a questionnaire.

- d. referred to Appendix A of the report and advised that 76 local organisations had gained accreditation to the charter which exceeded the target of 50 signees at this stage
- e. advised that the Lincoln Social Responsibility Forum was held twice each year, which was a great networking event for local organisations to attend and share best practise in relation to social responsibility. Due to COVID19 this year's event had been cancelled but it was hoped that it would be continued on an annual basis from next year.
- f. advised that to support local charities and community groups during the COVID 19, organisations signed up to the charter were asked to contribute to the COVID 19 Crisis Fund of which a number of contributions were received demonstrating social responsibility
- g. advised that the City of Lincoln Council would continue to actively promote the charter and its signees, together with the benefits of undertaking socially responsible activities, with the aim to encourage more organisations to gain accreditation to the charter. The council would also continue to support Living Wage Week.
- h. advised that the City Council led by example by undertaking a range of socially responsible activities to support employees and the local community as detailed at Appendix B of the report.
- i. invited members questions and comments

Members referred to paragraph 4.7 of the report and asked how the City Council could be sure that organisations were undertaking the socially responsible activities that they had committed to?

Graham Rose, Strategic Senior Policy Officer responded that the process required businesses to be open and transparent and to provide as much detail as possible in their application. A sample check of the business could be done to ensure that they were doing what they said they would. The Council promoted the businesses as socially responsible so they would be reported if they were not fulfilling their role.

#### RESOLVED

1. that the progress with the Lincoln Social Responsibility Charter be noted
2. that Members be encouraged to promote the charter and the benefits of social responsibility to local organisations, with the aim to gain accreditation to the charter.

#### **78. Review of the Trusted Landlord Scheme and Proposed Changes**

Simon Colburn, Assistant Director – Health and Environment Services

- a. presented a report to inform the committee of proposed changes to the City of Lincoln Council's Trusted Landlord Scheme Document and review of the scheme

- b. gave the background to the Trusted Landlord Scheme as detailed at paragraph 2 of the report
- c. advised that as of June 2020, 81 applications had been received, of which 33 had been accepted, 26 rejected (either the landlord was not accredited or had failed to produce documents) The remaining 22 applications were either currently being processed or awaiting compliance visits.
- d. explained that there were currently 505 properties covered by the scheme, however, affiliated agents were included within the 33 Trusted Landlord Scheme members, as the reporting process did not allow a distinction between individual landlords and agents. The review of the scheme, the online application form and the supporting processes would seek to address this.
- e. advised that the 22 applications pending processing represented 346 properties. Therefore subject to acceptance on the scheme, the total number of properties covered by the scheme would be 851.
- f. advised that a target of 15% of the private rented stock had been set, however this had not been achieved and was currently 9%.
- g. explained that the target had not been achieved as the Trusted Landlord scheme had been suspended for several months in 2019/20 to focus resources on the mandatory licensing of Houses in Multiple Occupation,
- h. referred to paragraph 4.2 of the report and highlighted the benefits of the Trusted Landlord Scheme.
- i. referred to Appendix A of the report and summarised the main changes to the scheme:
  - Updated Privacy Notice for GDPR compliance
  - The inclusion of checks for Banning Order Offences, Civil Penalties and the Rogue Landlord Database to determine Fit and Proper Person Compliance
  - Recent inspections for other purposes would be taken into consideration when arranging compliance visits
  - Virtual inspections would be acceptable at the discretion of the City Council
  - Criteria set out of the circumstances where an application would be rejected.
  - A broadening of the compliance checks for affiliate Letting and Managing Agents
  - Amendments to the Terms and Conditions in respect of the above changes

Members asked how the virtual inspections worked and how could Officers be sure that the Landlord was showing the correct property?

Simon Colburn, Assistant Director – Health and Environment Services responded that the use of photographs and videos had proved to be an efficient way of starting off the process. They could be used at the discretion of Officers, for

example to inspect a small change to a property where the Landlord was known to Officers and they were certain that the correct information was being provided.

RESOLVED that the proposed changes to the Trusted Landlord Scheme be supported and referred to Executive for approval.

**79. Proposal to Introduce a Public Space Protection Order to Prevent Anti-Social Behaviour at Lucy Tower Multi-Storey Carpark, Broadgate Multi-Storey Carpark and Lincoln Central Multi-Storey Carpark**

Simon Colburn, Assistant Director – Health and Environment Services

- a. presented a report to:
  - i. inform committee of a proposal to implement a Public Space Protection Order (PSPO) to provide additional tools and powers to reduce and manage incidents of ASB and drug use within the Councils multi-storey carparks namely Lucy Tower, Lincoln Central and Broadgate.
  - ii. inform the committee of the public and partner consultation responses received and to seek the views of the committee on the proposal.
- b. gave the background to the report and advised that the purpose of the proposed PSPO was to provide additional tools and powers to tackle ongoing and protracted ASB occurring on a regular basis within the multi-storey carparks.
- c. proposed that the PSPO be put in place for a maximum period of 3 years after which a full review would take place.
- d. advised that a significant number of complaints had been received relating to Anti-Social behaviour taking place in the multi-storey car parks and highlighted the number of reported incidents in each of the 3 multi storey car parks.
- e. advised that the Council had already taken positive steps to address the number of reported incidents including introducing CCTV which was assisting with deterrence and would assist in the enforcement aspect of the proposed PSPO.
- f. advised that a public and private consultation had taken place between Monday 23<sup>rd</sup> September 2019 and Friday 8<sup>th</sup> November 2019. As part of the consultation partners were approached directly to seek their views and any evidence they held in relation to the proposed PSPO.
- g. referred to paragraph 5 of the report and summarised the responses received from the consultation.
- h. referred to paragraph 6 of the report and highlighted the evidence including reported incidents, full details of the information provided from the internal incident reporting system provided by City of Lincoln Council Corporate Health and Safety Team were shown in Appendix C to the report.

- i. advised on the additional powers that the PSPO would provide as detailed at paragraph 8 of the report.
- j. referred to paragraph 9 of the report and advised how the PSPO would be implemented and enforced.
- k. advised on the impact of COVID 19 as detailed at paragraph 9 of the report and stated that there was a very clear requirement for the Councils buildings and property to be Covid secure and a need for the customers to be able to safely use the facilities provided.
- l. invited members questions and comments

**Comment :** Referred to paragraph 8.1 of the report and commented that he felt that this approach was sympathetic but also this process would make dealing with anti- social behaviour quicker and simpler.

**Question:** P3 was not supportive of the PSPO, had they provided any suggestions on how the issue could be dealt with better?

**Response:** P3 was reluctant to support the criminalisation of certain behaviours. However, the Council and Police were supportive of introducing powers which allowed for criminal action to be taken as a last resort. If approved, the PSPO would be one of a range of tools that could be used to tackle anti-social behaviour in the multi-storey car parks.

RESOLVED that the proposal to implement a PSPO be supported and referred to Executive for approval.

## 80. Health Scrutiny Update

The Chair of Policy Scrutiny Committee updated members of the business that had been discussed at the Health Scrutiny meetings held on 19<sup>th</sup> February 2020, 17<sup>th</sup> June 2020 and 22 July 2020, these were:

- NHS post COVID19 Phase
- A&E at Grantham

The link to the Health Scrutiny Committee agendas and minutes would be circulated to members following the meeting.

RESOLVED that the report be noted.

## 81. Policy Scrutiny Work Programme 2020-21 and Executive Work Programme Update

The Democratic Services Officer:

- a. presented the report 'Policy Scrutiny Work Programme 2020-21 and Executive Work Programme Update'.
- b. presented the Executive Work Programme August 2020 – July 2020.
- c. requested councillors to submit what items they wished to scrutinise from the Executive Work Programme and policies of interest.

d. invited members questions and comments.

RESOLVED that

1. the Policy Scrutiny work programme be noted and updated to include a report on Parking on Grass Verges
2. the Executive work programme be noted.



**SUBJECT: PLANNING WHITE PAPER CONSULTATION**

**DIRECTORATE: COMMUNITIES AND ENVIRONMENT**

**REPORT AUTHOR: KIERON MANNING (ASSISTANT DIRECTOR – PLANNING)**

## 1. Purpose of Report

- 1.1 To update Policy Scrutiny Committee on the content of the recent White Paper consultation from Central Government on reforming the planning system.
- 1.2 To seek agreement to the proposed response to the consultation put forward as part of this report, and to recommend such to the Council's Executive.

## 2. Executive Summary

- 2.1 The Government published two consultations on 6 August 2020 relating to the planning system. One was a fairly straight forward consultation on proposed changes to the current planning system, the second proposed major changes to the planning system as part of an overhaul of our what the Government are calling our “outdated and ineffective planning system”.
- 2.2 The ‘Planning for the future’ White Paper was published in early August and sees significant changes at both Policy and Development Management stages. The Government have stated it has the potential to alter the planning system more than any previous reforms since the inception of the planning system in 1947.
- 2.3 In the forward to the White Paper, the Prime Minister states that the government’s ambition is to create a planning system which is “simpler, clearer and quicker to navigate, delivering results in weeks and months rather than years and decades”. When launching the consultation, Housing Secretary Robert Jenrick MP said:

*“Our complex planning system has been a barrier to building the homes people need; it takes 7 years to agree local housing plans and 5 years just to get a spade in the ground... We will cut red tape, but not standards, placing a higher regard on quality, design and the environment than ever before. Planning decisions will be simple and transparent, with local democracy at the heart of the process.”*

Since 1947 planning applications in England have been assessed on a case-by-case basis against a long-term local plan, with permission ultimately decided by committee. The new system proposes to diminish this. Land will instead be classified into three zones within a new local Plan, with outline planning permission awarded automatically if proposals meet specific criteria within specific zones.

## 3. Background

- 3.1 The focus of the White paper centres on increasing the availability of new homes. It is widely accepted that there is a shortage of available housing in the UK and there

have been a number of attempts in recent years to firstly cite the planning system as the main reason for this shortage, and then to make numerous alterations to both the policy framework and Development Management procedures in an attempt to fix the perceived problem. Despite this context of almost perpetual alteration to the system, authorities across the country approve the overwhelming majority of planning applications and in most cases can do little more to assist in the delivery of more housing.

- 3.2 There are currently between 800,000 and 1m houses that have been granted planning permission across the country but have not been built out, yet the White Paper consultation proposes radical change to the land use planning system as the means to address what is largely an economic problem.

#### 4. Summary of the key proposals

- 4.1 The White Paper outlines that broadly speaking the planning system should move to one of zoning as happens in some other countries. To this end it proposes the following three categories would apply to all land within a district boundary as part of the local plan allocation process:

**Growth:** Applications for new homes, hospitals, schools, shops and offices in areas “suitable for substantial development” in Growth zones will be given automatic outline planning permission. Developers will, however, still need to secure reserved matters permission in accordance with locally developed design codes and “site-specific technical issues”

**Renewal:** Proposals in urban areas (i.e. densification and infill), on brownfield sites and relating to “small sites within or on the edge of villages” will be given “permission in principle”

**Protection:** Development will not be permitted in protected areas such as the Green Belt and areas of outstanding natural beauty

#### 4.2 Local Plan proposals

- The government envisages “an altered role” for local plans, and local authorities will be given 30 months to produce new and intentionally stripped back plans. Failure to meet this deadline will result in some form of sanction.
- All Development Management policy in future will be set nationally with the proposals explicitly stating “the National Planning Policy Framework would become the primary source of policies for development management” if the White Paper was enacted.
- New local plans will be restricted to zonal allocation of the three categories and the specific codes and standards to be applied to projects in the development zones need to be detailed at this stage.
- Local planning authorities and neighbourhoods (through Neighbourhood Plans) are seen however as having “a crucial role” in producing design guides and codes to “provide certainty and reflect local character and preferences about the form and appearance of development”.
- Local Plans would be subject to a single statutory “Sustainable Development test” replacing the existing tests of soundness.

- As the housing targets will be set nationally they propose to remove the 5 year housing land supply requirement but retain the presumption in favour of sustainable development.
- The White Paper also suggests that Local Plans could be adopted by the authority themselves instead of by the Planning Inspectorate via a public enquiry as happens now.
- The length of documentation should be drastically reduced with the focus being web based maps, and all data should be machine readable to a set national standard.

#### 4.3 **The role of Councillors and Development Management**

The proposals represent a fundamental change to the planning system officers and members are familiar with by seeking to:

*“Democratise the planning process by putting a new emphasis on engagement at the plan-making stage. At the same time, we will streamline the opportunity for consultation at the planning application stage, because this adds delay to the process and allows a small minority of voices, some from the local area and often some not, to shape outcomes”*

- Determination deadlines to be firm deadlines of 8 and 13 weeks and no use of extensions of time as happens now. Automatic refunds of the planning fee if not met. In addition, if applications are refused but then subsequently approved at appeal stage then applicants would also receive an automatic refund of the planning fee.
- Requirement for new, more modular software to enable machine readability of data set to national standard to automate routine processes and speed up the process.
- Restriction of volume of supporting data for major applications to just 50 pages and standard nationally set conditions to be used.
- Delegation of detailed planning decisions to planning officers where the principle of development has been established.
- Mandatory net gain for biodiversity set as a condition of most new development and all new streets will be tree-lined.
- NPPF updated to allow a degree of permitted development for Listed buildings and conservation areas for energy efficiency measures and autonomy for suitably experienced architects so that no Listed Building Consent is required.
- The paper also proposes a “quicker and simpler framework for assessing environmental impacts”.

#### 4.4 **Public engagement**

The White Paper promises “world class civic engagement” at the local plan-making stage, with a focus on digitisation facilitating easier public access to planning documents. These will be published online in standardised formats with “digitally consumable rules and data”, allowing people to respond to consultations on their smartphones. Engagement of the public at planning application stage however, will be significantly reduced as a consequence.

#### 4.5 **Section 106 agreements and Community Infrastructure Levy (CIL)**

- Both Section 106 agreements and the CIL would be scrapped and replaced with a new infrastructure levy calculated as a fixed proportion of the value of developments, above a set threshold.
- Allow Local Authorities to borrow against Infrastructure levy revenues so that they can forward fund infrastructure.
- In the short term, the government has proposed that First Homes should make up a minimum of 25% of affordable housing secured through Section 106, up to the introduction of the new levy.

#### 4.6 **Housing targets**

- Local Authorities will be bound by targets set using a new “standard method” for calculating local housing need at a national level instead of the locally calculated need at present.
- This new methodology will be based on how many existing homes there are in an area, the projected rise in households, and changes in affordability.
- The new standard method will also be the vehicle for the distribution of the national housebuilding target of 300,000 new homes a year.
- As a result of this change councils will no longer have a “duty to co-operate” with neighbouring authorities when developing local plans.

