



**Committee: CABINET**

**Date: TUESDAY, 14 JULY 2020**

**Venue: THIS WILL BE A VIRTUAL MEETING**

**Time: 6.00 P.M.**

## A G E N D A

1. Apologies

2. Minutes

To receive as a correct record the minutes of Cabinet held on Tuesday, 9 June, 2020 (previously circulated).

3. Items of Urgent Business Authorised by the Leader (Pages 4 - 10)

To consider any such items authorised by the Leader and to consider where in the agenda the item(s) are to be considered.

4. Declarations of Interest

To receive declarations by Councillors of interests in respect of items on this Agenda.

Councillors are reminded that, in accordance with the Localism Act 2011, they are required to declare any disclosable pecuniary interests which have not already been declared in the Council's Register of Interests. (It is a criminal offence not to declare a disclosable pecuniary interest either in the Register or at the meeting).

Whilst not a legal requirement, in accordance with Council Procedure Rule 9 and in the interests of clarity and transparency, Councillors should declare any disclosable pecuniary interests which they have already declared in the Register, at this point in the meeting.

In accordance with Part B Section 2 of the Code Of Conduct, Councillors are required to declare the existence and nature of any other interests as defined in paragraphs 8(1) or 9(2) of the Code of Conduct.

5. Public Speaking

To consider any such requests received in accordance with the approved procedure.

Reports from Overview and Scrutiny

None

Reports

6. Adopt Homelessness Strategy (Pages 11 - 72)  
**(Cabinet Member with Special Responsibility Councillor Caroline Jackson)**  
Report of Director of Communities & Environment
7. Allocation of Commuted Sums Funds to Lune Valley Community Land Trust (Pages 73 - 83)  
**(Cabinet Member with Special Responsibility Councillor Caroline Jackson)**  
Report of Director for Economic Growth & Regeneration
8. Developing a Homes Strategy for Lancaster District (Pages 84 - 98)  
**(Cabinet Member with Special Responsibility Councillor Caroline Jackson)**  
Report of Director for Economic Growth & Regeneration
9. Procurement Strategy (Pages 99 - 114)  
**(Cabinet Member with Special Responsibility Councillor Reynolds)**  
Report of the Director of Corporate Services (report published on 7 July 2020)
10. Capital Investment Strategy  
**(Cabinet Member with Special Responsibility Councillor Reynolds)**  
Report of Director of Corporate Services (item deferred)
11. CCTV - Change of Supplier (Pages 115 - 120)  
**(Cabinet Member with Special Responsibility Councillor Sinclair)**  
Report of Director of Communities & the Environment
12. Exclusion of the Press and Public

This is to give further notice in accordance with Part 2, paragraph 5 (4) and 5 (5) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 of the intention to take the following item(s) in private.

Cabinet is recommended to pass the following recommendation in relation to the following item(s):-

“That, in accordance with Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following item(s) of business, on the grounds that they could involve the possible disclosure of exempt information as defined in paragraph 3 of Schedule 12A of that Act.”

Members are reminded that, whilst the following item(s) have been marked as exempt, it is for Cabinet itself to decide whether or not to consider each of them in private or in public. In making the decision, Members should consider the relevant paragraph of Schedule 12A of the Local Government Act 1972, and also whether the public interest in

maintaining the exemption outweighs the public interest in disclosing the information. In considering their discretion Members should also be mindful of the advice of Council Officers.

13. Property Investment Strategy: Investment Proposals (Pages 121 - 162)

**(Cabinet Member with Special Responsibility Councillor Reynolds)**

Report of Director for Economic Growth & Regeneration

14. Co-Op Building Refurbishment for Community Business Hub (Pages 163 - 193)

**(Cabinet Member with Special Responsibility Councillor Hamilton-Cox)**

Report of Director for Economic Growth & Regeneration

15. Eden Project North (Pages 194 - 197)

**(Cabinet Members with Special Responsibility Councillors Lewis & Hamilton-Cox)**

Report of Chief Executive (report published on 7 July 2020)

## **ADMINISTRATIVE ARRANGEMENTS**

### **(i) Membership**

Councillors Erica Lewis (Chair), Kevin Frea (Vice-Chair), Dave Brookes, Tim Hamilton-Cox, Janice Hanson, Caroline Jackson, Jean Parr, John Reynolds, Alistair Sinclair and Tablet

### **(ii) Queries regarding this Agenda**

Please contact Liz Bateson, Democratic Services - email [ebateson@lancaster.gov.uk](mailto:ebateson@lancaster.gov.uk).

### **(iii) Apologies**

Please contact Democratic Support, telephone 582170, or alternatively email [democraticsupport@lancaster.gov.uk](mailto:democraticsupport@lancaster.gov.uk).

KIERAN KEANE,  
CHIEF EXECUTIVE,  
TOWN HALL,  
DALTON SQUARE,  
LANCASTER, LA1 1PJ

Published on Monday, 6 July, 2020.

## Lancaster City Council | Report Cover Sheet

<b>Meeting</b>	Cabinet	<b>Date</b>	14 July 2020
<b>Title</b>	Discretionary Grants Scheme		
<b>Report of</b>	Director of Corporate Services		
<b>Purpose of Report</b>			
To consider options for the disbursement of the remainder of the Discretionary Business Grants allocation and to suggest an approach to allocate remaining monies.			
<b>Key Decision (Y/N)</b>	Y	<b>Date of Notice</b>	<b>Special Urgency</b>
			<b>Exempt (Y/N)</b>
			N

<b>Report Summary</b>
The Government allocated £1.68m to Lancaster City Council to disburse to businesses affected by COVID via an adopted Discretionary Grants Scheme. The scheme, which closely followed Government guidance, closed on 30 June with balances remaining. This report considers how these balances might be allocated.

<b>Recommendation of Councillor Tim Hamilton-Cox</b>
<ol style="list-style-type: none"> <li>1. Cabinet discuss the proposals set out in Appendix A and approve the proposals and corresponding allocations.</li> <li>2. Cabinet delegate the agreement of the final scheme to the Portfolio Holder for Sustainable Economic Prosperity and the Leader in consultation with the Directors of Economic and Regeneration and Corporate Services.</li> </ol>

<b>Relationship to Policy Framework</b>	
<b>Conclusion of Impact Assessment(s) where applicable</b>	
Climate	Wellbeing & Social Value
Digital	Health & Safety
Equality	Community Safety
The report covers grant funding provided by the Government to provide support to businesses impacted by the COVID crisis. It directly relates to local economic resilience and as such to the Council's Inclusive and Prosperous Local Economy priority.	
<b>Details of Consultation</b>	
The scheme and these proposals have been subject to extensive and regular consultation with business representatives including Lancaster and Morecambe BIDs, the Chamber of Commerce and the Federation of Small Businesses.	
<b>Legal Implications</b>	
There are no direct legal implications. The distribution of grant is covered by Government guidance which proposes priority businesses and eligibility criteria but allows Councils discretion based on providing support to any business which is deemed important to the local economy.	
<b>Financial Implications</b>	
The grant total is £1.68m from the Government. It is important that the Council distributes the full grant having regard to maximising support in an equitable and effective manner.	
<b>Other Resource or Risk Implications</b>	

No direct implications.	
<b>Section 151 Officer's Comments</b>	
The s151 Officer has contributed has been consulted in the writing of this report.	
<b>Monitoring Officer's Comments</b>	
The Monitoring Officer has provided advice on this report.	
<b>Contact Officer</b>	Dan Bates
<b>Tel</b>	Tel: 01524 582138
<b>Email</b>	dbates@lancaster.gov.uk
<b>Links to Background Papers</b>	
None.	