#### 4.7 **Design**

- A new body will be established to oversee creation of local design codes, and each local authority will be expected to employ a chief officer for design and place-making to oversee quality. Local design codes must have community input to be valid, using empirical evidence of what is popular and characteristic in the local area.
- The government has also promised the imminent publication of a National Model Design Code “setting out more detailed parameters for development in different types of location: issues such as the arrangement and proportions of streets and urban blocks, positioning and hierarchy of public spaces, successful parking arrangements, placement of street trees, and high quality cycling and walking provision”.
- In allocated Growth Areas individual site masterplans and codes will be drawn up by the Local Authority at local plan stage. Schemes that comply will be “fast-tracked”. In Renewal areas “pattern books” should be revived by allowing pre-approval of popular and replicable designs through permitted development.

#### 4.8 **Enforcement**

- As local planning authorities are “freed from many planning requirements” the government foresees that they will instead be able to focus more on enforcement across the planning system.
- As such the consultation promises to “review and strengthen the existing planning enforcement powers and sanctions available to local planning authorities to ensure they support the new planning system” and “introduce

more powers to address intentional unauthorised development, consider higher fines, and look to ways of supporting more enforcement activity”.

#### 4.9 Delivering Change

- In order to minimise disruption recently approved plans and existing permissions can continue as planned and they have already introduced new permitted development rights making it easier for businesses to change use and for new homes to be built on top of buildings as well as demolition and rebuild without the need for planning permission.
- In addition they are also consulting on short term measures to:
  - Change the standard method for assessing local housing need
  - Securing First Homes through S.106
  - Lifting the affordable housing threshold from 11 to 40 or 50 units
  - Extending current Permission in Principle to major developments for housing sites
- They will ensure that investment in new public buildings supports renewal and regeneration of town and city centres and explore how disposal of publicly owned land can support the SME and self-build sectors.
- They will develop a comprehensive resources and skills strategy for the planning sector to support implementation.

### 5. Implications of the proposed changes

- 5.1 The notion of streamlining the local plan process in principle is welcomed but the proposals do not provide the detail to assess whether it will deliver positive outcomes, nor do they adequately explain how such streamlining can take place whilst simultaneously expanding public engagement at this stage and increasing the level of work by Local Planning Authorities to create masterplans and design codes as part of the plan. Removing the duty to co-operate will also remove the ability for infrastructure to be considered across boundary in a strategic way.
- 5.2 It is concerning that beyond the local plan stage community and member engagement does not form a prominent role which seems to run counter to the idea that the system will improve such engagement. Local planning Authorities should be empowered and adequately resourced to act as master developers ensuring local plans deliver real change but the extension of Permitted Development rights recently introduced and other measures will firmly erode this role. Recent changes to Permitted Development rights have prevented councils from being able to protect local residents against poor housing standards and poor quality places so it is disappointing to see such rights extended further. In addition the short term plan to increase the affordable housing threshold from 11 to 40 or even 50 will mean that there will be a significant drop in the number of affordable houses secured in Lincoln as many of our housing sites are below this number.
- 5.3 Whilst having a single charge instead of S.106 and CIL is a good idea in theory the suggested mechanism (setting a minimum threshold below which it won't be charged) could see lower value areas where viability is often an issue such as Lincoln securing very little if any funding. This will be a problem for all forms of necessary infrastructure but in particular will severely hinder our ability to deliver affordable housing. Local Authority borrowing against projected receipts is high risk

as the sum collected for one scheme rarely pays for a whole piece of infrastructure, so it would require a financial leap of faith based on a series of assumptions and could lead to significant debt. There is also no mention of how non-financial requirements would be secured as they are currently under S.106 such as the developer providing a school or other community facility in kind.

- 5.4 It is disappointing that with the exception of seeking to introduce a Biodiversity Net Gain as part of development the proposals do not go far enough to meet ambitious targets to reduce carbon emissions and affect climate change.
- 5.5 As councils would be forced to take account of every conceivable eventuality over a 10-year period while developing the new local plans and legally-binding long-term zoning allocations likely to lead to an increase in legal claims from landowners and developers who might see sites zoned unfavourably or undesirably– there is certainly scope within the proposals that rather than simplifying and accelerating the planning process, the White Paper may inadvertently create logjams where currently there are none.
- 5.6 Whilst additional engagement with residents at local plan stage is welcomed it will be very difficult to secure any form of consensus regarding good design as part of any design code work. The paper suggests looking at what is popular and what the area currently has as queues to influence the codes but in many instances neither of these things will lead to good quality design as popularity cannot be relied upon when the country is suffering a housing shortage, nor should reference be taken from many established areas in design terms if those areas are poor quality. It also fails to explain who arbitrates and has the final say on design. In addition using such a formulaic method will hamper innovation, variety and exemplars which are all needed to create high quality places.
- 5.7 Due to the position of our current local plan and the suggested transition arrangements Central Lincolnshire would be in the position where the current local plan review would run its course with implementation in early 2022, and almost immediately after that the new local plan creation would need to commence.
- 5.8 Setting the determination targets of 8 and 13 weeks as hard deadlines and reducing the ability of authorities to use extensions of time will result in more applications being refused as in almost every case the extensions are required to allow for further information from the applicants to be submitted and not because the LPA simply wants more time. As the proposal also includes an automatic fee rebate if refusals are then overturned at appeal this could also significantly increase the financial exposure to the council.
- 5.9 The paper fails to acknowledge the considerable time, expertise and resource required for LPAs to effectively masterplan sites at Local Plan stage and relying on a proportion of the Infrastructure Levy to cover such costs as suggested is unlikely to cover this cost. As submissions will not be allowed to exceed 50 pages to cover all aspects this will need to be front loaded by the LPA at significant cost and time. Archaeology, contaminated land, flood risk assessments, biodiversity statements etc. will all need to be carried out at this stage before sites can be allocated.
- 5.10 Allowing qualified professionals the scope to carry out works to listed buildings is risky as work that is found to be inappropriate or not complying with the rules cannot

simply be undone, any features damaged or removed would be lost forever. It is also impossible to create a set of rules for this as every building is different and the value of certain features differs also. Unscrupulous individuals could employ such professionals to achieve the outcome they desire.

- 5.11 There is no detail as to how the new enforcement powers would work in practice. The White Paper is silent on the use of expediency if the rules have been broken, and on whose interpretation of the rules count. Equally it does not explain how the LPA determines whether any breaches have been intentional.

## **6. Next stages**

- 6.1 The consultation is open until October 29 2020. Subject to the outcome of the consultation, the government “will seek to bring forward legislation and policy changes” to implement its reforms acknowledging “we have not comprehensively covered every aspect of the system, and the detail of the proposals will need further development pending the outcome of this consultation”.  
The proposals will require primary legislation followed by secondary legislation and an updating of the National Planning Policy Framework.

- 6.2 At the time of drafting this report none of the key organisations within the sector have issued their formal response to the White Paper but the Assistant Director – Planning has been part of a number of webinar discussions attended by LGA, DCN,CCN, POS, MHCLG and a range of Council representatives from across the country where many of these concerns have been echoed. Likewise members of the Central Lincolnshire Joint Strategic Planning Committee have endorsed an officer report highlighting the same planning policy concerns of the White Paper and whilst as a Planning Policy body they will be submitting a formal response to the consultation it has also been agreed that each district will also submit their own response.

- 6.3 Appended to this report is the list of questions posed within the White Paper and the response to each question as suggested by officers.

## **7. Organisational impacts**

### **7.1 Finance**

The potential financial implications for the authority are primarily impact on receipts and in-kind provision of infrastructure through section 106 and CIL if the White Paper becomes national policy. There are however no financial implications in making the response to this consultation.

### **7.2**

Legal implications including procurement rules

There are no legal or procurement issues to consider

## **8. Recommendation**

- 8.1 Members are asked to endorse the conclusions of the report and the suggested response to each question, and to recommend such to the Council’s Executive.

**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?**

1

**List of Background Papers:**

None

**Lead Officer:**

Kieron Manning (Assistant Director - Planning)  
Telephone (01522) 873551



1. What three words do you associate most with the planning system in England?

**Managing sustainable development**

2. Do you get involved with planning decisions in your local area?

**Yes – as the Local Planning Authority we are at the heart of the planning process**

3. Our proposals will make it much easier to access plans and contribute your views to planning decisions. How would you like to find out about plans and planning proposals in the future?

**Improved online access in a simpler format is welcome, however as an LPA we have serious concerns over how this data can be made machine readable in a nationally standardised format, and how this will be funded**

4. What are your top three priorities for planning in your local area?

**As an LPA all of the above issues are priority areas for us as ensuring balance between all of these requirements is essentially what the planning system is for. Undue focus on one particular area or issue can result in unintended and negative consequences**

5. Do you agree that Local Plans should be simplified in line with our proposals?

**The principle of speeding up the plan preparation process is supported, but there is concern as to how the expectations for developing a robust evidence base and the meaningful engagement with communities, particularly with the heightened importance of getting design and detailed matters determined for areas and sites being identified for Growth or Renewal. The additional emphasis on design codes and implication of consent for certain allocations means that more detailed work will be required as part of the local plan process which will take more time and cost more money to achieve. The White Paper does not adequately explain at what scale such codes and allocations should apply and how LPAs are meant to resource this costly work that is usually dealt with by planning consultancies working on behalf of an applicant and using a range of specialist consultants (Highway specialists, archaeologists, flood risk experts, ecologists, urban designers etc.) the majority of whom are not part of LPA teams partly due to the continual reduction to Local Authority resources in recent memory, and partly because this has rightly always been the responsibility of applicants and not a cost to the tax payer.**

6. Do you agree with our proposals for streamlining the development management content of Local Plans, and setting out general development management policies nationally?

**The standardisation of such generic policies is generally supported, but it is essential that they have adequate coverage for the entire country and that it provides enough flexibility for LPAs to take a local approach to locations where a different approach is needed, with green wedges or Areas of Landscape Value for example in the Central Lincolnshire context, with a strong likelihood of success at examination. Caution is also needed to ensure that the Government does not subsequently amend these generic policies changing the protection that they offer as this could undermine location-specific policies and could leave areas without adequate protection.**

- 7(a). Do you agree with our proposals to replace existing legal and policy tests for Local Plans with a consolidated test of “sustainable development”, which would include consideration of environmental impact?

**In principle, the idea of streamlining Local Plan procedures including tests of soundness and Sustainability Appraisal are welcomed. However the importance and thoroughness in particular of SA must not be effectively ‘watered down’ through any streamlining as SA sits at the heart of good decision and plan making.**

- 7(b). How could strategic, cross-boundary issues be best planned for in the absence of a formal Duty to Cooperate?

**It is difficult to see a method for achieving this in the absence of a duty to co-operate**

- 8(a). Do you agree that a standard method for establishing housing requirements (that takes into account constraints) should be introduced?

**The principle of setting housing requirements nationally is supported as it will remove the lengthy and time consuming debate locally, but there has to be a reality check on the outcomes of this otherwise the national targets will not be achieved.**

- 8(b). Do you agree that affordability and the extent of existing urban areas are appropriate indicators of the quantity of development to be accommodated?

**Yes-the principle of taking into account local affordability and the size of existing urban areas is a sensible one. However in areas where joint plans are produced this needs to be carefully considered to ensure sufficient**

**levels of sustainable development take place to support communities and to support growth and regeneration especially in areas of deprivation.**

9(a). Do you agree that there should be automatic outline permission for areas for substantial development (Growth areas) with faster routes for detailed consent?

**In theory this is a good idea but there is serious concern that there is an absence of understanding around the amount, complexity and cost of work required at the local plan stage to accommodate this goal as many technical constraints could prevent allocation even in principle. This process will also take more time which runs counter to the other clear goal of speeding up the process**

9(b). Do you agree with our proposals above for the consent arrangements for Renewal and Protected areas?

**See response to 9a as this is also largely the case for Renewal allocations**

9(c). Do you think there is a case for allowing new settlements to be brought forward under the Nationally Significant Infrastructure Projects regime?

**Possibly, although large sites and whole new settlements by their very nature are complex developments to bring forward and therefore require significant lead-in time and careful infrastructure planning to be delivered alongside.**

10. Do you agree with our proposals to make decision-making faster and more certain?

**No. Applications are already dealt with as quickly as Local Authority resources allow and the use of extensions of time are invariably at the request of the applicants and so they are happy to follow this route. By eliminating Extensions of time it will result in more applications being refused and/or due to the proposed sanctions around refunds at appeal could see poor development approved due to the consequent financial risk to the authority. By delegating decision making down to planning officers it also runs a risk of lack of consistency in decision making. Planning is a complex process and cannot be over-simplified to attempt to increase certainty in the same way that the law is complex and needs detailed bespoke interpretation, nuanced decisions and therefore also cannot be over-simplified to increase certainty.**

11. Do you agree with our proposals for accessible, web-based Local Plans?

**In theory yes although there is no detail in terms of how this will work, how long it takes, will it be retrospective and how is it funded? LPA's will need**

**to be provided with substantial additional resources including staff, IT support, training and IT equipment in order for this to be delivered successfully.**

12. Do you agree with our proposals for a 30 month statutory timescale for the production of Local Plans?

**No. Whilst the ambition of shortening the process as far as is practicable is welcomed, the required work to enable allocations to effectively benefit from outline permission, the creation of design codes etc. is likely to take longer than the current process unless significant resourcing is given to each authority.**

13(a). Do you agree that Neighbourhood Plans should be retained in the reformed planning system?

**Yes**

13(b). How can the neighbourhood planning process be developed to meet our objectives, such as in the use of digital tools and reflecting community preferences about design?

**Similar to the response to Q11, in order for NP's to move towards a more digital basis, significant levels of training, support and IT knowledge will be required especially supporting local groups, Town & Parish Councils undertaking NP's.**

14. Do you agree there should be a stronger emphasis on the build out of developments? And if so, what further measures would you support?

**Yes, although the evidence is clear that across the country planning authorities have already and continue to play their part by issuing timely planning permissions so there is little more that can be done to ensure delivery. Instead of seeking to impose sanctions on a sector that already delivers, measures that apply to land agents and major house builders should be implemented if we are to see increased delivery. Measures such as charging council tax per property if not constructed after a prescribed period beyond the consent and based on standardised delivery rates for the area should seriously be considered as they are more likely to be effective**

15. What do you think about the design of new development that has happened recently in your area?

**At Lincoln we pride ourselves on achieving the best design outcome possible for each site, taking into account all planning constraints. Design**

**however is subjective so it is not possible to achieve collective unity of opinion on the built environment. It is important that we consider context, separate taste preferences from good design and use both creativity and pragmatism in securing a solution**

16. Sustainability is at the heart of our proposals. What is your priority for sustainability in your area?

[Less reliance on cars / More green and open spaces / Energy efficiency of new buildings / More trees - **all of the above as we cannot achieve sustainable growth without each area**

17. Do you agree with our proposals for improving the production and use of design guides and codes?

**No. Whilst the use of design codes in certain limited circumstances – such as part of urban extension planning can be a useful tool, considering the built environment in this way is far too simplistic. Codes won't work for huge parts of the country. Areas which are rightly characterised by their significant variety in terms of design, materials, streetscape would be impossible to deal with in this manner. It also creates undue uniformity and lack of variety as well as stifling innovative and clever bespoke design solutions. The answer is to upskill planning authorities specifically in relation to urban design and then increase the weight given to design in decision making within the policy framework nationally and locally. In addition as design is subjective it will be impossible to secure a consensus with the local community and whilst increased input should be welcomed at local plan stage we express a note of caution about allowing the local community to direct the design approach of an area – particularly when as suggested we use local popularity as any form of measure. In the context of a national housing crisis where demand is far outstripping supply how can 'what is popular locally' be relied upon as a measure of design quality that should be replicated? Furthermore who arbitrates on a solution where the community either disagree with each other or disagree with the trained, experienced professionals**

18. Do you agree that we should establish a new body to support design coding and building better places, and that each authority should have a chief officer for design and place-making?

**Yes. Having a Chief Officer responsible for design and place-making is a positive step and a new body to support this approach is also welcomed. However, the focus should be about upskilling local authorities to secure good design on a site by site basis as opposed to guidance on creating design codes**

19. Do you agree with our proposal to consider how design might be given greater emphasis in the strategic objectives for Homes England?

**Yes**

20. Do you agree with our proposals for implementing a fast-track for beauty?

**No. Good design should be an absolute pre-requisite on all sites and focus should be about equipping local authorities to confidently refuse poor or even mediocre design every time. The legislation needs to be couched to support 'is it good enough to approve' instead of 'is it bad enough to refuse'.**

21. When new development happens in your area, what is your priority for what comes with it?

[More affordable housing / More or better infrastructure (such as transport, schools, health provision) / Design of new buildings / More shops and/or employment space / Green space / Don't know / Other – please specify]

**Planning is about delivering all of the above in a balanced way. Focusing on one area to the detriment of others will result in a poor place**

22(a). Should the government replace the Community Infrastructure Levy and Section 106 planning obligations with a new consolidated Infrastructure Levy, which is charged as a fixed proportion of development value above a set threshold?

**Whilst having a single tariff is a sensible approach in theory the idea falls apart for huge parts of the country which will be caught in the consequent viability gap. In these locations there may be little if any infrastructure levy secured and so the ability to secure any infrastructure would be lost. Furthermore there is no mention as to how non-financial contributions would be secured as they are currently under S.106**

22(b). Should the Infrastructure Levy rates be set nationally at a single rate, set nationally at an area-specific rate, or set locally?

**Locally**

22(c). Should the Infrastructure Levy aim to capture the same amount of value overall, or more value, to support greater investment in infrastructure, affordable housing and local communities?

**If authorities have a sound local plan then it shouldn't be possible to secure more, nor less than the current system as this has been calculated locally as part of the local plan process and based on localised evidence**

22(d). Should we allow local authorities to borrow against the Infrastructure Levy, to support infrastructure delivery in their area?

**There is no objection to allowing this flexibility but we would object if this became an expectation or even requirement due to the significant risks around pay back as it is based on presumed delivery. This again is more of an issue in areas of lower slower growth and/or areas with marginal viability**

23. Do you agree that the scope of the reformed Infrastructure Levy should capture changes of use through permitted development rights?

**Yes but unsure how this would be achieved in practice**

24(a). Do you agree that we should aim to secure at least the same amount of affordable housing under the Infrastructure Levy, and as much on-site affordable provision, as at present?

**Yes**

24(b). Should affordable housing be secured as in-kind payment towards the Infrastructure Levy, or as a 'right to purchase' at discounted rates for local authorities?

**Either. However, in the context of a place like Lincoln this is largely academic because by attempting to secure affordable housing through an Infrastructure levy that is set at a threshold that allows for viability of the most challenging sites will mean that very little affordable housing is delivered at all**

24(c). If an in-kind delivery approach is taken, should we mitigate against local authority overpayment risk?

**Yes. See response to 24(b)**

24(d). If an in-kind delivery approach is taken, are there additional steps that would need to be taken to support affordable housing quality?

**No. If the system is to work as suggested then the quality of the affordable units should be assured in the same way as the market houses**



25. Should local authorities have fewer restrictions over how they spend the Infrastructure Levy?

**Given that this is the proposed method for securing all infrastructure requirements associated with new development, the more flexibility given to Local Authorities the better**

25(a). If yes, should an affordable housing 'ring-fence' be developed?

**This would be a good method for prioritising affordable housing delivery but given the concerns expressed under 24b this is then likely to be to the detriment of all other necessary infrastructure**

26. Do you have any views on the potential impact of the proposals raised in this consultation on people with protected characteristics as defined in section 149 of the Equality Act 2010?

**The principle of wider and greater engagement by local communities from diverse backgrounds in the planning system is inherently a 'good' thing. The reality of delivering it is entirely different. Arguably the Town & Country planning system is already the most publicly consulted process delivered by Local Authorities. The general public mainly get involved in planning when it directly effects them e.g. a development taking place where they live as opposed to commenting on a Local Plan which appears somewhat more abstract and remote to them. This consultation is light on the detail on the practicalities and realities around greater and more meaningful public engagement from more marginalised sections of the community at the local plan stage, and why it is deemed to be positive to significantly curtail this engagement at the Development Management**



**SUBJECT: DRAFT HOUSING STRATEGY 2020-25**

**DIRECTORATE: HOUSING AND INVESTMENT**

**REPORT AUTHOR: MELANIE HOLLAND - HOUSING STRATEGY AND INVESTMENT MANAGER**

**KATE BELL - HOUSING STRATEGY OFFICER**

## **1. Purpose of Report**

- 1.1 To seek the Committee's views on the draft Housing Strategy 2020-25 (at Annex 1) prior to it being subject to external consultation.

## **2. Background**

- 2.1 A local authority strategy is an overarching cross-tenure document which identifies local housing needs and sets out how these needs will be met. Housing need is used in its broadest sense, it is not just the need for new affordable housing, but for all things housing including: growth; regeneration; and neighbourhood renewal, to ensure that a local authority has a balanced and sustainable housing market that meets the needs of its residents.
- 2.2 Member briefings took place on 3 and 4 July 2019 which sought to provide an update on the emerging housing needs evidence, Lincoln's current housing market, housing stock condition and the opportunities for delivering new homes. In order to ensure all Members had the opportunity to attend, both workshops followed the same agenda. In total, 28 Members attended both workshops. A key outcome of the briefings was the need to provide further information on demand and need for affordable housing.
- 2.3 A follow up Members' workshop took place on 8 January 2020 where officers discussed the following themes in more detail to understand Housing Strategy priorities over the next five years:
- Maximising the supply of affordable housing;
  - Maximising our existing housing assets;
  - Estate improvement and resident involvement;
  - Allocating council housing to those in greatest need; and
  - Enabling sustainable tenancies.
- 2.4 The feedback from this workshop has shaped the content of the draft Housing Strategy, which also considers empirical information, the existing local policy context, the emerging response to Covid 19 and the current recession.

## **3. Draft Housing Strategy 2020-25**

- 3.1 To complement Vision 2025, Let's deliver quality housing, the objectives of the Housing Strategy for 2020-25 are:
- Providing housing which meets the varied needs of our residents;
  - Building Sustainable Communities; and
  - Improving Housing standards for all.

#### **4. The implications of Covid-19 on the housing market and the role of the Housing Strategy to aid economic recovery**

- 4.1 Given the impact of Covid 19 upon peoples' lives and the economy, including homelessness and unemployment, the role of the housing strategy is extremely important. Housing is more than just bricks and mortar; housing renewal and the delivery of the right housing in the right place, not only creates sustainable communities, but also supports the economic recovery.
- 4.2 Over the five-year period covered by the Housing Strategy, housing need across all tenures is likely to change, especially in light of changes to householders' economic circumstances as a result of Covid-19 pandemic and the recession. Furthermore, the current planning reform proposals may impact on the delivery of the Strategy's priorities. It is therefore vital to regularly monitor the evidence on which the Housing Strategy is premised and produce an annual review, with revised and new priorities, which takes account of changing need and the revised policy agenda.

#### **5. Strategic Priorities**

##### **5.1 Let's drive economic growth**

Housing is a key component of economic growth – the right housing attracts people to an area and housing development and regeneration supports the economy. The draft Housing Strategy recognises the importance of housing growth, city centre living, facilitating new build housing on Council land and housing renewal and regeneration to ensure sustainable communities .

##### **5.2 Let's reduce inequality**

The draft Housing Strategy has an underlying imperative to ensure all the City's residents have the opportunity to access housing which meets their needs, thus supporting equality of opportunity and seeking to tackle deprivation as residents have affordable, safe and suitable accommodation.

##### **5.3 Let's deliver quality housing**

The draft Housing Strategy is based on this priority.

##### **5.4 Let's enhance our remarkable place**

Urban regeneration to ensure our city centre remains vibrant and facilitating sustainable communities where people feel safe and want to live are key elements of the draft Housing Strategy.

## **6. Organisational Impacts**

### **6.1 Finance**

The consultation draft Housing Strategy has no direct financial implications. Subject to the strategy being approved, each development will be subject to a full options appraisal and individual Executive approval prior to funds being committed.

### **6.2 Legal Implications including Procurement Rules**

There are no legal or procurement implications of the consultation draft Housing Strategy as it is an overarching strategic document, for which it is considered best practice to consult upon with a range of stakeholders including housing associations, developers and neighbouring local authorities.

### **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 Equality Impact Assessment is attached at Annex 2.

### **6.4 Significant Community Impact**

The draft Housing Strategy sets out the Council's overarching vision for housing for the City of Lincoln.

## **7. Risk Implications**

### **7.1 (i) Options Explored**

- 1) To progress a new housing strategy which reflects the local policy context and considers the current and emerging housing needs.
- 2) To produce a revised housing strategy in April 2021, when the current strategy is no longer in place.

### **7.2 (ii) Key risks associated with the preferred approach**

The preferred approach, option 1, seeks to mitigate the risks associated with option 2.

## **8. Recommendation**

### **8.1** The Committee is asked for its comments on the draft Housing Strategy 2020-25 prior to the document being subject to external consultation.

**How many appendices does the report contain?**

Two

**List of Background Papers:**

None

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# Housing Strategy 2020-25

## Consultation Draft



Let's deliver  
quality  
housing



CITY OF  
*Lincoln*  
COUNCIL

Together, let's deliver  
Lincoln's ambitious future



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## Foreword

A quality affordable home in which people can feel safe and thrive is a fundamental element in creating a sustainable community and enhancing society as whole. Our Housing Strategy sets out how we will work together with our partners across the public, private and voluntary sectors to meet housing demand and improve standards across all tenures in the city.

Whilst the strategy is for the period 2020-25, at present we do not yet fully understand the long-term effects of the current pandemic. Therefore, we can now only begin to recognise the emerging implications on the City's housing market and the wider economy. For example, as some people's work patterns shift to more flexible and home working, they may seek alternative larger housing, whereas, the recession is likely to lead to greater demand for affordable housing. It is essential for us to understand the ongoing impacts of Covid 19 in terms of central government policy and the local economy on Lincoln's housing market.

Over the five-year period covered by the Housing Strategy, housing need across all tenures is likely to change, especially in light of changes to householders' economic circumstances as a result of Covid-19 pandemic and the recession. In addition, the current planning reform proposals may impact on the delivery of the Strategy's priorities. We will regularly monitor the evidence on which the Housing Strategy is based and produce an annual review, with revised and new priorities, which takes account of changing need and the revised policy agenda.

We recognise that there are often competing interests in facilitating the delivery of much needed housing for all our residents. The challenge of limiting the impact of new development on the environment is particularly important, especially in the light of the Council declaring a climate and environmental emergency. We understand that communities wish to see their physical environments protected and the challenge this presents in supporting new development.

We also recognise that in order to achieve economic growth, we need to facilitate the right homes to support growth and business development. It is also important to us that residents that require a special type of home with specific support are helped in equal measure. We are hugely ambitious and positive about the future and growth of housing in Lincoln and look forward to delivering this strategy.

**Cllr Donald Nannestad**

**Deputy Leader and Portfolio Holder for Quality Housing**



## Executive summary

Lincoln is a growing and forward-looking city built on historic foundations and is the economic driver for the Lincolnshire area. With a population of just under 100,000, the cathedral City is a tourist destination and university town but also contains concentrations of deprivation.

Lincoln has a relatively high proportion of local authority and private rented accommodation, with below average levels of owner occupation. There is a need for additional housing across all tenures and for housing renewal in areas of deprivation.

The housing strategy seeks to deliver quality housing through three objectives:

### ***Providing housing which meets the varied needs of our residents***

The Council seeks to make best use of social housing stock through the implementation of a new allocations policy and the introduction of a nominations agreement. A Trusted Landlord Accreditation Scheme aims to improve standards in the private rented sector. The Council is delivering affordable and specialist housing to meet evidence need through planning policy, direct delivery and enabling.

### ***Building sustainable communities***

This is fundamental to delivering a housing strategy to meet the needs of the City. The City has ambitious plans for growth and is producing a Town Investment Plan. In addition to sustainable growth extensions, housing renewal and regeneration is planned for an area of the city centre which suffers from high levels of deprivation. The Council also seeks to balance the housing market through using planning policy and bringing empty homes into use.

### ***Improving housing standards for all***

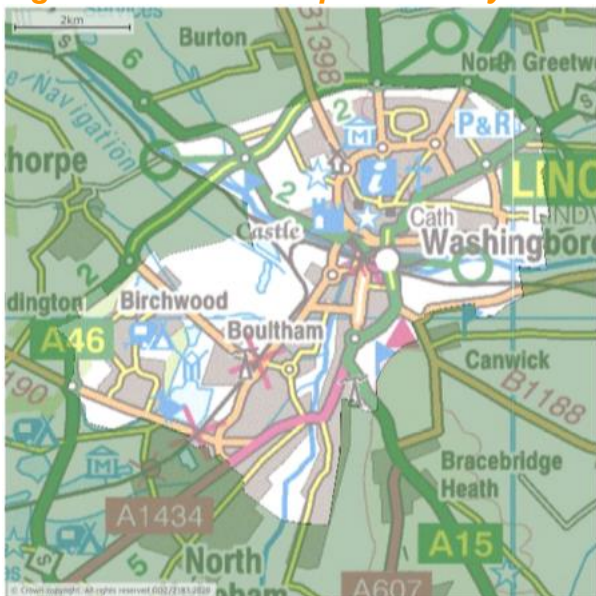
The housing strategy seeks to improve housing standards across the City through the provision of aids and adaptations to promote independent living and energy efficiency measures to reduce fuel poverty and carbon emissions. With respect to council owned stock, the Council is to produce a revised HRA Business Plan, incorporating an asset management strategy. This will ensure that unsustainable and low demand housing, which does not meet modern standards and aspirations, is remodelled or redeveloped.