## 1.0 Introduction

- 1.1 The report covers options for distributing the remainder of the allocation for the Discretionary Business Grants schemes following the closure of original scheme on 30 June 2020.

## 2.0 Background

- 2.1 The Discretionary Business Grants scheme business grants scheme was launched by the Government in May 2020 in recognition that some businesses were not eligible for Small Business Grants Scheme and the Retail, Hospitality and Leisure Schemes. Lancaster City was allocated £1.68m.

- 2.2 The Council opened the scheme to applications in early June following Government guidance for the scheme which identified specific priority business types and eligibility criteria as set out below.

### *Priority Business Types*

- small businesses in shared offices or other flexible workspaces, such as units in industrial parks or incubators
- regular market traders
- bed and breakfasts paying council tax instead of business rates
- charity properties getting charitable business rates relief, which are not eligible for small business rates relief or rural rate relief

### *Eligibility Criteria*

- relatively high ongoing fixed property-related costs
- significant fall in income due to COVID
- occupies property (or part of a property) with a rateable value or annual mortgage/rent payments below £51,000
- was trading on 11 March 2020

- 2.3 The application process was open during June and a payment of £2,000 has been made to all eligible businesses. The scheme has been promoted widely through local business representatives including the BIDs and Chamber and via social media.

- 2.4 At the closing of the initial scheme about a quarter of the allocation has been used. In order to distribute the remaining allocations, Cabinet has a number of options which range from providing further grant to those businesses which are already eligible to changing eligibility criteria to admit more types of businesses or a combination of these two.
- 2.5 Appendix A considers a shortlist of options which have been discussed with the Leader and Portfolio Holders for Economic Development and Finance as well as representatives from Lancaster and Morecambe BIDs, the Chambers of Commerce and the Federation of Small Businesses.

### 3.0 Options and Options Analysis (including risk assessment)

<b>Option 1: Cabinet agree the proposals set out in Appendix A.</b>
<b>Advantages:</b> This will allow for the swift allocation of the remaining grant in a way which maximises its effectiveness and provides support to businesses which are suffering due to the COVID crisis.
<b>Disadvantages:</b> None identified.
<b>Risks:</b> As the funding is limited and the demand for support much greater than the available funding, there remains a risk that some types of businesses will not receive financial support. The options in the report attempt to address this risk as far as this is possible within the limited financial allocations.
<b>Option 2: Do not agree the proposals set out in Appendix A</b>
<b>Advantages:</b> None
<b>Disadvantages:</b> The grant is not allocated and is paid back to Government and businesses do not receive support.
<b>Risks:</b> Compounding of already considerable risk to local economy as businesses struggle due to the COVID crisis.

### 4.0. Officer Preferred Option (and comments)

- 4.1 The officer preferred option is Option 1. Approval of options will allow the process to be re-opened and grants to be awarded to eligible businesses.
- 4.2 It is recognised that appendix A proposes a number of options and allocations and that Cabinet might want to select some but not all of these options. Accordingly, it is important that any amendment to the proposals following discussion is recorded clearly in the Cabinet decision.
- 4.3 The Chair of Overview and Scrutiny has agreed to waive 'call-in' for any decision made. The Chief Executive is content with the decision to waive 'call-in'.
- 4.4 Special Urgency in accordance with Rule 15 of the Access to Information Rules has been invoked as any delay in decision making in this regard would seriously prejudice the public interest.

Proposal	Detail	Process	Proposed Amount
Original Scheme	Closely following Government categories and guidelines around size of business, COVID loss and property costs.	Scheme opened early June and closed on 30 June. A number of applications are still live as further information sought from applicants.	£400k
Extension to Original Scheme	Re-opening of original scheme with the same rules to proactively contact businesses which have not come forward. This would include those in known shared spaces and lists compiled of B&Bs and market traders.	The businesses that the Council has information about which have not yet applied would be approached. Roughly, it is estimated that a further 100 businesses might be approached.	£200k
Change to Original Scheme to address 'near misses'	A number of original applications have been rejected which narrowly failed the original scheme eligibility criteria. Types of businesses include: <ul style="list-style-type: none"> <li>• Those with vehicle related property costs (eg. ice cream vans, driving instructors)</li> <li>• Holiday lets</li> <li>• Home based businesses where there is clear delineation between home and office</li> </ul>	The proposal would amend the original criteria to allow applications from businesses in agreed categories. Businesses would still have to meet criteria of COVID related income loss, business size and no eligibility for other support. It is suggested, in the first instance, that a top-slice is agreed and that monies are distributed following the closure of a two week application period at the end of July.	£200k
Additional scheme to address small businesses affected beyond 4 <sup>th</sup> July	The criteria of the original scheme are retained (ongoing property costs, COVID income losses, small businesses, no other support to date) but eligibility is extended to any business not able to open due to Government guidelines (eg. gyms, nail bars).	Applications are invited from those businesses that are unable to open after 4 July seeking evidence that they are not permitted to open. It is not intended that businesses choosing not to open on 4 July would be included. It is suggested, in the first instance, that a top-slice is agreed and that monies are distributed following the closure of a two week application period at the end of July.	£200k

Proposal	Detail	Process	Proposed Amount
Businesses with Rateable Values over £51k	A number of businesses have missed out on Government and local support to date. Many of these businesses are deemed 'important' to the local economy and the retention of local employment.	<p>A review of the business rates listing reveals more than 350 businesses in this category.</p> <p>With this category, it is recommended that a topslice is agreed and whilst some criteria might be retained such as COVID related income loss and no access to other support, the concept of importance to the local economy is more subjective and might have to be agreed on a case by case basis although some metrics might be used in this assessment (eg. number of staff).</p>	£200k
Businesses between £15k and £51k in Rateable Value which have not benefitted from RHL scheme.	A number of small businesses in sectors other than Retail, Hospitality and Leisure sector that have rateable values between £15k and £51k have missed out on any form of support to date. As above, many of these businesses are deemed 'important' to the local economy and the retention of local employment.	<p>A review of the business rates listing reveals a significant number of businesses in this category.</p> <p>With this category, it is recommended that a topslice is agreed and whilst some criteria might be retained such as COVID related income loss and no access to other support, the concept of importance to the local economy is more subjective and might have to be agreed on a case by case basis although some metrics might be used in this assessment (eg. number of staff).</p>	£200k
Disbursement of remaining funds over already eligible businesses.	A number of optional schemes are covered above. It is suggested that these are time limited and at the closure of the schemes and the distribution of monies that any residual monies are distributed amongst already eligible recipients of discretionary grant monies.	Any agreed proposals would run from mid July to the end of the month. At that point an exercise would be carried out to distribute remaining monies across those businesses already eligible. A decision would need to be made as to whether some types of businesses do not receive this additional distribution.	£280k
<b>Total</b>			<b>£1.68m</b>