## Introduction: The City of Lincoln and its housing needs

- 1.1 Lincoln is a growing and forward-looking city built on historic foundations and is the economic driver for Lincolnshire.
- 1.2 As a district council the City of Lincoln Council is both the Local Housing Authority and the Local Planning Authority, with Lincolnshire County Council having responsibility for social services and transport within the city.

**Figure 1: ONS map of the City**



Source: NOMIS

- 1.3 It is estimated that the population of the City of Lincoln is 99,000<sup>1</sup>. The Ministry of Housing, Communities and Local Government statistics confirm that there are 44,140 dwellings in Lincoln, suggesting the average household size is around 2.2 persons.
- 1.4 Approximately 68% of the City's population are aged 16 to 64 years; this compares to 63% of the national population<sup>2</sup>; the reason for Lincoln's

high level of working age population being due to the impact of the student population. This is an important driver of housing growth, hence the need to facilitate a range of housing to meet the needs of a more youthful demographic, for example, mixed tenure city centre living.

- 1.5 The 2019 Index of Multiple Deprivation (IMD) found that ten of Lincoln's 57 Lower Super Output Areas (LSOA) were in the 10% most deprived of the country. The main reason for deprivation being due to barriers to income, education, employment and health<sup>3</sup>.
- 1.6 The main concentration of deprivation is in the Park Ward – this being the Sincil Bank residential area of the City, which is mixed tenure. Other Wards, including Birchwood, Moorland, Castle and Glebe also contain LSOAs with deprivation levels in the worst 10% of the country.

**Figure 2: Ward map of Lincoln**



<sup>1</sup> ONS 2018 Population estimate  
<sup>2</sup> ONS 2018 Population estimate

<sup>3</sup> MHCLG

**1.7** In 2019 the average full-time wage for people living in Lincoln was just below £27,000; this compares to the Greater Lincolnshire average of just over £27,500 and the national average of around £30,500<sup>4</sup>. Given that Lincoln is the economic hub of the area, this could suggest that people living in City tend to be employed in less well-paid jobs, with the people undertaking the higher paid jobs living outside the City's boundary.

**1.8** At 0.93, compared to the Greater Lincolnshire and national figures of 0.79 and 0.86 respectively, the City has a high jobs density<sup>5</sup>. Yet, paradoxically, the percentage of people claiming out of work benefits (the claimant count) is above the Greater Lincolnshire and national averages (6.8% as compared to 6.1% and 6.6% respectively)<sup>6</sup>. This suggests that either there is a need to upskill some residents to enable them to gain employment in the job market or instead some jobs may be economically unviable, so result in households remaining in the benefit trap.

**1.9** The Central Lincolnshire Local Plan (CLLP), published in 2017, covers the City of Lincoln, West Lindsey and North Kesteven District Councils (Figure 3). Since 2012, on average 1,024 new homes have been delivered per annum in this Local Plan area.<sup>7</sup>

**1.10** However, as shown in Figure 4, since 2015 the City of Lincoln has had a very limited increase of housing delivery.

**Figure 3: Local Plan area**



**Figure 4: Net housing numbers in the City of Lincoln 2015-19**

Date	Total housing stock	Net increase per year
April 2015	43,620	130
April 2016	43,750	130
April 2017	43,880	130
April 2018	44,140	260
April 2019	44,509	369

Source: MHCLG

**1.11** There are an estimated 425 long-term empty homes at any one time in the City, representing 1% of Lincoln's housing stock. Although, as compared to other urban conurbations this is comparatively low, it is important to recognise that many empty homes are a wasted resource, especially when there is high demand for housing.

<sup>4</sup> ONS annual survey of hours and earnings

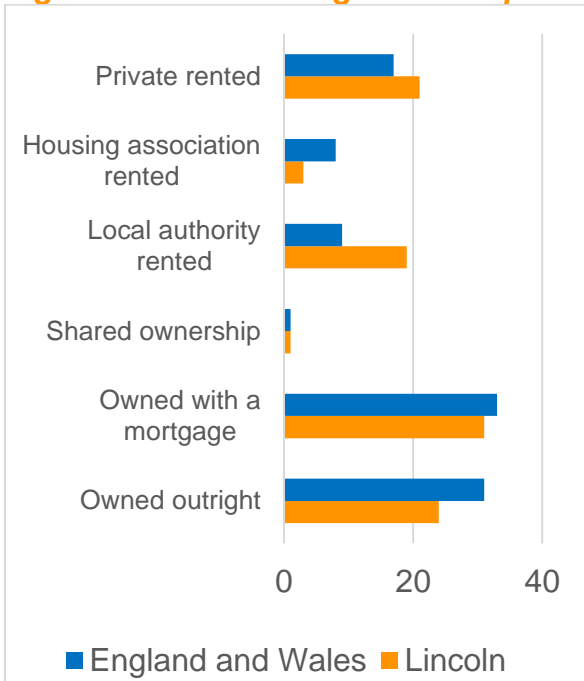
<sup>5</sup> ONS jobs density

<sup>6</sup> ONS Claimant count by sex and age (August 2020 – not seasonally adjusted)

<sup>7</sup> Central Lincolnshire 5-year Land Supply Report 2019

**1.12** With respect to housing tenure, as shown in Figure 5, the 2011 census shows that Lincoln has a lower proportion of owner occupiers, but higher proportions of those in social and private renting as compared with England and Wales.

**Figure 5: Percentage tenure split**



Source: 2011 census

**1.13** A key reason for the comparatively high level of private renting is due to the City's student population (17,225)<sup>8</sup> and the number of Houses in Multiple Occupation (HMOs) – currently estimated to be 900. Reasons for the below national levels of home ownership include the level of unemployment, income levels and the City's demographics.

**1.14** With respect to affordable housing, Lincoln has just over 7,800 local authority and around 1,500<sup>9</sup> housing association dwellings for rent, the latter provided by 15 housing associations. This includes just over

1,100 general needs dwellings, almost 200 sheltered dwellings for older persons and just over 350 units (flats and bed-spaces of supported accommodation, including hostel bed-spaces). In addition, housing associations provide around 300 homes for shared ownership. Stock breakdowns are set out in Figures 6 and 7 below.

**Figure 6: Local authority housing stock (general needs and older persons)**

	Bedrooms					Totals
	0	1	2	3	4+	
<b>Bedsit</b>	104					<b>104</b>
<b>Bungalow</b>		341	179	62		<b>582</b>
<b>Flat</b>		2663	621	18		<b>3302</b>
<b>House</b>		15	1735	1665	146	<b>3561</b>
<b>Maisonette</b>			249	16		<b>265</b>
<b>Totals</b>	<b>104</b>	<b>3019</b>	<b>2784</b>	<b>1761</b>	<b>146</b>	<b>7814</b>

**1.15** As can be seen from Figure 6, 35% of local authority housing stock comprise bedsits and flats; 46% houses; and only 7% bungalows. This is mainly due to previous funding opportunities and the impact of the Right to Buy (50 to 60 dwellings are sold per year).

**Figure 7: Housing association general needs housing stock**

	Bedrooms					Totals
	0	1	2	3	4	
<b>Bedsit</b>	28					<b>28</b>
<b>Bungalow</b>		40	28	6		<b>74</b>
<b>Flat</b>		290	140			<b>430</b>
<b>House</b>		31	311	223	10	<b>575</b>
<b>Maisonette</b>		1				<b>1</b>
<b>Totals</b>	<b>28</b>	<b>362</b>	<b>479</b>	<b>229</b>	<b>10</b>	<b>1108</b>

**1.16** In 2018 11% of households in Lincoln were in fuel poverty, this has reduced from 11.6% in 2014 and 19.3% in 2011.<sup>10</sup> The majority of fuel poor households are in the private sector. As is the case in other urban areas, a key reason for fuel poverty is people on low

<sup>8</sup> Lincoln City Profile 2018/19

<sup>9</sup> Based on data from Housing Associations

<sup>10</sup> Sub-regional fuel poverty data: low income high costs indicator (2018 data).



incomes living in pre-1919 accommodation.

**1.17** Private sector housing stock condition modelling was undertaken in 2017. This modelling estimated that 15% of stock had category 1 housing health and safety hazards under the Housing Health and Safety Rating System (HHSRS). The highest concentration of which were located in wards of Park, Carholme and Abbey.

**1.18** In terms of energy efficiency, it was estimated that almost 1,200 dwellings in the private sector, including over 600 private rented dwellings had an EPC rating below band E.

**1.19** Local authority and housing association stock is required to meet the Decent Homes Standard. At March 2020 0.5% of local authority housing failed meet the Decent Homes Standard, although work programmes were in place to rectify this.

**1.20** In June 2020 the average sale price for a residential property in Lincoln was £161,040, up 3.9% on the previous year, as compared to £237,834 in the UK, an increase of 3.4% on the previous year.<sup>11</sup> This increase in house prices highlights that demand for residential property in the City remains high.

**1.21** In 2019 the ratio of median house price to median gross annual workplace-based earnings was 5.79 (as compared to 7.83 for England) and the ratio of lower quartile house price to lower quartile gross annual workplace-based earning was 6.3 (as compared to 7.27 for England)<sup>12</sup>.

This suggests that there is insufficient housing stock available for sale at the lower end of the housing market, leading to these house prices being artificially inflated.

**1.22** Often people understand homelessness as when individuals or families are rough sleeping or roofless. The definition of homeless is far wider than this and also considers whether the Council owes a household a statutory duty, with the main or full duty being for the Council to ensure the household has suitable accommodation.

**1.23** When comparing the incidence of homelessness in Lincoln to England as a whole it is clear that on a household basis, Lincoln has above average numbers of applications for assistance. This is likely to relate to Lincoln being the city for wider Lincolnshire. Figure 8 shows data for the third quarter of 2019-20.

**Figure 8: Homelessness applications**

	Number of households	Variance from England average
Total households assessed under Housing Act 1996	162	+51%
Threatened with homelessness - prevention duty owed	58	+22%
Homeless - relief duty owed	102	+105%
Single person owed relief duty	32	+119%
Single parent with dependent children	22	

Source: MHCLG and ONS

**1.24** This proportionally high number of applications under the Housing Act not only results in high levels of investigatory work, but the need to often place households in temporary

<sup>11</sup> Land Registry UK House price index.

<sup>12</sup> ONS 2020

accommodation whilst this is undertaken.

**1.25** With respect to rough sleepers, 2018 count estimated that the City had 26 rough sleepers on any one night. This equates to 6.3 per 10,000 households and is a variance of +215% from the England figure of 2.0 per 10,000 households. The 2019 estimate for Lincoln increased to 27 rough sleepers.<sup>13</sup>

**1.26** The Lincolnshire Rough Sleeping Strategy 2019-2021 identifies the reasons for the high numbers of rough sleeper due to: changes in welfare and housing benefits; the reduction of health services and supported housing; and the large hospital and prison both releasing people without suitable accommodation. In addition, the provision of services in Lincoln acts as a magnet for many people from out of the area.

**1.27** In response to the Covid19 pandemic the Government introduced changes to homelessness legislation which widened the definition of priority need based on a person's vulnerability. This resulted in a number of rough sleepers being eligible for emergency accommodation. As a result, the Council was able to provide rough sleepers with emergency accommodation. At August 2020 the number of rough sleepers in Lincoln was 16, however, it is likely that these are people who were not previously rough sleeping in the City.

**1.28** The Council is anticipating that there is a high risk that all forms of

homelessness, including rough sleeping, will increase due to the recession. Therefore, it is essential the Council continues to both prevent and tackle all forms of homelessness.

**1.29** The Council's 2019 housing needs survey provides a wealth of information at a City level. It estimated that:

- 2,500 homeowners find it difficult to maintain their home;
- 700 households find their mortgage payments too expensive;
- a third of households who are privately renting find their rent too expensive;
- 9,200 households find the cost of their utility bills to be a problem, with the private rented sector containing a disproportionate amount of these households;
- 3,500 households contain people who have difficulty with stairs or a lift, with a disproportionate number (1,300) living in local authority housing;
- 13,000 people have support needs due to having a medical condition, a physical, sensory or learning disability, or being frail elderly;
- 10,300 existing households plan to move in the next five years, this includes approximately 3,700 households who are privately renting, 2,400 households who own their home outright, 2,800 households who have a mortgage and 1,000 households in local authority housing;

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<sup>13</sup> Lincolnshire Rough Sleeping Strategy 2019-2021

- 4,500 concealed households plan to move in the next five years;
- 9,000 existing and concealed households planning to move in the next five years intend to remain living in the City of Lincoln;
- 3,600 households planning to move intend to purchase a property, 1,600 wish to rent from the Council and 500 intend to rent in the private sector;
- 900 households who are currently private renting intend to buy with a mortgage and almost 700 wish to rent from the Council; and
- 600 households who own their homes outright plan to buy a bungalow in the next five years.

**1.30** In terms of cross-tenure housing demand, the housing needs survey indicated that a mix of 65% houses, 25% bungalows and 10% flats is required to meet need. When looking at the demand for affordable rented accommodation the proportion of bungalows increases to around 40%, flats increase to 20% and houses decrease to 40%.

**1.31** In 2019 a review of housing / accommodation need for older people report commissioned by Lincolnshire district authorities found that Lincoln has an over-supply of residential and nursing homes. However, Lincoln has a shortfall of housing designed for older people in both the private and social sectors.<sup>14</sup>

**1.32** As part of the Central Lincolnshire Local Plan review a Gypsy and Traveller Accommodation Assessment (GTAA) was completed in March 2020. Currently Lincoln

has one official local authority owned site with 19 pitches, of which 7 are occupied and 12 pitches are either vacant or are potential pitches.

**1.33** Based on the assessment for future accommodation needs for the permanent Gypsy and Traveller community there are surplus pitches in Lincoln until 2040. However, there is currently no provision for temporary stopping sites for the seasonal travelling community, who need to travel for economic or work purposes. As a result, there have been 18 unauthorised encampments between April 2016 and August 2019 within Lincoln.