### Appnedix B - Analysis of Premises with RV between £15k and £51k

		Number of premises where RV is between £15k and £51k	Number of premises eligible for RHL grant	Number not eligible for RHL grant
CW	WAREHOUSE AND PREMISES	93	24	69
CO	OFFICES AND PREMISES	74	6	68
IF3	WORKSHOP AND PREMISES	55	9	46
EL	SCHOOL AND PREMISES	36	0	36
CS	SHOP AND PREMISES	180	153	27
EN1	DAY NURSERY AND PREMISES	10	0	10
CL	PUBLIC HOUSE AND PREMISES	57	48	9
MH	SURGERY AND PREMISES	9	0	9
CP	CAR PARK AND PREMISES	8	0	8
IF	FACTORY AND PREMISES	8	0	8
IMX	WASTE TRANSFER STATION AND PREMISES	8	0	8
MH1	HEALTH CENTRE AND PREMISES	8	0	8
FE	WIND TURBINE AND PREMISES	7	0	7
MT1	COMMUNICATION STATION AND PREMISES	7	0	7
CS1	BANK AND PREMISES	5	0	5
CW1	Workshop and Premises	5	0	5
CWO	WAREHOUSE, OFFICE AND PREMISES	5	0	5
CX	CARAVAN SALES LAND AND PREMISES	16	11	5
NW	SEWAGE TREATMENT WORKS AND PREMISES	5	0	5
LX	GYMNASIUM AND PREMISES	8	4	4
CS7	SHOWROOM AND PREMISES	13	10	3
CW3	STORE AND PREMISES	4	1	3
IF3O	WORKSHOP, OFFICE AND PREMISES	5	2	3
IM3	CONCRETE BATCHING PLANT AND PREMISES	3	0	3
CR	Restaurant and Premises	18	16	2
CW2	STORAGE DEPOT AND PREMISES	2	0	2
EM	LIBRARY AND PREMISES	2	0	2
IF3S	WORKSHOP, STORE, LABORATORIES AND PREMISES	2	0	2
IX	BREAKERS YARD, WORKSHOP AND PREMISES	2	0	2
ML	OFFICES AND PREMISES	2	0	2
MX	HOVERCRAFT STATION AND PREMISES	4	2	2
CG1	VEHICLE REPAIR WORKSHOP AND PREMISES	7	6	1
CG1O	VEHICLE REPAIR WORKSHOP, OFFICE AND PREMISES	1	0	1
CM	MARKET CAR PARK AND PREMISES	2	1	1
CR1	CAFE AND PREMISES	7	6	1
CS10	RETAIL WAREHOUSE AND PREMISES	2	1	1
CS6	POST OFFICE AND PREMISES	1	0	1
EL1	COLLEGE AND PREMISES	1	0	1
EM1	MUSEUM AND PREMISES	1	0	1
EX	RELIGIOUS RETREAT AND PREMISES	1	0	1
IF3W	Workshop & Premises	1	0	1
IFO	FACTORY, OFFICE AND PREMISES	1	0	1
LC	COMMUNITY CENTRE AND PREMISES	2	1	1
LC1	Club House and Premises	2	1	1

		Number of premises where RV is between £15k and £51k	Number of premises eligible for RHL grant	Number not eligible for RHL grant
LS3	MARINA AND PREMISES	1	0	1
LS6	SWIMMING POOL AND PREMISES	1	0	1
LT3	THEATRE AND PREMISES	1	0	1
MC	CEMETERY AND PREMISES	1	0	1
MS1	FIRE STATION AND PREMISES	1	0	1
MS2	AMBULANCE STATION AND PREMISES	1	0	1
CC1	CARAVAN PARK AND PREMISES	20	20	0
CG	PETROL FILLING STATION AND PREMISES	5	5	0
CG3	CAR SHOWROOM AND PREMISES	2	2	0
CH	HOTEL AND PREMISES	7	7	0
CH1	FISHERY, CARAVAN SITE, CHALETS AND PREMISES	2	2	0
CH2	GUEST HOUSE AND PREMISES	2	2	0
CL1	WINE BAR AND PREMISES	1	1	0
CL2	CLUB AND PREMISES	3	3	0
CS2	Betting Shop and Premises	1	1	0
CS3	HAIRDRESSING SALON AND PREMISES	3	3	0
CSO	Cafe, Office & Premises	1	1	0
LS2	GOLF COURSE AND PREMISES	2	2	0
LS5	FOOTBALL GROUND AND PREMISES	1	1	0
LT	CINEMA AND PREMISES	1	1	0
LT1	Amusement Arcade and Premises	2	2	0
	Total	749	355	394

**Lancaster City Council | Report Cover Sheet**

<b>Meeting</b>	Cabinet	<b>Date</b>	14 July 2020		
<b>Title</b>	Homeless & Rough Sleeper Strategy				
<b>Report of</b>	Director for Communities and the Environment				
<b>Purpose of the Report</b>					
To request members approve the revised Homelessness & Rough Sleeper Strategy 2020-23.					
<b>Key Decision (Y/N)</b>	Y	<b>Date of Notice</b>	16 June 2020	<b>Exempt (Y/N)</b>	N

**Report Summary**

In March 2014 the Council adopted the Homelessness Strategy and action plan 2014-2019 to prevent Homelessness, this has now expired and needs replacing with a new Strategy document and action plan. The Council employed an independent Housing & Homeless Consultant to carry out a review of the Districts Homelessness and Rough Sleeping strategy which also included a “lived experience” report from local people who had experience of accessing homeless services locally and who had also experienced rough sleeping for themselves first hand to inform the strategy document. The new strategy highlights some of the achievements from the previous 5 years, and also reports on what we will do in the coming months and years, and how we can improve homelessness services across the Lancaster district to prevent homelessness and end rough sleeping.

**Recommendations of Councillor Caroline Jackson**

**(1)** To approve and adopt the revised Homelessness & Rough Sleeper Strategy and action plan for the next 4 years.

**Relationship to Policy Framework**

Council Plan – the strategy directly contributes to the Council’s approved priorities which includes a sustainable District and Happy and Healthy Communities.  
Local plan – will contribute to increasing the supply of housing in Lancaster district  
Will directly contribute to the Homes Strategy 2020-2025 (currently being drafted) – access to more accommodation options in the private sector and developing Housing First and a social lettings agency in partnership with housing providers.

**Conclusion of Impact Assessment(s), where applicable**

Climate	Wellbeing & Social Value
---------	--------------------------

<b>Digital Equality</b>	<b>Health &amp; Safety</b>																																																															
	<b>Community Safety</b>																																																															
<b>Details of Consultation</b>																																																																
<p>A multi-agency consultation event with key stakeholders took place in May 2019 at the Storey Institute. At further 2 Homelessness Forum meetings took place in October 2019 and March 2020 to review the action plan document, make recommended changes and ensure all partners and key stakeholders which focused on a collective and agreed priorities within the action plan co-designed with our key partners. This provided the opportunity to discuss the key priorities taking into account the local housing market, existing provision, looking at gaps in provision at a local level to ensure we have support from all our key partners to work together to shape the local effort to reduce homelessness and end rough sleeping whilst at the same time considering the guidance, current legislation and good practice.</p> <p>As highlighted above the work of the independent Housing and Homelessness Consultant also involved conversations with those with “lived experience” to ensure their voice was heard and included within the Strategy and Action Plan.</p> <p>We have subsequently circulated draft copies of the draft Homeless and rough sleeper strategy via the Homelessness Forum in February 2020 and carried out a formal consultation period with our statutory, voluntary, faith and partner Private Registered Providers of Social Housing and local stakeholders.</p>																																																																
<b>Legal Implications</b>																																																																
<p>Under the Homelessness Act 2002 it is a legal requirement for the Council to have a Homelessness Strategy. The Council has a duty to review, consult on and update the strategy every five years. The Council must consider the strategy when exercising its housing functions.</p>																																																																
<b>Financial Implications</b>																																																																
<p>The approved general fund revenue budget includes the following amounts to assist towards our current objectives surrounding homelessness and rough sleeping.</p>																																																																
<table border="1"> <thead> <tr> <th><b>Housing Advice</b></th> <th>2020/21</th> <th>2021/22</th> <th>2022/23</th> <th>2023/24</th> </tr> <tr> <td></td> <th>£</th> <th>£</th> <th>£</th> <th>£</th> </tr> </thead> <tbody> <tr> <td colspan="5"><u>Expenditure</u></td> </tr> <tr> <td>Salaries</td> <td>329,100</td> <td>339,100</td> <td>204,800</td> <td>210,100</td> </tr> <tr> <td>Transport Related</td> <td>1,500</td> <td>1,000</td> <td>1,000</td> <td>1,000</td> </tr> <tr> <td>Supplies &amp; Services</td> <td>386,200</td> <td>125,600</td> <td>120,900</td> <td>121,000</td> </tr> <tr> <td><i>Total Expenditure</i></td> <td><u>716,800</u></td> <td><u>465,700</u></td> <td><u>326,700</u></td> <td><u>332,100</u></td> </tr> <tr> <td colspan="5"><u>Income</u></td> </tr> <tr> <td>Government Grant</td> <td>379,600</td> <td>125,300</td> <td>0</td> <td>0</td> </tr> <tr> <td>Housing Benefit Recovery</td> <td>35,800</td> <td>36,500</td> <td>37,200</td> <td>37,900</td> </tr> <tr> <td><i>Total Income</i></td> <td><u>415,400</u></td> <td><u>161,800</u></td> <td><u>37,200</u></td> <td><u>37,900</u></td> </tr> <tr> <td><i>Net Expenditure</i></td> <td><u>301,400</u></td> <td><u>303,900</u></td> <td><u>289,500</u></td> <td><u>294,200</u></td> </tr> </tbody> </table>					<b>Housing Advice</b>	2020/21	2021/22	2022/23	2023/24		£	£	£	£	<u>Expenditure</u>					Salaries	329,100	339,100	204,800	210,100	Transport Related	1,500	1,000	1,000	1,000	Supplies & Services	386,200	125,600	120,900	121,000	<i>Total Expenditure</i>	<u>716,800</u>	<u>465,700</u>	<u>326,700</u>	<u>332,100</u>	<u>Income</u>					Government Grant	379,600	125,300	0	0	Housing Benefit Recovery	35,800	36,500	37,200	37,900	<i>Total Income</i>	<u>415,400</u>	<u>161,800</u>	<u>37,200</u>	<u>37,900</u>	<i>Net Expenditure</i>	<u>301,400</u>	<u>303,900</u>	<u>289,500</u>	<u>294,200</u>
<b>Housing Advice</b>	2020/21	2021/22	2022/23	2023/24																																																												
	£	£	£	£																																																												
<u>Expenditure</u>																																																																
Salaries	329,100	339,100	204,800	210,100																																																												
Transport Related	1,500	1,000	1,000	1,000																																																												
Supplies & Services	386,200	125,600	120,900	121,000																																																												
<i>Total Expenditure</i>	<u>716,800</u>	<u>465,700</u>	<u>326,700</u>	<u>332,100</u>																																																												
<u>Income</u>																																																																
Government Grant	379,600	125,300	0	0																																																												
Housing Benefit Recovery	35,800	36,500	37,200	37,900																																																												
<i>Total Income</i>	<u>415,400</u>	<u>161,800</u>	<u>37,200</u>	<u>37,900</u>																																																												
<i>Net Expenditure</i>	<u>301,400</u>	<u>303,900</u>	<u>289,500</u>	<u>294,200</u>																																																												

It should also be recognised that included within the account is £826K of unspent government grant from previous years which is ringfenced to be spent on delivering homelessness and rough sleeping initiatives.

The strategy is inherent with actions/targets which require financial input. All these will be financially appraised prior to delivery but at this juncture it is expected that there are sufficient financial resources available to meet them.

#### **Other Resource or Risk Implications**

#### **Section 151 Officer's Comments**

The Section 151 officer has been consulted and has no further comments.

#### **Monitoring Officer's Comments**

The Monitoring officer has been consulted and has no further comments.

<b>Contact Officer</b>	Sharon Parkinson
------------------------	------------------

<b>Tel</b>	01524 582621
------------	--------------

<b>Email</b>	saparkinson@lancaster.gov.uk
--------------	------------------------------

#### **Links to Background Papers**

## **1.0 Introduction**

- 1.1 The report seeks approval of the Council's draft Homelessness and Rough Sleeping Strategy<sup>1</sup> for the next 4 years which has been out to consultation for the past twelve weeks. The Strategy includes a review of levels of homelessness within the Lancaster and the District as well as key actions required over coming years to effectively meet future challenges. It builds on progress made and highlights some of the key actions that are proposed be taken by the Council and its partners to help prevent and address homelessness and rough sleeping.
- 1.2. The Council's Homelessness and Rough Sleeping Strategy aligns within the Council's over-arching Homes Strategy, following the stakeholder events and consultation process this strategy subject to member approval, will replace the existing one with an up-to-date, collaborative and sector-led approach to prevent homelessness and rough sleeping within our District.
- 1.3 This report is being presented to Cabinet because producing a Homelessness and Rough Sleeping Strategy is a statutory requirement for local authorities, reiterated in

---

<sup>1</sup> The Strategy was produced in consultation with independent consultant Imogen Blood.

guidance provided by the Ministry of Housing, Communities and Local Government (MHCLG) following the Homelessness Reduction Act 2017.