**1.34** As part of the review of the Central Lincolnshire Local Plan a Housing Needs Assessment (HNA) has been produced in April 2020. The HNA highlights a sizeable need for two-bedroom properties (28%) and homes with at least four bedrooms (22%) across Central Lincolnshire. Substantially fewer households (7%) would be expected to need only one bedroom, albeit acknowledging that this is influenced by the stock of housing that is currently available. It is estimated that meeting this need could require over two thirds (69%) of new homes to be houses, surpassing the more limited need for bungalows (20%) and flats (11%).<sup>15</sup>

**1.35** The HNA, using the Standard Methodology for calculating affordable housing need, provides a gross affordable housing need in Lincoln of 922 dwellings over a five-year period. The net affordable housing need is then calculated by subtracting the anticipated pipeline of existing and new affordable

<sup>14</sup> Review of accommodation for older people across Lincolnshire report 2019. Housing LIN

<sup>15</sup> Central Lincolnshire Housing Needs Assessment 2020

housing. This net figure (described as a shortfall) is 334 dwellings over a five-year period.

**1.36** When taking into account the cost of renting or purchasing a property against average income the HNA suggests that 49% of newly forming households will not be able to afford to purchase on the open market; and 39% of newly forming households will not be able to afford either to purchase or rent on the open market.

**1.37** The HNA will provide evidence of need to inform housing allocations and other associated Local Plan Policies.

**1.38** The Joint Strategic Needs Assessment (JSNA) for Lincolnshire advises that it is important that the right homes are available, accessible, in the right place, in good condition, warm and are affordable.

**1.39** Lincolnshire County Council is currently establishing the level of housing need for people with learning disabilities and for people with mental ill health, so as to ensure the district authorities (including City of Lincoln Council) can enable suitable supported and specialist housing to meet identified need. This, and other housing needs information, will form part of the Lincolnshire Homes for Independence strategy. The document aims to set out the requirements of vulnerable people whose housing needs are not met by the housing market.

**1.40** Since the launch of the last housing strategy in 2017, the Council has made great progress, including:

- delivering over 200 additional local authority dwellings through new build and acquisition;
- enabling approximately 150 housing association dwellings for rent and shared ownership;
- bringing 137 empty homes back into use;
- starting on site at the 70 unit extra care sheltered housing scheme at De Wint Court and a five general needs houses at Markham House;
- delivering a Rogue Landlord Scheme; and
- continuing to promote and increase membership of the Trusted Landlord Scheme.

**1.41** We need to be proud of our achievements, but not lose sight of our 2025 strategic priority, *let's deliver quality housing.*

**1.42** This strategic priority has five aspirations:

- *Let's provide housing which meets the varied needs of our residents*
- *Let's work together to tackle homelessness in Lincoln*
- *Let's improve housing standards for all*
- *Let's build thriving communities*
- *Let's help people have a sense of belonging*

**1.43** The 2020-25 housing strategy seeks to deliver quality housing through three objectives:

- *Providing housing which meets the varied needs of our residents*

- **Building sustainable communities**
- **Improving housing standards for all**

**1.44** Ensuring people have a sense of belonging and preventing homelessness cut-across these objectives.

**1.45** It is vital that the vision and the objectives are not just words but become reality. This means making best use of available resources and ensuring investment is aligned to delivery these strategic aims.

**1.46** Given the impact of Covid 19 upon peoples' lives and the economy,

including homelessness and unemployment, the role of the housing strategy is extremely important. Housing is more than just bricks and mortar; housing renewal and the delivery of the right housing in the right place not only creates sustainable communities, but also supports the economic recovery.

**1.47** Moving forward the role of housing will change as it will not only be needed to provide in its most basic sense accommodation to meet need, but to stimulate the economy.

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## Objective 1: Providing housing which meets the varied needs of our residents

### Our goals for 2025 are to:

- Make the best use of housing stock through the allocation of local authority housing and nominations to housing associations and promotion of the private rented sector.
- Prevent homelessness, and when people are homeless ensure that through partnership working ensure that we have sufficient suitable accommodation to meet needs
- Maximise the delivery of affordable housing through both direct delivery and enabling, including the remodelling and redevelopment of low demand local authority housing stock.

### What success will look like in five years:

We will have a range of housing options for people in housing need. Through homelessness prevention and intervention work we will reduce the level of homelessness, including rough sleeping. Homeless households will be placed in suitable accommodation to meet needs. We will have increased the level of affordable housing stock, both local authority and housing association, to meet housing need. We will have an ongoing plan of remodelling and redevelopment works to local authority stock to ensure housing meets aspirations and is fit for purpose.

### Where are we now and what we will do to achieve this?

- 2.1** In early 2020 there were almost 1,400 applicants on the Council's housing register for local authority housing. However, a new Allocations Policy is to be introduced which requires that, subject to certain exceptions, applicants have a two-year residency connection to the City of Lincoln. This is to ensure that social housing is offered to those with the highest housing needs, whilst also meeting the needs of local people.
- 2.2** Nomination rights with housing associations are being reviewed and formalised, in order to ensure that a percentage of housing association
- lettings are allocated to applicants on the Council's housing register.
- 2.3** To complement the introduction of a revised allocations policy and the reinvigoration of nominations, the Council is to produce a city-wide Tenancy Strategy which will set out the types and lengths of tenancies offered by the Council and all housing associations operating in the City.
- 2.4** In order to improve the standard of private rented accommodation, housing management and neighbourhood relations, the Council operates a Trusted Landlord Accreditation Scheme. As of March

2020, 36 private landlords and agents were accepted as members or affiliate members of the scheme.

**2.5** Given the comparably high levels of homelessness and rough sleeping found in the City, the Council is to produce a city-wide Homeless Prevention Strategy. An initial action has been the creation of an in-house temporary accommodation scheme, which aims to ensure that bed and breakfast accommodation is only used in emergencies.

**2.6** When considering turnover of local authority housing stock, the 2019 housing needs survey, homelessness statistics and the impact of the Right to Buy, over the next five years there is an indicative need for the Council and its housing association partners to deliver over 300 bungalows (or alternative retirement housing) and around 700 general needs houses.

**2.7** Housing churn and long-term empty local authority dwellings evidence the difficulty in letting bedsit schemes for older people and general needs maisonettes and some flats, notably those in high rise blocks. When comparing projected turnover against housing need, this suggests that over a five-year period due to oversupply there is a need to remodel or redevelop around 600 existing bedsits, flats and maisonettes.

**2.8** In order to meet evidenced housing need the Council uses planning policy, direct delivery and enabling to delivery new affordable and specialist housing.

**2.9** The Affordable Housing Policy requires, subject to financial viability, 25% of dwellings on sites of 11 or

more dwellings to be affordable, with this reducing to 20% of dwellings developed in Sustainable Urban Extensions.

**2.10** A priority is to increase the enabling work with housing associations, private developers and private landlords to influence provision of additional affordable homes to meet need. A new Supplementary Planning Document (SPD) on Affordable Housing forming part of the revised Local Plan will further facilitate this.

**2.11** It is recognised that proposed planning reform not only looks to categorise land, thus require a new Local Plan, but also change the current policy approach to affordable housing and developer contributions.

**2.12** The Council's New Homes Programme delivers affordable housing through direct delivery and acquisitions:

- the purchase and repair of 30 dwellings during 2020-21;
- a scheme of five family houses, funded through retained Right to Buy receipts, at the former site of Markham House is to complete in Autumn 2020;
- the Council acquired 15 family houses from a partner housing association (developed with Homes England grant) on Sandal Street, off Riseholme Road, in Summer 2020;
- a proposed scheme of approximately 40 general needs houses, flats and bungalows for affordable rent and shared ownership at Rookery Lane to start on site in Spring 2021;

- proposed additional family housing at Hermit Street;
- a proposed mixed tenure development on Council owned land north of Queen Elizabeth Road, anticipated to provide circa 100 units of affordable housing for rent and shared ownership;
- a proposed mixed tenure development, to include older persons affordable housing, at Searby Road; and
- a number of potential small infill developments to provide general needs and specialist housing.

**2.13** In order to meet a range of needs of older people the Council is developing a 70 unit extra care sheltered housing scheme at De Wint Court. The scheme is due to complete in late 2021, it has received grant funding from Homes England and Lincolnshire County Council.

**2.14** The Council works in partnership with Lincolnshire County Council to

meet the housing needs for all vulnerable groups in Lincoln. This includes people with learning disabilities and people with mental ill health.

**2.15** A key action of the Council's Temporary Accommodation Strategy is to develop a supported housing scheme for single homeless people. Moreover, linked to this is the need to develop move-on accommodation.

**2.16** In order to tackle unauthorised Gypsy and Traveller encampments the 2020 GTAA recommends that the Council adopt a negotiated stopping policy which identifies suitable locations for temporary stopping sites for an agreed and limited period of time with services.

**2.17** The Birchwood CLT is seeking to create affordable homes and recreational space on an underused council owned site at Jasmine Green to meet housing need for older people and families.

### ***Providing housing which meets the varied needs of our residents: Priorities for action***

- *Implement the revised local authority housing allocations policy*
- *Review and establish formal nominations agreements with housing associations*
- *Produce a City of Lincoln tenancy strategy*
- *Increase the membership of the Trusted Landlord Accreditation Scheme*
- *Produce a City of Lincoln homelessness prevention strategy*
- *Produce an Affordable Housing Supplementary Planning Document*
- *Continue to increase the local authority housing stock through the purchase and repair programme*
- *Deliver affordable housing at Markham House*
- *Deliver affordable housing at Rookery Lane*
- *Deliver additional affordable housing at Hermit Street*
- *Produce a master plan for Queen Elizabeth Road and surrounding area*

- *Deliver a mixed tenure scheme at Queen Elizabeth Road*
- *Produce a master plan for Searby Road and surrounding area*
- *Deliver a mixed tenure housing scheme at Searby Road*
- *Maintain a list of potential infill developments and a Brownfield Sites Register*
- *Deliver the De Wint Court extra care sheltered housing scheme*
- *Establish the housing needs of people with learning disabilities*
- *Establish the housing needs of people with mental ill health*
- *Deliver a temporary accommodation scheme for single homeless persons*
- *Deliver move-on accommodation for former homeless households*
- *Respond to the Gypsies and Traveller Accommodation Needs Assessment*
- *Deliver affordable housing at Jasmine Green*
- *To review the implications of the recession and Covid19 pandemic to understand and respond to changes in housing need.*

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## Objective 2: Building sustainable communities

### Our goals for 2025 are to:

- Make progress on delivering the Western Growth Corridor to provide mixed tenure housing to meet need and demand
- Facilitate city centre living in Lincoln, ensuring that the city centre remains a vibrant and attractive place to live.
- Continue to work with residents and strategic partners to deliver the Sincil Bank Revitalisation Programme, including the regeneration of Hermit Street.
- Continue to work with our tenants to deliver estate improvements and an improved street scene.
- Bring more empty homes back into use, to provide housing and improve the built environment.

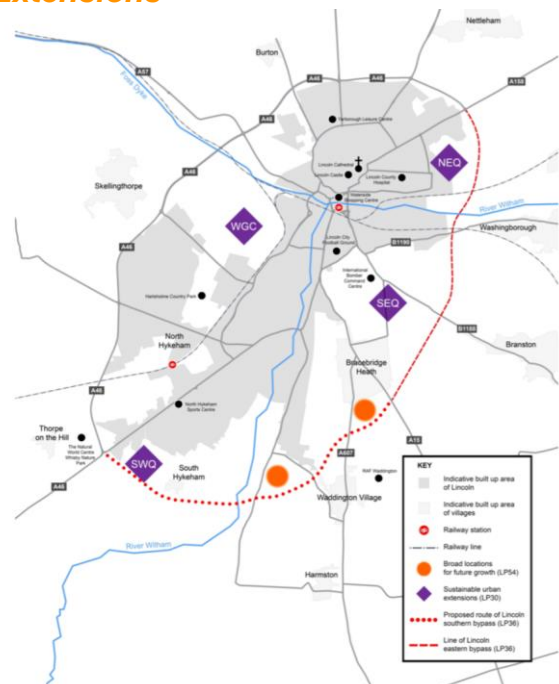
### What success will look like in five years:

The Western Growth Corridor will be under-way to providing a variety of homes. Our city centre will be vibrant and attract to live in. We will have revitalised Sincil Bank, with new affordable homes for families, safer cycling and pedestrian routes and improved standard of private rented accommodation for all. We will have a programme of where we need to facilitate neighbourhood and housing renewal. Our local authority housing estates will have an improved street scene.

### Where are we now and what we will do to achieve this?

- 3.1** The Greater Lincolnshire Housing Delivery action plan sets out an ambitious programme to enable and deliver more homes in Lincolnshire.
- 3.2** The Central Lincolnshire Local Plan identifies a housing requirement for, approximately 1,323 dwellings per annum are indicated as being needed between 2020 and 2044. Fundamental to delivering these housing numbers are the Plan's four Sustainable Urban Extensions (SEUs).

**Figure 9: Sustainable Urban Extensions**



- order to drive economic regeneration to ensure Lincoln is a thriving place to live and work. City centre living not only provides housing for a range of people, including young professionals, but encourages a vibrant city centre, especially in light of the impact of Covid 19 and the national phenomenon of the “death of the high street”.
- 3.3** As shown in Figure 9 these four SEUs are:
- WGC – Western Growth Corridor;
  - NEQ – North Eastern Quadrant;
  - SEQ – South Eastern Quadrant; and
  - SWQ – South Western Quadrant
- 3.4** In developing a strategy to support growth, the City Council has commissioned the University of Lincoln to review the economic evidence, which alongside transport and digital infrastructure and skills evidence, will inform the production of a Town Investment Plan. This plan will, within the national and regional context, set out a clear vision, opportunities and challenges for the City’s growth, and set out priorities for investment over the next five years.
- 3.5** A key objective is to encourage and enable the construction industry to provide training and development opportunities, including apprenticeships, across all trades and professions. Therefore, the need to ensure that sufficient resources, in terms of finance and training, are available.
- 3.6** In May 2019 the Council submitted a planning application for up to 3,200 homes to be built on the Western Growth Corridor. The development will provide up to 640 affordable homes.
- 3.7** In addition to the Western Growth Corridor sustainable urban extension, an important strategic aim is to facilitate city centre living in
- 3.8** The Council is considering a range of opportunities as an enabler and direct provider. A key priority is the redevelopment of a large city centre site which is currently used as a carpark to provide a mixed tenure development to meet need and attract additional demand into the centre of the city.
- 3.9** A further element of promoting and facilitating city centre living is the submission of a funding bid under the Town Deal Programme.
- 3.10** In addition to economic regeneration, place-based renewal and housing regeneration is being undertaken in Sincil Bank – an area which suffers from deprivation due to barriers to income, education, employment and health<sup>16</sup>.
- 3.11** The Sincil Bank neighbourhood renewal programme includes a range of activities and projects to re-establish Sincil Bank as a community with homes and an environment residents’ can be proud of.
- 3.12** In 2019 the Sincil Community Land Trust (SCLT) became incorporated and registered with the Financial Services Authority. A key aim of the SCLT is to bring homes in the area back into use.