- 1.4 The Council has chosen to integrate the Rough Sleeping Strategy with the Homelessness Strategy creating one document as the two areas are closely related. The strategy also includes input from people who have “lived experience” of homelessness and / or rough sleeping.
- 1.5 It should be noted that the course of the pandemic has significantly changed the rough sleeping landscape for Lancaster. Prior to March 2020, it is acknowledged that Lancaster, although not on the same scale as some other cities, did have a population of entrenched rough sleepers, that were difficult to engage with. However, by the end of March all rough sleepers had been accommodated and we are continuing to work with them and those accommodated due to rough sleeping or at risk of rough sleeping, to help keep them off the streets with our partners. This is an evolving area of government policy, therefore whilst some of the actions included within the new Strategy may now be less applicable, it is deemed important to present the Strategy in its current form with subsequent updates to follow when the national and local picture becomes clearer.

## **2.0 Proposal – Strategy Actions**

- 2.1 The draft strategy includes a number of key priorities which are supported by a range of actions and recognises the importance of partnership working, including across council departments, statutory and voluntary agencies.
- 2.2 The strategy is underpinned by the following key priorities which have corresponding actions:
  - Priority 1: Preventing homelessness - since the causes of homelessness are varied, a multi-layered, whole system, strategic response is required to shift intervention ‘upstream’
  - Priority 2: Tackling rough sleeping and supporting people out of homelessness
  - Priority 3: Improving access to settled accommodation
- 2.3 These priorities were informed by a review of homelessness in the district that identified a number of key issues as summarised in the next section.

## **3.0 Local & National Context**

- 3.1 The number of households in temporary accommodation has steadily increased since 2019/20 due to changes in the local housing market, universal credit and an increased lack of affordable accommodation at or below Local Housing Allowance (LHA) rates. This is despite the introduction of the Homelessness Reduction Act 2017 that strengthened prevention activities and the provision of comprehensive housing options services to local residents.
- 3.2 The most frequent reasons for homelessness are relationship breakdown, eviction by family and loss of private rented accommodation. The Council has invested in preventative services that seek to support people to remain in their existing home as well as expanding supported accommodation provision for those who do become homeless including:

- 3.2.1 services to support those who have experienced domestic violence through pan-Lancashire funding bids to MHCLG for extra support services like children support workers Independent Domestic Violence Advocates (IDVAs) and dispersed family units;
- 3.2.2 Safenet refuge provision to reduce the risk to victims with extra bed spaces currently in development locally due to open in August 2020; and
- 3.2.3 The Council and County Council commissioning new supported accommodation services for single homeless and rough sleepers since the last Strategy including the development of the 23-bed hostel at Oak Tree House. The Council is also supporting households to access alternative private rented accommodation with financial assistance where required.
- 3.3 Our early intervention model is increasingly geared to helping people help themselves by identifying and resolving the root causes of their problems before they become homeless. The Council is committed to continuing to prevent households from becoming homeless and, where this is not possible, support them to relieve their homelessness situation.
- 3.4 There is a very high demand for social housing across the whole district. The Council has approximately 2000 households waiting for Council homes with approximately 450 homes let each year. The demand is highest in absolute terms for one bed flats, two and three bedroom houses. Housing market pressures and the continuing unaffordability of housing in the district will continue the ongoing increase in demand for support services to prevent homelessness.
- 3.5 We continue to use the levers at the Council's disposal, we are seeking to address the issues surrounding the supply of both affordable housing and available properties within the private rented sector. The Council's ambitious Housing Company and regeneration programmes will provide a number of new, much needed homes across the district, over the next 5 years. However, in the short term, the transitioning housing market due to the pandemic may create some supply challenges but also opportunities for homeless households to be housed using central government funding for those rough sleepers recently housed as part of the governments "everyone in" campaign".
- 3.6 It is recognised that the private rented sector has a key role to play in addressing the supply and demand imbalance. The key priorities are to reduce anti-social behaviour from rental properties which is caused by poor management, and improve housing standards. The Council acknowledges that the majority of landlords operate their businesses professionally and that the private rented sector can provide high quality housing options for local people.
- 3.7 The Council and Cabinet have looked at the possibilities of the introduction of selective licensing over 18 months ago in particular in the West End of Morecambe, the additional licensing scheme and this has been picked up in the review of the homelessness strategy to relook at in particular parts of the District.
- 3.8 The current national picture around rough sleeping is currently evolving. At the time of drafting the Homelessness Strategy we had clear and genuine aspirations to halve rough sleeping numbers in the district by 2020 and eliminate rough sleeping in the borough by 2022, ahead of national targets. This work has subsequently been expedited by the 'Everyone In' campaign spearheaded by Dame Louise Casey and

the Rough Sleeping COVID-19 Taskforce<sup>2</sup>. The COVID-19 pandemic has of course presented many challenges however through the action of the Council and it's partners, we ensured 22 rough sleepers many of who were entrenched were brought in off the streets by the end of March, using a variety of options including bed and breakfast, council properties and supported housing projects. During the pandemic a further 37 residents who were found to be rough sleeping or at risk of rough sleeping have been provided with accommodation (as at 16<sup>th</sup> June 2020). It now remains a top priority to continue to keep those accommodated from returning to the streets as well as providing a more proactive response to tackling this issue, especially within Lancaster City Centre and as new rough sleepers continue to present.

- 3.12. Housing and homelessness are recognised as determinants of public health and critical to increasing the life expectancy of people living in the district. The homelessness review highlights the additional support needs from a number of vulnerable groups and the draft strategy links with the Health and Wellbeing Board local Integrated Care Community's objectives to improve health and social care outcomes through integrated services, especially for those suffering from mental health and substance misuse.
- 3.13 We recognise that dealing with homelessness is complex and numbers can be unpredictable, so we are not complacent. We need to keep our plans under review to respond to variations in demand or increases in the level of rough sleeping in future. The Council therefore will view this strategy as a "live" document, which will be subject to regular review with members of the Homeless Forum and Homeless advisory group to make sure we effectively respond to and address issues of homelessness. Further updates will be provided to Cabinet at appropriate intervals.

**4.0 Options and Options Analysis (including risk assessment)**

<b>Option 1:</b>
Do not approve the revised Homeless and Rough Sleeper Strategy
<b>Advantages:</b> No notable advantages
<b>Disadvantages:</b> Not able to carry out our statutory duties to prevent homelessness. Increased statutory homeless applications, increase in rough sleeping, increased health inequalities and increase in use of temporary accommodation costs.
<b>Risks:</b> Legal Challenge – the Council would be in breach of its legal requirements and could face censure (and the loss of funding support) from Government. Increased costs to the Council through increasing levels of homelessness and rough sleeping as well as worsened outcomes for local residents.
<b>Option 2:</b>

<sup>2</sup> On 24<sup>th</sup> June the government announced an additional £105m to help local authorities implement a range of support interventions for people placed into emergency accommodation during the COVID-19 pandemic, this is in addition to the funding announcement on 24<sup>th</sup> May to provide 3,300 long-term, safe homes for vulnerable rough sleepers this year.



Approve the revised Homeless and Rough Sleeper Strategy
<b>Advantages:</b> The Strategy Policy has been independently reviewed and is compliant with current legislation and good practice. Reduce homelessness, prevents homelessness and rough sleeping and ends the use of Bed and Breakfast for all.
<b>Disadvantages:</b> No notable disadvantages
<b>Risks:</b> Targets set within the strategy are not met – mitigation of this will be through regular monitoring by multi-agency Homelessness Forum as well as Homelessness Advisory Group.

**4. Officer Preferred Option (and comments)**

4.1 The Officer preferred option is Option 2. If the Strategy is approved and adopted this will give officers and partners a clear framework and action plan to work together in collaboration to reduce homelessness and end rough sleeping.

# Homelessness Strategy 2020-23

Lancaster City Council

October 2019

Authors: Imogen Blood, Paul Connery, Chloë Hands & Shani Wardle

Tackling homelessness is a key part of Lancaster City Council (LCC)'s Corporate Plan.

In it, the council states it will:

*'Prevent homelessness by providing help and advice'*

and that, by 2022,

*'Fewer people and families will be homeless'*

**Contents**

Foreword.....	4
Review of homelessness .....	5
Introduction .....	5
This commission/ report.....	5
The evidence base.....	5
Progress and developments since the last strategy .....	6
Preventing homelessness: the evidence .....	9
1. The causes of homelessness in Lancaster.....	9
1.1. Statutory homelessness data.....	9
1.2. Findings from the lived experience research.....	11
2. Profile of those presenting to the council .....	13
2.1. Types of Households .....	13
2.2. Support needs.....	14
2.3. Age .....	15
2.4. Ethnicity & Nationality .....	15
Homelessness Strategy .....	16
3. How prevention is currently working .....	16
3.1. Impact of the Homelessness Reduction Act 2017 .....	16
4. Preventing homelessness at key transitions .....	19
4.1. Young people leaving home and/or local authority care .....	20
4.2. Prison release.....	21
4.3. Leaving asylum seeker support.....	22
4.4. Hospital discharge.....	23
4.5. Leaving the armed forces.....	23
4.6. Leaving violent or abusive relationships.....	24
4.7. Older people .....	24
4.8 Duty to Refer.....	25
5. Tackling rough sleeping and supporting people out of homelessness: the evidence.....	26
5.1 Relief Duty Outcomes .....	26
5.2. Rough sleeper statistics .....	27
5.3. Feedback from people experiencing homelessness .....	27
5.4. Supported Housing .....	31
5.5. Temporary accommodation .....	32

6. Access to settled housing: the evidence.....33

6.1. Challenges and barriers .....33

6.2. PRS Access/ Social lettings .....34

6.3. Social housing .....35

6.4. Allocations and lettings to homeless households .....36

6.5. Links to wider Housing Strategy .....38

Monitoring .....38

Strategy Action Plan.....39

Appendix A: Supported Housing Provider Summary (2018/19).....51

Appendix B: Stakeholders engaged in this review.....54

## Foreword

I am pleased to be presenting to you the new Homelessness Strategy 2020 – 2023. Over the years covered by the previous strategy Lancaster, in common with all cities, saw a rise in homelessness and rough sleeping, which created a challenge to us all as a community.

Now, writing in the midst the powerful effects of Covid 19, I know that we are growing into a new situation and new ways of working. Homelessness and the extreme health vulnerabilities of people without homes cannot be acceptable to us. As a city council we are committed to making rough sleeping a thing of the past. Rather than rehousing homeless households, we will make sure tenancies are supported so as few people as possible have to leave their homes. We don't underestimate the challenges we face and we know that we have no possibility of achieving our aims without the co-ordinated, active and creative support of other agencies, of voluntary groups and of the whole community.

We have a number of key concerns which are reflected in the statistics and recommendations of the report

- Too many individuals and households come forward and ask us for support with homelessness at a late stage – working with agency and community partners, we want to reach people early and give them the confidence to work with us.
- There isn't enough suitable accommodation for rent for homeless individuals and families. We will work to provide more accommodation and to include homelessness provision in our planning for new building in the district.
- Some individuals have lived for years on our streets. We are determined to work with our communities during and post Covid 19 to find strategies, including Housing First, to provide the skilled and sensitive support individuals need to change lives and create new futures.
- Rough sleepers are vulnerable and unsafe. Through agency and voluntary service support, our district will have enough suitable accommodation so as to ensure those who are homeless do not need to sleep rough.

We cannot do without skilled city council officers, who play the key role, along with a number of agencies, in 'getting people off the streets,' and supporting them. But people newly homed also need new, accepting communities. We will work with some of our main voluntary partners to change the focus of generous local people. Rather than giving money or food on the street we would like to develop an active community that will wrap round those recovering from homelessness and inspire them to create new lives.

My thanks are due to housing and homelessness officers who despite this unprecedented time and the huge increase in work, have continued to develop and refine this strategy. Thanks to agencies, voluntary groups and third sector partners for their past advice and input in the process and to Imogen Blood Associates for the work of consultation. I look forward to much good discussion and many changes and refinements as we move on with this strategy.

Councillor Caroline Jackson - Lead Member for Housing

# Review of homelessness

## Introduction

### This commission/ report

Lancaster City Council commissioned the independent social research consultancy Imogen Blood & Associates (IBA) to conduct a Homelessness Review and to facilitate the development of a Homelessness Strategy and Action Plan.

In line with the Homelessness Act 2002 guidance<sup>1</sup>, the review has:

- Involved relevant partners, including statutory partners, voluntary sector and specialist providers, and people with lived experience, listed in Appendix B;
- Considered other relevant local plans and wider but related programmes, to assess strategic alignment, e.g. Corporate Plan, Empty Homes Strategy;
- Reviewed data on current levels of homelessness, its causes and the profile of those experiencing homelessness;
- Reviewed activities to prevent homelessness and to provide support and/or temporary/ settled accommodation to those experiencing homelessness.

### The evidence base

Between February and June 2019, IBA collected and analysed the following sources of data in order to inform the recommendations for the strategy:

- Qualitative research conducted by our team of peer researchers, with 30 people who are experiencing homelessness in a range of settings including day centre, supported housing and temporary accommodation;
- Engagement of 33 professional stakeholders in total: through an event held on 22 May 2019 at The Storey in Lancaster, attended by 24 people, and through 8 in-depth phone interviews (one of which involved two people);
- A data capture exercise conducted with 4 supported housing providers encompassing 6 projects in Lancaster and Morecambe;
- Secondary analysis of the H-CLIC and P1E data collated and published by MHCLG;
- Review of documents and data supplied by the council and its partners; and
- Review of relevant practice examples drawn from other authorities.