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2.1 <sup>16</sup> MHCLG



- 3.13 Estate regeneration is in initial stages at Hermit Street, Sincil Bank. The design of the regeneration scheme has been community-led. It seeks to regenerate local authority flats and garages on Hermit Street which are target for crime and anti-social behaviour and to better meet housing need. The concept site designs have been completed providing an excellent basis on which to move forward.
- 3.14 Other areas in the City suffer from deprivation, therefore, the Council will undertake mini neighbourhood renewal assessments to establish the investment options for undertaking place-based renewal and regeneration.
- 3.15 Walks around local authority estates, some of which suffer from high levels of deprivation have found that there is a need to:
- improve the level of off-street parking;
  - improve street and building signage;
  - make better use of community space;
  - improve green areas; and
  - ensure residents maintain their gardens.
- 3.16 These estate improvements and management issues will be considered in the new HRA Business Plan and the updated Resident Involvement Strategy.
- 3.17 A review of local authority garage and other infill sites has identified opportunities to improve, demolish and redevelop sites which are not fit for purpose and attract anti-social behaviour. Allowing for them to be considered for housing and other community uses.
- 3.18 The high level of student housing in the City has resulted in high concentrations of HMOs in particular localities. In order to attempt to rebalance the housing market an Article 4 Direction under the Town and Country Planning legislation is in place. The development of purpose-built student accommodation will mean that by 2026 the demand of HMOs from students will have greatly reduced, allowing for the reintroduction of family housing and more balanced residential neighbourhoods.
- 3.19 The Council has an Empty Homes Strategy, enabling the council to use a range of enforcement powers to bring empty homes, in private sector ownership, back into use. The Council's target is to bring 25 homes back into use per annum and an aspirational target of 50 homes per annum. An action plan for all homes empty for two or more years is in place. The outcome been to bring a total of 46 empty homes back into use during 2019-20.
- 3.20 In April 2020 the Council introduced a 300% Council Tax rate for homes empty for over five years, this will affect 46 properties. The Council has the powers to increase Council Tax to 400%, this will be reviewed and considered if further enforcement action is required.
- 3.21 Since 2008 Openreach, as part of the Onlincolnshire project, has been delivering a programme to expand superfast broadband, with 99.6% of Lincoln now having access to higher broadband speeds (above 15

Mbps).<sup>17</sup> As reliance on digital technology increases with more people working and studying from home, the increase of health and public services being accessed online and rapid increase in the internet of things (IoT), it is essential to ensure that all areas of the city have reliable access to superfast broadband.

**3.22** The Council will continue to work to ensure that new housing developments and existing residential areas have access to superfast broadband to keep up with ongoing digitalisation.

**3.23** The Greater Lincolnshire One Public Estate (GLOBE) is committed to use the public estate to drive integrated services and use surplus public land to deliver the GLLEP's housing and economic agenda.<sup>18</sup> The City of Lincoln Council are committed to supporting GLOBE objectives. GLOBE is considering the response to Covid 19 and the possible change in demand for city centre office space with a view to repurposing public buildings to provide an increase in city centre housing provision.

### ***Building sustainable communities: Priorities for action***

- *Produce Town Investment Plan*
- *Encourage and enable the construction industry to provide training and development opportunities*
- *Deliver the Western Growth Corridor*
- *Deliver city centre living at Tentercroft Street*
- *Submit Town Deal bid*
- *Continue to undertake neighbourhood working at Sincil Bank*
- *Continue to work with the Sincil Community Land Trust to develop community-led housing and open space projects*
- *Deliver estate regeneration at Hermit Street, including the provision of additional housing to meet local need*
- *Undertake mini neighbourhood renewal assessments in areas of high social deprivation.*
- *Review and update the Resident Involvement Strategy*
- *Maintain City of Lincoln Council representation on Greater Lincolnshire District Housing Network and Affordable Housing Group.*
- *Continue to review ongoing changes in housing demand and to repurpose public buildings where appropriate.*
- *Continue to support the Climate and Environmental emergency through improving energy efficiency of buildings, assisting residents to access funding and support to improve the energy performance of their homes and ensure access to superfast broadband.*

<sup>17</sup> <http://www.onlincolnshire.org/>

<sup>18</sup>

<https://www.greaterlincolnshirelep.co.uk/assets/docu>

ments/MIPIM\_Project\_Portfolio\_One\_Public\_Estate\_-\_February\_2018.pdf



## Objective 3: Improving housing standards for all

### Our goals for 2025 are to:

- Support residents to improve the energy efficiency of their homes in order to reduce the number of households living in fuel poverty and reduce Lincoln's carbon footprint.
- Continue to enable vulnerable residents to live independently through the provision of aids, adaptations and other assistance.
- Ensure local authority housing stock is maintained to a high standard, meets modern aspirations and is sustainable in the longer term.

### What success will look like in five years:

We will have fewer people living in fuel poverty, reduce Lincoln's Carbon Dioxide emissions and increase the overall quality of housing stock to meet the City's housing needs.

### Where are we now and what we will do to achieve this?

- 4.1** The Council's Private Housing Health Assistance Policy (2018-2022) offers support for owner occupiers, private and housing association tenants.
- 4.2** The policy delivers Disabled Facilities Grant (DFG) and discretionary assistance schemes to fund adaptations and other measures to enable people to remain living in their own homes.
- 4.3** Adaptations range from installing level access showers, ramps, to stair lifts through to new boilers. It is estimated that there is a need for 53 DFGs per year. During 2019-20 the council approved 58 DFGs. Over the period 2020-25 it is anticipated that, dependent on funding, the Council will approve 265 DFGs.
- 4.4** The Housing Health and Care delivery group are in the process of developing a common Lincolnshire Housing Assistance Policy, covering hospital discharge, discretionary funding grants to apply to all district councils. In addition to a common Lincolnshire policy, Lincoln will still have its own local policy to cover additional services offered to support Lincoln's residents.
- 4.5** The Council's Affordable Warmth Strategy seeks to reduce the proportion of households in fuel poverty. During 2020-21 the strategy will be reviewed and revised to include the Council's involvement with the Greater Lincolnshire Energy efficiency Network and the Health and Housing Assistance Policy.
- 4.6** The Greater Lincolnshire Energy Efficiency Network (GLEEN) is a partnership of the seven district, North East Lincolnshire, North Lincolnshire and Lincolnshire County

Councils under which domestic energy efficiency schemes are delivered across the Greater Lincolnshire area. During 2020 GLEEN will set up and deliver the Lincs 4 Warmer Homes Scheme, providing an advice service for residents to enable them to access the Government's ECO3 Help to Heat funding and the Warm Homes Fund. Funding is available to help households living in fuel poverty, living on a low income and vulnerable to the effects of a cold home, improve the energy efficiency of their home.

**4.7** Currently there are in the region of 5,000 households living in fuel poverty in Lincoln. Over the period 2020-25 the City of Lincoln Council will work to reduce this number by promoting the Lincs 4 warmer homes scheme to householders in private sector properties with a SAP rating of D or below and on means tested benefits or low income and people who are vulnerable to the cold.

**4.8** As stated earlier in this document, as of March 2020 0.5% of local authority housing failed to meet the Decent Homes Standard. All failing elements will be rectified or replaced during 2020-21, complete with other planned and cyclical works to ensure the Decent Homes Standard is maintained across the whole of the Council's housing stock.

**4.9** Moreover, the Council has its own "Lincoln Homes Standard" which incorporates the national Decent Homes Standard. 2020 will see a review of the Lincoln Homes Standard which will incorporate external elements, such as communal areas and outside spaces.

**4.10** *Let's address the challenge of climate change* is one of the Council's strategic priorities. In 2019 the Council declared a Climate and Environmental Emergency and set an aspirational target to achieve a net zero target by 2030 for Lincoln. In order to achieve this target, the Council has reviewed its housing repair service to identify opportunities for a more sustainable practice. In 2020-21 the Council will review the energy efficiency of its housing stock and identify opportunities to further improve the SAP rating of council homes.

**4.11** The results of the 2020 local authority stock condition survey which was based on a ten per cent sample of stock stratified by archetype, are to be considered against existing data and will provide a robust database of stock condition information.

**4.12** When considering housing need and affordable housing demand identified by the housing needs survey, the Council's housing register and the turnover of local authority housing stock, the evidence highlights the need for redevelopment or remodelling of two dwelling typologies – sheltered bedsits and one bedroom general needs flats in two of the City's high rise blocks - so as to provide sustainable housing to meet aspirations.

**4.13** Therefore, with respect to asset management, there is a need for the Council to consider the future life term of its two sheltered bedsit schemes and two out of its three high rises. In addition, there are a number of prefabricated bungalows which do not meet reasonable energy efficiency standards which

could be redeveloped to provide a greater number of high-quality dwellings to meet the identified need.

**4.14** A revised HRA Business Plan will be produced in 2020-21 which will incorporate: the findings of the 2020 stock condition survey; the asset management issues identified by the 2019 housing needs survey and the housing register; and reflect the climate change agenda.

**4.15** In response to the council's climate emergency declaration and to

support Lincoln's green recovery post Covid19, the council will identify opportunities to support all residents to access necessary funding and support to improve the energy efficiency of their homes. Currently this is achieved through a consortium arrangement set up through the Lincs4warmer homes scheme and close working with the East Midlands Energy Hub.

### **Improving housing standards for all: Priorities for action**

- *Review and update the Private Housing Health Assistance Policy.*
- *Review and update the Affordable Warmth Strategy*
- *To continue to work with the Greater Lincolnshire Energy Efficiency Network to deliver the Lincs 4 warmer homes scheme and to maximise funding opportunities to improve energy efficiency wherever possible*
- *Undertake an options appraisal of sheltered housing bedsit schemes*
- *Undertake an options appraisal of two high rise schemes*
- *Undertake an options appraisal of prefabricated bungalows*
- *Produce a revised HRA Business Plan which includes an asset management strategy*
- *Continue to work with the Greater Lincolnshire Energy Efficiency Network to deliver the Lincs 4 warmer homes scheme and to maximise funding opportunities to improve energy efficiency wherever possible*
- *To work with the Housing Health and Care Delivery Group on a delivery plan and common Lincolnshire Housing Assistance Policy.*

See Appendix 1 for detailed action plan.

## Appendix I: Action Plan

	Priority Objective	Year					Outcome	Responsible officer
		2020/21	2021/22	2022/23	2023/24	2024/25		
	<b>Providing housing which meets the varied needs of our residents</b>							
1.1	Implement the revised local authority housing allocations policy.	Policy implemented					To provide affordable homes for those with the highest housing needs.	Alison Timmins, Housing Solutions
1.2	Review and establish formal nominations agreements with housing associations	Review existing agreements	Establish new agreement				Maximising access to affordable housing to those in need.	Melanie Holland, Housing Strategy and Investment Team
1.3	Produce a City of Lincoln tenancy strategy		New strategy agreed				A strategy which sets out the tenancy arrangements for the Council and all the housing associations operating in the City.	Melanie Holland, Housing Strategy and Investment Team
1.4	Increase the membership of the Trusted Landlord Accreditation Scheme	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Making best use of the private rented housing stock across the City to meet housing need	Joanna Gray, Private Housing Team
1.5	Produce a City of Lincoln homelessness prevention strategy		Strategy produced				A toolbox of multi-agency approaches to prevent homelessness	Alison Timmins, Housing Solutions
1.6	Produce an Affordable Housing Supplementary Planning Document		Draft produced				To maximise the provision of affordable housing.	Melanie Holland, Housing Strategy and Investment Team
1.7	Continue to increase the local authority housing stock through the purchase and repair programme	Deliver 30 units					To deliver additional affordable housing to meet housing need.	Melanie Holland, Housing Strategy and Investment Team
1.8	Deliver affordable housing at Markham House	PC					To deliver additional affordable housing to meet housing need.	Joanna Walker/Jenny Crane, Major Developments team
1.9	Deliver affordable housing at Rookery Lane		SoS	PC			To deliver additional affordable housing to meet housing need.	Joanna Walker/Jenny Crane, Major Developments team
1.10	Deliver additional affordable housing at Hermit Street	Agree proposals	SoS	PC			To deliver additional affordable housing to meet housing need.	Kate Bell, Housing Strategy and Investment Team
1.11	Produce a master plan for Queen Elizabeth Road and surrounding area	Agree master plan					Master plan which meets housing need and enables the delivery of a flagship mixed tenure scheme.	Melanie Holland, Housing Strategy and Investment Team
1.12	Deliver a mixed tenure scheme at Queen Elizabeth Road	Soft market test	Procure partner(s)	SoS			Delivery of a flagship mixed tenure scheme meet housing need.	Joanna Walker/Jenny Crane, Major Developments team
1.13	Produce a master plan for Searby Road and surrounding area		Agree master plan				Master plan which meets housing need and enables the delivery of a flagship mixed tenure scheme.	Joanna Walker/Jenny Crane, Major Developments team

1.14	Deliver a mixed tenure housing scheme at Searby Road			SoS	PC		Delivery of a flagship mixed tenure scheme meet housing need.	Joanna Walker/Jenny Crane, Major Developments team
1.15	Maintain a list of potential infill developments and a Brownfield Site Register.	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	List of potential infill development sites. Publication and maintenance of Brownfield Site Register on Council's website.	Toby Forbes Turner, Planning Policy
1.16	Deliver the De Wint Court extra care sheltered housing scheme		Project Complete				Additional specialist affordable housing to meet housing need.	Tracey Footsoy, Housing Strategy and Investment Team
1.17	Establish the housing needs of people with learning disabilities		Housing needs identified				Housing needs assessment which provides needs for 3 to 5 years	Melanie Holland, Housing Strategy and Investment Team
1.18	Establish the housing needs of people with mental ill health		Housing needs identified				Housing needs assessment which provides needs for 3 to 5 years	Melanie Holland, Housing Strategy and Investment Team
1.19	Deliver a temporary accommodation scheme for single homeless persons		SoS	PC			Specialist housing to meet housing need.	T Melanie Holland, Housing Strategy and Investment Team
1.20	Deliver move-on accommodation for rough sleepers		SoS				Additional supported housing to meet housing need	Melanie Holland, Housing Strategy and Investment Team
1.21	Respond to the Gypsies and Traveller Accommodation Needs Assessment	Assessment complete	Ongoing	Ongoing	Ongoing	Ongoing	Ensure adequate provision for accommodation in available.	Kate Bell, Housing Strategy and Investment Team
1.22	Deliver affordable housing at Jasmine Green		SoS	PC			Additional affordable housing to meet housing need.	Andrew McNeil, Housing Strategy and Investment
1.23	To review the implications of the recession and Covid19 pandemic to understand and respond to changes in housing need.	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Council is aware of changing housing need and is able to respond to these needs.	Melanie Holland, Housing Strategy and Investment Team