---

<sup>1</sup> <https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities/overview-of-the-homelessness-legislation>

## Progress and developments since the last strategy

Lancaster City Council's last Homelessness Strategy and Action Plan ran from 2014-19.

There have been a number of significant changes to the national policy context since 2014. This has included:

- **Homelessness Reduction Act 2017** (which came into effect in April 2018): this widened the duties of local authorities, who are now required to provide certain types of advice and support (but not necessarily accommodation) to all individuals or households who are homeless or assessed as being at risk of homelessness within the next 56 days.
- **The national Rough Sleeping Strategy 2018** sets out the government's vision for halving rough sleeping by 2022 and ending it by 2027.
- **Universal Credit (UC)** - Lancaster became a UC full service area in July 2016; there is evidence<sup>2</sup> that the implementation of UC has reduced the willingness of private sector landlords to accept people on benefits and that delays with UC payments has led to increased evictions as a result of arrears.
- **Freezing of the Local Housing Allowance (LHA) rates** from 2016. Research conducted by Crisis<sup>3</sup> and the Local Government Association<sup>4</sup> suggests that the gap between average rents and the LHA reduces the affordability of decent quality accommodation in the private rented sector for those dependent on benefits. This is a particular issue for the majority of those aged 35 and under who are only entitled to the Single Room Rate of the LHA.
- **The re-structuring of the probation service** under the *Transforming Rehabilitation* programme, creating Community Rehabilitation Companies to run independently of the National Probation Service.
- **COVID 19<sup>5</sup>** measures required local authorities to bring in off the streets those who were sleeping rough to protect their health and stop wider transmission including closing shelters which have not been able to comply with social distancing advice. By the end of March 2020, Lancaster City Council had complied with this and accommodated 22 individuals.

---

<sup>2</sup> RLA PEARL (2019) *State of the Private Rented Sector: Finance, Tax & Supply: Quarter 3, 2019*. Manchester: Residential Landlords Association Ltd. Available at: [https://research.rla.org.uk/wp-content/uploads/State-of-the-PRS-Q3-Survey-FINAL\\_compressed-1.pdf](https://research.rla.org.uk/wp-content/uploads/State-of-the-PRS-Q3-Survey-FINAL_compressed-1.pdf) [Accessed 10 January 2020].

<sup>3</sup> Crisis (2019) *Cover the Cost: How gaps in Local Housing Allowance are impacting homelessness*: [https://www.crisis.org.uk/media/240377/cover\\_the\\_cost\\_2019.pdf](https://www.crisis.org.uk/media/240377/cover_the_cost_2019.pdf)

<sup>4</sup> LGA (2020) *Evidencing the link between the Local Housing Allowance freeze and homelessness*: Summary report:

<https://www.local.gov.uk/sites/default/files/documents/Evidencing%20the%20link%20between%20the%20LHA%20freeze%20and%20homelessness-Summary%20report-5Feb20-pub.pdf>

<sup>5</sup> <https://www.gov.uk/government/publications/letter-from-minister-hall-to-local-authorities>

Our Priorities from the 2014-19 Homelessness Strategy and Action Plan were:

1. Preventing Homelessness
2. Developing the Council's Services
3. Facilitating Effective Multi-Agency Working
4. Developing the Private Rented Sector
5. Addressing 'Inward Migration' and Rough Sleeping
6. Monitoring Performance and Keeping Abreast of Changes in Legislation and Policy

Highlights of progress against these priorities since 2014 include:

### **1. Preventing Homelessness**

- Opened an afternoon housing drop-in for all ages at the YMCA in Lancaster. This aims to encourage engagement and access to supported accommodation for those who struggle to keep to appointments.
- Roll-out of the Duty to Refer, encouraging partner agencies to inform the council of those who are at risk of or experiencing homelessness
- Set up housing drop-in sessions at Job Centre Plus/ Department of Work & Pensions
- Established weekly CAB outreach surgery in Lancaster and Morecambe Town Halls

### **2. Developing the Council's Services**

There has been a significant increase in the provision of supported housing in Lancaster since the last strategy. This is described in more detail in appendix A, but new provision since 2014 includes:

- Oak Tree House – following a successful bid for capital funding, developed and delivered a purpose-built 23-bed hostel for people with complex needs.
- Commissioned a 6-bed refuge for women fleeing domestic violence in partnership with Lancashire County Council; and a safe-house male-only provision for up to 2.
- Domestic Violence provision is also due to be expanded to a 20-bed unit, which will include provision for 5 singles with complex needs opening in 2020. A successful bid to MHCLG with Lancashire County Council will fund complex needs and resettlement workers for the new refuge.
- New shared housing provision for young people (7 units): this has been funded using Places 4 People (to purchase properties), City Council funding (carpets and furniture), with ongoing revenue funding from exempt Housing Benefit.
- Commissioned supported temporary accommodation beds: 8 at Aldcliffe House and 4 at Portland Street, Lancaster both funded by the City Council and exempt Housing Benefit.
- 14 recovery supported housing beds at Walter Lyon House, following the closure of a Tier 4 rehabilitation facility on that site.



### **3. Facilitating Effective Multi-Agency Working**

- *Lancashire Reducing Re-offending: Housing and Resettlement Protocol* agreed, in order to prevent homelessness wherever possible for prisoners on short sentences, and to coordinate the response to those released without accommodation. This is discussed in more detail in A.4.2
- *Lancashire Joint Protocol (2017-2020) Joint Working Arrangements – Meeting the Needs of Homeless 16/17 year olds* agreed to promote a consistent approach across the county. This is discussed in more detail in A.4.1. There has been no use of Bed & Breakfast temporary accommodation for this age group.
- *Homeless in Hospital Guidelines* have been produced with the Royal Lancaster Infirmary with the aim of reducing the numbers of people discharged to no/ inappropriate accommodation and to reduce delayed discharges due to housing problems.
- The Rough Sleeper/ Complex Needs Panel has been merged with the Royal Lancaster Infirmary Frequent Attenders/ Mental Health multi-agency meetings, since it was recognised that there was overlap between the cohorts.

### **4. Developing the Private Rented Sector**

- Introduced a Rent Deposit Scheme: all those experiencing homelessness (regardless of priority need) have access to rent in advance and deposit payments from the Homelessness Prevention Grant. Those already in receipt of Universal Credit housing element or Housing Benefit can claim a Discretionary Housing Payment to cover rent in advance and deposit.
- Extended the accommodation finding service (discussed in more detail in C.2)
- Commissioned Pre-Tenancy training

### **5. Addressing rough sleeping (including ‘Inward Migration’)**

- The City Council has funded 6 spaces on the cold weather provision at Aldcliffe House using the communal lounge;
- A number of successful bids from the MHCLG Rough Sleeper Initiative to fund:
  - Rough Sleeper Outreach Worker with bespoke budget
  - Rough Sleeper Navigators and Supported Lettings Officer (Rapid Rehousing Pathway)
  - Funding for Trauma-informed counselling for adverse childhood experiences (ACEs)
- By the end of March 2020, rehoused 22 individuals who were sleeping rough or in shelters as part of the Councils COVID 19 response.