	Priority Objective	Year					Outcome	Responsible officer
		2020/21	2021/22	2022/23	2023/24	2024/25		
	<b>Building sustainable communities</b>							
2.1	Produce Town Investment Plan	Plan completed	Project delivery subject to securing Towns Deal fund	Project delivery subject to securing Towns Deal fund	Project delivery subject to securing Towns Deal fund	Project delivery subject to securing Towns Deal fund	Deliver investment opportunities to grow the local economy and support the ongoing regeneration of the city centre to provide a vibrant place to live, work and enjoy.	Joanna Walker/Gill Wilson, Major Developments team
2.2	Encourage and enable the construction industry to provide training and development opportunities	Protocol in place	Secure Funding and commence project delivery	Project delivery	Project delivery	Project delivery	To secure funding to support apprenticeships across all trades and professions.	TBC
2.3	Deliver the Western Growth Corridor	Planning permission tbc	Phase 1 Start on Site				To deliver high quality new homes, sustainable transport routes and accessible open space.	Helen Richie, Major Developments Team
2.4	Deliver city centre living at Tentercroft Street		SoS			PC	Enable the redevelopment of a strategic brownfield site to create new workspace and city living in the heart of the City Centre.	Maria Clayton, Major Developments Team
2.5	Submit Town Deal bid	Bid submitted	Funding due to be secured and project delivery commences	Project Delivery	Project Delivery	Project Delivery	To secure investment funding to support ongoing regeneration of the city centre and Lincoln's economic recovery	Joanna Walker/Gill Wilson, Major Developments Team
2.6	Continue to undertake neighbourhood working at Sincil Bank	Ongoing	Ongoing	Ongoing			Create a vibrant city centre community through improved community cohesion and reduced deprivation	Paul Carrick, Housing Strategy and Investment Team
2.7	Continue to work with the Sincil Community Land Trust to develop community-led housing and open space projects	Ongoing	Subject to annual review	Subject to annual review	Subject to annual review	Subject to annual review	To ensure a community led programme is sustained within the Sincil Bank Regeneration area long term.	Kate Bell, Housing Strategy and Investment Team
2.8	Deliver estate regeneration at Hermit Street, including the provision of additional housing to meet local need	Agree proposals	SoS	PC			To create a community with access to open space, safe and secure accommodation and new homes to meet our housing need	Kate Bell, Housing Strategy and Investment Team
2.9	Undertake mini neighbourhood renewal assessments in areas of high social deprivation.	Ongoing	Ongoing				To deliver investment in neighbourhoods to enhance the communal areas and open space to meet the needs of the residents.	Chris Morton, Resident Involvement Team
2.10	Review and update the Resident Involvement Strategy	Draft Resident Involvement Strategy produced	New Resident Involvement Strategy agreed				Establish a toolkit for tenants and tenant organisations to be able to be involved in improving the housing service	Chris Morton, Resident Involvement Team
2.11	Maintain City of Lincoln Council representation on Greater Lincolnshire District Housing Network and Affordable Housing Group.	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	To contribute and influence strategic housing and infrastructure schemes across Greater Lincolnshire.	Daren Turner, Housing and Investment



	Priority Objective	Year					Outcome	Responsible Officer
		2020-21	2021-22	2022-23	2023-24	2024-25		
	<b>Improving housing standards for all</b>							
3.1	Review and update the Private Housing Health Assistance Policy 2018-2022		Review and update	Policy drafted and approved			To enable more people to remain living independently in their own homes for longer as a result of home adaptations.	Sara Boothright, Private Sector Housing Team
3.2	Review and update the Affordable Warmth Strategy		Strategy drafted and agreed				A range of initiatives to enable households to increase the energy efficiency of their homes and move out of fuel poverty.	Kate Bell, Housing Strategy and Investment Team
3.3	To continue to work with the Greater Lincolnshire Energy Efficiency Network to deliver the Lincs 4 warmer homes scheme and to maximise funding opportunities to improve energy efficiency wherever possible	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	To secure grant funding to enable households to increase the energy efficiency of their homes and move out of fuel poverty	Kate Bell, Housing Strategy and Investment Team
3.4	Undertake an options appraisal of sheltered housing bedsit schemes		Undertake options appraisal				Remodel existing sheltered accommodation to convert existing sheltered bedsits to provide 1 and 2 bedroom sheltered accommodation.	Melanie Holland, Housing Strategy and Investment Team
3.5	Undertake an options appraisal of two high rise schemes		Undertake options appraisal				To reach a decision to re-provide accommodation in low-rise blocks or to invest in existing high-rises.	Melanie Holland, Housing Strategy and Investment Team
3.6	Undertake an options appraisal of prefabricated bungalows		Undertake options appraisal				To reach a decision to redevelop site or to invest in existing bungalows.	Melanie Holland, Housing Strategy and Investment Team
3.7	Produce a revised HRA Business Plan which includes an asset management strategy	Work on draft HRA Business Plan initiated	Draft HRA Business Plan produced and new Plan agreed				To complete a 30-year business model, with 3 to 5-year investment plan. The business model will ensure that we will deliver the investment required in our council housing stock.	Melanie Holland, Housing Strategy and Investment Team
3.8	Continue to work with the Greater Lincolnshire Energy Efficiency Network to deliver the Lincs 4 warmer homes scheme and to maximise funding opportunities to improve energy efficiency wherever possible	Sign and public joint statement of intent	Complete delivery of Warm Homes grant	Ongoing	Ongoing	Ongoing	To improve the energy efficiency of homes in Lincoln to reduce fuel poverty and Lincoln's CO <sub>2</sub> emissions.	Kate Bell, Housing Strategy and Investment Team
3.9	To work with the Housing Health and Care Delivery Group on a delivery plan and common Lincolnshire Housing Assistance Policy.	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	To provide the necessary support to residents to allow them to live independently in their own homes for longer.	Sara Boothright, Private Sector Housing Team

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# Equality with Human Rights Analysis Toolkit



The Equality Act 2010 and Human Rights Act 1998 require us to consider the impact of our policies and practices in respect of equality and human rights.

We should consider potential impact before any decisions are made or policies or practices are implemented. This analysis toolkit provides the template to ensure you consider all aspects and have a written record that you have done this.

If you need any guidance or assistance completing your Equality and Human Rights Analysis contact:  
Heather Grover, Principal Policy Officer on (87)3326; email: [heather.grover@lincoln.gov.uk](mailto:heather.grover@lincoln.gov.uk) . Alternatively contact Legal Services on (87)3840

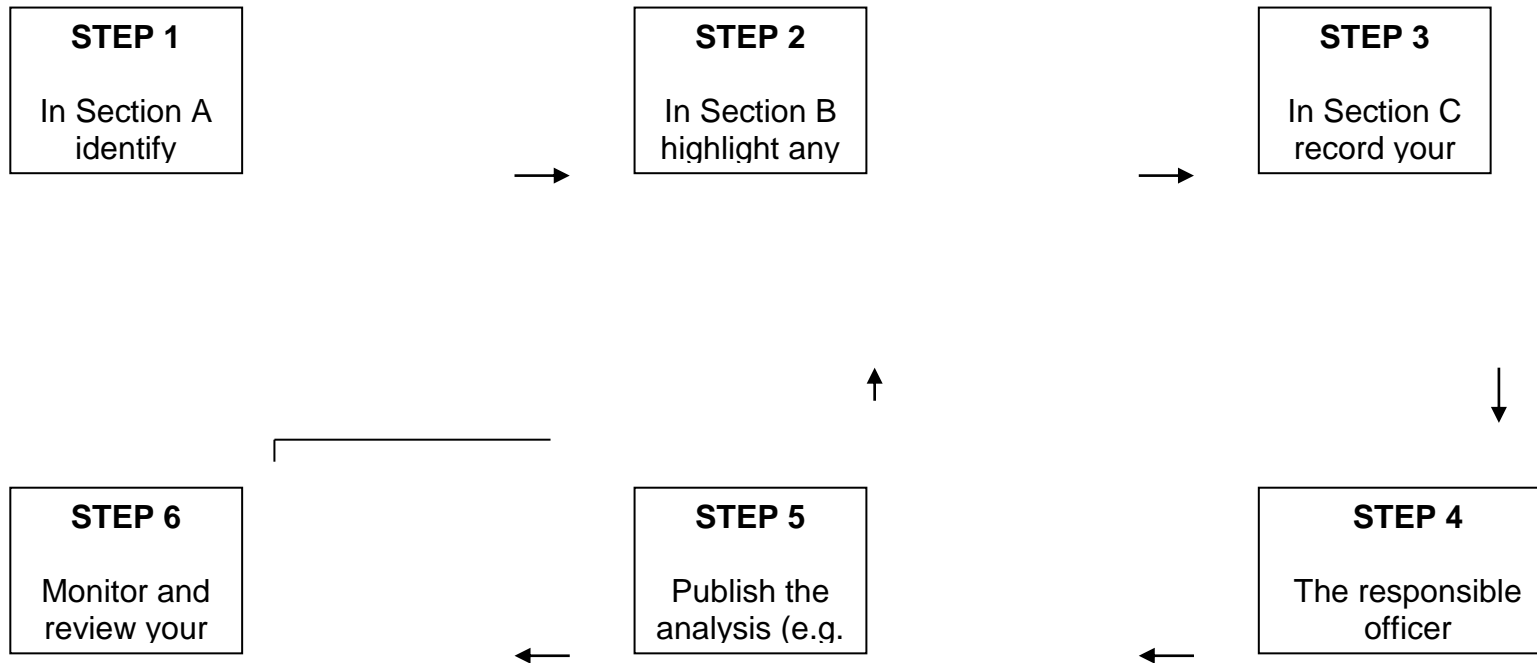
A diagram of the process you should follow is on page 2, and glossary and guidance to help you complete the toolkit can be found on pages 6-9.

57 Even after your policy, project or service has been implemented; it is recommended that analysis is undertaken every three years, and that this analysis is updated at any significant points in between. The purpose of any update is that the actual effects will only be known after the implementation of your policy, project or service. Additionally, area demographics could change, leading to different needs, alternative provision can become available, or new options to reduce an adverse effect could become apparent.

## Useful questions to consider when completing this toolkit

1. What is the current situation?
2. What are the drivers for change?
3. What difference will the proposal make?
4. What are the assumptions about the benefits?
5. How are you testing your assumptions about the benefits?
6. What are the assumptions about any adverse impacts?
7. How are you testing your assumptions about adverse impacts?
8. Who are the stakeholders and how will they be affected?
9. How are you assessing the risks and minimising the adverse impacts?
10. What changes will the Council need to make as a result of introducing this policy / project / service / change?
11. How will you undertake evaluation once the changes have been implemented?

## STEP BY STEP GUIDE TO EQUALITY ANALYSIS



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\* Evidence could include information from consultations.

## SECTION A

Name of policy / project / service	Housing Strategy 2020 - 2025
Background and aims of policy / project / service at outset	Sets out Council's approach to improving housing standards for all tenures, deliver affordable and specialist housing to meet Lincoln's housing need.
Person(s) responsible for policy or decision, or advising on decision, and also responsible for equality analysis	Melanie Holland
Key people involved <i>i.e. decision-makers, staff implementing it</i>	Legal, Procurement, Major Developments Team, Housing Strategy, Private Sector Housing

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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 and if appropriate who you have consulted with*	Is action possible to mitigate adverse impacts?	Details of action planned including dates, or why action is not possible
	Positive	Negative	None			
Age	✓			The strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved access to affordable and specialist accommodation and housing choice.	Yes/No/NA	
Disability including carers (see Glossary)	✓			The strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved access to affordable and specialist accommodation and housing choice.	Yes/No/NA	
Gender re-assignment	✓			The strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved access to affordable and specialist accommodation and housing choice.	Yes/No/NA	
Pregnancy and maternity	✓			The strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved access to affordable and specialist accommodation and housing choice.	Yes/No/NA	
Race	✓			The strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved access to affordable and specialist accommodation and housing choice.	Yes/No/NA	
Religion or belief	✓			The strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved	Yes/No/NA	

				access to affordable and specialist accommodation and housing choice.		
Sex	✓			The strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved access to affordable and specialist accommodation and housing choice.	Yes/No/NA	
Sexual orientation	✓			The strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved access to affordable and specialist accommodation and housing choice.	Yes/No/NA	
Marriage/civil partnership	✓			The strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved access to affordable and specialist accommodation and housing choice.	Yes/No/NA	
Human Rights (see page 8)	✓			The strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved access to affordable and specialist accommodation and housing choice.	Yes/No/NA	

*\*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):

- **No equality or human right Impact** (your analysis shows there is no impact) - sign assessment below

Tick here  
[ ]

- **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 Housing Strategy includes consideration of protected characteristics as part of seeking to ensure residents of Lincoln have improved access to affordable and specialist accommodation and housing choice. The thrust of the strategy is the provision of a homes that meet the varied housing needs of our residents.
--	--

When and how will you review and measure the impact after implementation?*	On an annual basis.
--	---------------------

29 Checked and approved by responsible officer(s) (Sign and Print Name)		Date	
Checked and approved by Assistant Director (Sign and Print Name)		Date	

When completed, please send to [policy@lincoln.gov.uk](mailto: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/](http://www.equalityhumanrights.com/new-public-sector-equality-duty-guidance/)

## City of Lincoln Council Equality and Human Rights Analysis Toolkit: Glossary of Terms

**Adult at Risk** - an adult at risk is a person aged 18 years or over who is or may be in need of community care services by reason of mental health, age or illness, and who is or may be unable to take care of themselves, or protect themselves against significant harm or exploitation.

**Adverse Impact.** Identified where the Council's operations has a less favourable effect on one or more groups covered by the Equality Act 2010 than it has on other groups (or a section of a group)

**Carer - see also disability by association.** A carer is a person who is unpaid and looks after or supports someone else who needs help with their

day-to-day life, because of their age, long-term illness, disability, mental health problems, substance misuse

**Disability by association.** Non disabled people are also protected from discrimination by association to a disabled person. This might be a friend, partner, colleague or relative. This applies to carers who have a caring responsibility to a disabled person.

**Differential Impact.** Identified where a policy or practice affects a given group or groups in a different way to other groups. Unlike adverse impact, differential impact can be positive or negative.

**Disability.** It is defined under the Equality Act 2010 as 'having a physical or mental impairment which has a substantial and adverse long term effect on a person's ability to carry out normal day to day activities'.

*Physical impairment* is a condition affecting the body, perhaps through sight or hearing loss, a mobility difficulty or a health condition.

*Mental impairment* is a condition affecting 'mental functioning', for example a learning disability or mental health condition such as manic depression

**Diversity.** Diversity is about respecting and valuing the differences between people. It is also recognising and understanding the mix of people and communities who use services and their different needs.

**Discrimination.** Discrimination has been defined as 'the unequal treatment of individuals or groups based on less because of a protected characteristic – see protected characteristic. This includes discrimination by association, perception, direct and indirect discrimination.

*Example of discrimination:* An employer does not offer a training opportunity to an older member of staff because they assume that they would not be interested, and the opportunity is given to a younger worker

**Equality.** The right of different groups of people to have a similar social position and receive the same treatment:

**Equality Analysis.** This is a detailed and systematic analysis of how a policy, practice, procedure or service potentially or actually has differential impact on people of different Protected Characteristics

**Equality Objectives.** There are specific strategic objectives in the area of equalities and should set out what services are seeking to achieve in each area of service in terms of Equality.

**Equality of Opportunity.** Equality of opportunity or equality opportunities may be defined as ensuring that everyone is entitled to freedom from discrimination. There are two main types of equality encompassed in equal opportunities:

1. Equality of treatment is concerned with treating everyone the same. Thus, in an organisational context it recognises that institutional discrimination may exist in the form of unfair procedures and practices that favour those with some personal attributes, over others without them. The task of equal opportunities is therefore concerned with the elimination of these barriers.
2. Equality of outcome focuses on policies that either have an equal impact on different groups or intend the same outcomes for different groups.

**Evidence.** Information or data that shows proof of the impact or non impact - evidence may include consultations, documented discussions, complaints, surveys, usage data, and customer and employee feedback.

**Foster good relations.** This is explicitly linked to tackling prejudice and promoting understanding.

**General Equality Duty.** The public sector equality duty on a public authority when carrying out its functions to have 'due regard' to the need to eliminate unlawful discrimination and harassment, foster good relations and advance equality of opportunity.

**Gender reassignment.** The process of changing or transitioning from one gender to another – for example male to trans-female or female.

**Harassment.** This is unwanted behaviour that has the purpose or effect of violating a person's dignity or creates a degrading, humiliating, hostile, intimidating or offensive environment.

**Human Rights –** Human rights are the basic rights and freedoms that belong to every person in the world - **see below**

**Marriage and Civil Partnership.** Marriage is defined as a 'union between a man and a woman'. Same-sex couples can have their relationships

legally recognised as 'civil partnerships'. Civil partners must be treated the same as married couples on a wide range of legal matters. Single people are not protected. Discrimination on grounds of marriage or civil partnership is prohibited under the Act. The prohibition applies only in relation to employment and not the provision of goods and services.

**Pregnancy and Maternity.** Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

**Protected Characteristics.** These are the grounds upon which discrimination is unlawful. The characteristics are:

- Age
- Disability
- Gender reassignment
- Race
- Religion and belief (including lack of belief)
- Sex/gender
- Marriage and civil partnership
- Pregnancy and maternity
- Sexual orientation

**Public functions.** These are any act or activity undertaken by a public authority in relation to delivery of a public service or carrying out duties or functions of a public nature e.g. the provision of policing and prison services, healthcare, including residential care of the elderly, government policy making or local authority services.

**Race.** This refers to the protected characteristic of race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.

**Religion or belief.** Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.

**Section 11 of the Children Act.** This duty is a duty under the Children Act 2004 that requires all agencies with responsibilities towards children to discharge their functions with regard to the need to safeguard and promote the welfare of children. They must also ensure that any body providing services on their behalf must do the same. The purpose of this duty is that agencies give appropriate priority to safeguarding children and share concerns at an early stage to encourage preventative action.

**Sex.** It refers to whether a person is a man or a woman (of any age).

**Sexual Orientation.** A person's sexual attraction is towards their own sex; the opposite sex; or to both sexes: *Lesbian, Gay or Bisexual*

**Victimisation.** Victimisation takes place where one person treats another less favourably because he or she has exercised their legal rights in line with the Equality Act 2010 or helped someone else to do so.

**Vulnerable Adult.** A Vulnerable Adult is defined as someone over 16 who is or may be in need of community care services by reason of mental or other disability, age or illness and who is or may be unable to take care of him/herself or unable to protect him/herself against significant harm or exploitation'

## Human Rights

Human rights are the basic rights and freedoms that belong to every person in the world. They help you to flourish and fulfill your potential through:

- being safe and protected from harm
- being treated fairly and with dignity



- living the life you choose
- taking an active part in your community and wider society.

The Human Rights Act 1998 (also known as the Act or the HRA) came into force in the United Kingdom in October 2000. It is composed of a series of sections that have the effect of codifying the protections in the European Convention on Human Rights into UK law.

The Act sets out the fundamental rights and freedoms that individuals in the UK have access to. They include:

- Right to life
- Freedom from torture and inhuman or degrading treatment
- Right to liberty and security
- Freedom from slavery and forced labour
- Right to a fair trial
- No punishment without law
- Respect for your private and family life, home and correspondence
- Freedom of thought, belief and religion
- Freedom of expression
- Freedom of assembly and association
- Right to marry and start a family
- Protection from discrimination in respect of these these rights and freedoms
- Right to peaceful enjoyment of your property
- Right to education
- Right to participate in free elections

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Many every day decisions taken in the workplace have no human rights implications. However, by understanding human rights properly you are more likely to know when human rights are relevant and when they are not. This should help you make decisions more confidently, and ensure that your decisions are sound and fair.

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**POLICY SCRUTINY COMMITTEE**

**06 OCTOBER 2020**

<b>SUBJECT:</b>	<b>POLICY SCRUTINY WORK PROGRAMME 2020/21 AND EXECUTIVE WORK PROGRAMME UPDATE</b>
<b>REPORT BY:</b>	<b>CHIEF EXECUTIVE &amp; TOWN CLERK</b>
<b>LEAD OFFICER:</b>	<b>CLAIRE TURNER, DEMOCRATIC SERVICES OFFICER</b>

**1. Purpose of Report**

1.1 To present the Policy Scrutiny Committee Work Programme for 2020/21 and receive comments and considerations from members with items for the municipal year 2020/2021 and to advise Members of the items that are on the current edition of the Executive Work Programme.

**2. Background**

2.1 The work programme is attached at **Appendix A**.

2.2 The Constitution provides for the publication of the Executive Work Programme on a monthly basis detailing key decisions/ exempt para (Section B) items to be taken by the Executive, a committee of the Executive or a Member of the Executive during the period covered by the programme. This is attached at **Appendix B** and has been provided to assist members in identifying items for inclusion within the work programme.

**3. Recommendation**

3.1 That Members give consideration to the Policy Scrutiny Work Programme for 2020/21 and update where appropriate to include items which they wish to consider from the Executive Work Programme as required.

**List of Background Papers:** None

**Lead Officer:** Claire Turner, Democratic Services Officer  
Telephone 873619

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## Policy Scrutiny Committee Work Programme – Timetable for 2020/21

## 16 June 2020

Item(s)	Responsible Person(s)	Strategic Priority/ Comments
Health Scrutiny Update	Chair of Policy Scrutiny	Regular Report
Policy Scrutiny Work Programme 2019 -2020	Democratic Services	Regular Report

## 18 August 2020

Item(s)	Responsible Person(s)	Strategic Priority/ Comments
Lincoln Social Responsibility Charter	Graham Rose	
Review of the Trusted Landlord Scheme	Lindsey Morris	
Public Spaces Protection Order (PSPO) on our multi storey carparks	Francesca Bell	
Policy Scrutiny Work Programme 2019-2020 Update	Democratic Services	Regular Report
Health Scrutiny Update	Chair of Policy Scrutiny	Regular Report

## 6 October 2020

Item(s)	Responsible Person(s)	Strategic Priority/ Comments
Planning White Paper	Kieron Manning	
Draft Housing Strategy	Melanie Holland	
Policy Scrutiny Work Programme 2019 -2020	Democratic Services	Regular Report
Health Scrutiny Update	Chair of Policy Scrutiny	Regular Report

24 November 2020

Item(s)	Responsible Person(s)	Strategic Priority/ Comments
Policy Scrutiny Work Programme 2019-2020 Update	Democratic Services	Regular Report
Physical Activity Strategy	Steve Lockwood	
Built Sports Facilities Strategy	Steve Lockwood	
Health Scrutiny Update	Chair of Policy Scrutiny	Regular Report

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12 January 2021

Item(s)	Responsible Person(s)	Strategic Priority/ Comments
Protecting Vulnerable People Update	Paula Burton	Annual Report
Renewal of the City Centre PSPO	Francesca Bell	
Policy Scrutiny Work Programme 2019-2020 Update	Democratic Services	Regular Report
Health Scrutiny Update	Chair of Policy Scrutiny	Regular Report

16 March 2021

Item(s)	Responsible Person(s)	Strategic Priority/ Comments
Policy Scrutiny Work Programme 2019-2020 Update	Democratic Services	Regular Report
Health Scrutiny Update	Chair of Policy Scrutiny	Regular Report

## EXECUTIVE WORK PROGRAMME

**September 2020 - August 2021**

### NOTES

1. The Leader in consultation with the Chief Executive and Town Clerk prepares an Executive Work Programme to cover a period of twelve months.
2. The Executive Work Programme contains matters which the Leader has reason to believe will be the subject of a key decision during the period covered by the Plan or Executive decisions which are likely to be taken in private.
3. A Key Decision is one which is likely:
  - a) to result in the Local Authority incurring expenditure which is , or the making of savings which are, significant having regard to the Local Authority's budget for the service or function to which it relates; or
  - b) to be significant in terms of its effect on communities living or working in an area comprising 2 or more wards in the area of the local authority.
4. Whilst the majority of the Executive's business at the meetings listed in the Executive Work Programme will be open to the public and media organisations to attend, there will be some business to be considered that contains, for example, confidential, commercially sensitive or person information.

This document serves as formal notice under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 that certain items in the Executive Work Programme will be considered in private because the item contains exempt information under Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it. If an item is to be considered in private this will indicated on the individual decision notice.

If you have any queries, please telephone 01522 873387 or email [democratic.services@lincoln.gov.uk](mailto:democratic.services@lincoln.gov.uk).

## EXECUTIVE WORK PROGRAMME SUMMARY

<b>Date of Decision</b>	<b>Decision</b>	<b>Decision: Summary</b>	<b>Decision Taken By</b>	<b>Key Decision</b>	<b>Exempt Information</b>
15 October 2020	Investment Property: Options for Alternative Lease Arrangements	To investigate options for alternative lease arrangements on investment property.	Executive	No	Yes
15 October 2020	Update on Position of Lincoln Arts Trust Ltd		Executive	Yes	
15 October 2020	Usher Gallery and Collections Agreement	To consider the latest position in relation to the Usher Gallery and in addition evaluate the options available for the future curation of the City Council's art and artefacts	Executive	Yes	
15 October 2020	Planning White Paper	To update Executive on changes to Planning legislation.	Executive	No	
26 October 2020	Next Steps Accommodation Programme	Subject to a successful application for capital and revenue grant, agree to purchase appropriate dwellings for the provision of move-on accommodation.	Executive	Yes	Partly Private
26 October 2020	Town Deal and Lincoln Town Investment Plan	Presentation of draft Town Investment Plan for Lincoln for review and approval prior to final approval by the Lincoln Town Deal Board and submission to government scheduled for October 2020.	Executive	Yes	Public



		<p>Approval of project proposals to form part of this plan, which will be subject to further development and due diligence following approval of the Town Investment Plan and Heads of Terms.</p> <p>Approval of accelerated project proposal for delivery in the current financial year.</p>			
26 October 2020	Boole Sculpture-Lincoln Railway Station	To seek approval to enter into the necessary legal agreement to enable the gifting and ongoing maintenance of a new bronze sculpture to commemorate the work of George Boole	Executive	No	Public
23 November 2020	New Build Housing update	<p>Submission of the planning application for the Rookery Lane housing scheme.</p> <p>Allocation of finances for delivery of the Rookery Lane Scheme</p>	Executive	Yes	Public
23 November 2020	Treasury Management and prudential code update report - half year ending 30th September 2020	It is recommended that Executive note the Prudential and Local Indicators and the actual performance against the Treasury Management Strategy 2020/21 for the half-year ended 30th September 2020.	Executive	No	Public
23 November 2020	Statement of Accounts 2019/20	To note the Statement of Accounts for 2019/20	Executive	No	Public
23 November 2020	Financial Reporting - Quarterly Monitoring	Note the progress on the financial performance for the period 1st October to 31st December 2020 and the projected outturns for 2020/21.	Executive	No	Public

		<p>Assess the underlying impact of the pressures and underspends,</p> <p>Approve the changes to the General Investment Programme and Housing Investment Programme,</p> <p>Approve the proposed contributions to and from reserves.</p>			
14 December 2020	Facilities Strategy	Formulation of a facilities strategy	Executive	No	
14 December 2020	Physical Activity Strategy	Formulation of a Physical Activity Strategy	Executive	No	
22 February 2021	Financial Performance - Quarterly Monitoring	<p>Note the progress on the financial performance for the period 1st October to 31st December 2020 and the projected outturns for 2020/21.</p> <p>Assess the underlying impact of the pressures and underspends identified</p> <p>Approve the changes to the General Investment Programme and Housing Investment Programme</p> <p>Approve the proposed contributions to and from reserves</p>	Executive	No	Public
25 May 2021	Financial Performance - Out-turn Report	Note the provisional 2020/21 financial outturn for the General Fund, Housing Revenue Account, Housing Repairs Service and Capital Programmes as set out in sections 3 – 7, and in particular the reasons for any	Executive	No	Public

		<p>variances;</p> <p>Approve the proposed transfer to General Fund earmarked reserves</p> <p>Approve the financial changes to both the General Investment Programme and the Housing Investment Programme (paragraphs 7.4 and 7.10) that are above the budget variance limit delegated to the Chief Finance Officer, prior to reporting to the Executive.</p>			
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