### **6. Monitoring Performance and Keeping Abreast of Changes in Legislation and Policy**

- Implementation of Homelessness Reduction Act

## Preventing homelessness: the evidence

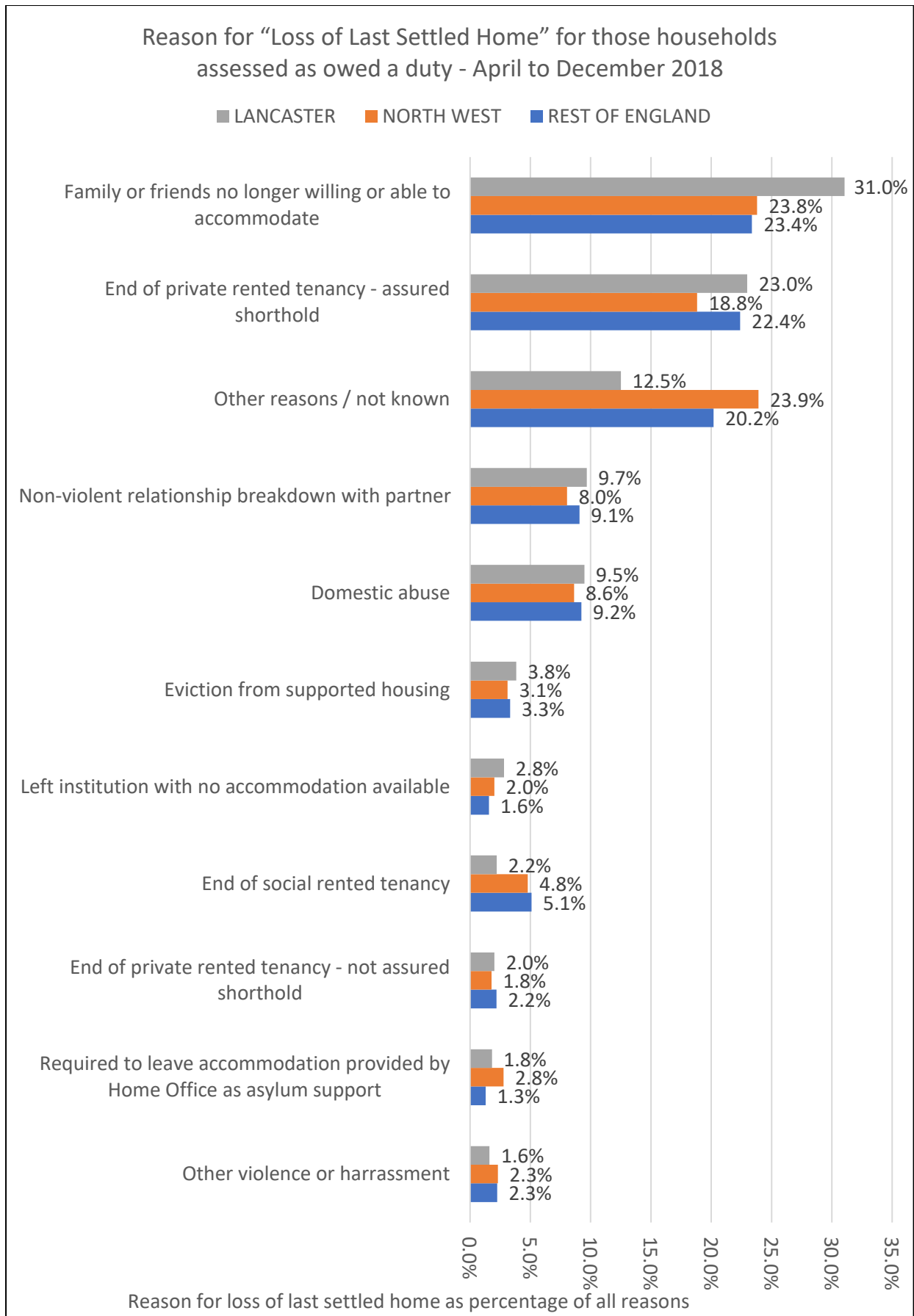
### 1. The causes of homelessness in Lancaster

#### 1.1. Statutory homelessness data

The following chart shows the reason for loss of last settled home for those owed a homelessness duty by the council between April and December 2018.

We have compared Lancaster's data (in grey) with equivalent data from the North West and the rest of England (excluding London) to provide a benchmark.

*NB: There may well be other people who are homeless in Lancaster but who have not sought help from the council, or have not re-presented during this period.*



<b>What the data shows</b>	<b>What this means for Lancaster's strategy</b>
A wide range of reasons why people are becoming homeless	There is a need for a <i>range</i> of prevention activities
Family and friends no longer being willing to accommodate is the largest cause	Mediation, education about housing options, and early intervention for families may help to reduce unplanned moves of this kind
End of private rented sector tenancy is slightly higher than regional and national averages	Ongoing interventions are needed to: <ul style="list-style-type: none"> <li>• educate PRS landlords and tenants of their rights and responsibilities;</li> <li>• enforce where landlords behave unlawfully;</li> <li>• manage and support access to the PRS</li> </ul>
Eviction from social tenancies is relatively low, which suggests that the council's and local Registered Providers' tenancy sustainment offer is working	The tenancy sustainment offer to those in social housing should be continued.
A total of 42 individuals became homeless having left a range of institutions (including prison, hospital, supported/ asylum seeker accommodation)	Continue to improve clear protocols and pathways with these institutions to prevent homelessness and ensure smooth transitions wherever possible

## 1.2. Findings from the lived experience research

When we asked people experiencing homelessness in Lancaster what had caused their homelessness, the following reasons were frequently mentioned:

### *Breakdown of relationships with family, partners, friends or neighbours*

Sometimes this was due to the end of a romantic relationship, or friends/ family needing space in their homes for other purposes; sometimes this was linked to problems with alcohol, drugs or violence, or to domestic violence. In some cases, the person's own issues with offending or substance use seem to have caused the relationship breakdown, but there were examples of relationships or tenancies breaking down due to other people's issues, e.g. an adult son effectively 'cuckooing' a tenancy and turning it into a 'drug den', or people leaving their family home due to the drinking or violence of their parents or partner.

Although most of these people felt there was nothing that could have been done by services to prevent the loss of their home, it is possible that more could have been done to mediate, advise or support in some of these cases. For example, one woman told us she had been advised to give up her tenancy and move into a refuge because her violent ex-partner was due to be released from prison; she was then unable to get another tenancy due to arrears.

### *Landlord action*

Typically, this was due to a private landlord wanting to sell, modify, renovate or re-let the property at a higher rent. Some interviewees linked this directly to increases in demand within the local housing market, e.g. being able to charge higher levels of rent to people working at the power station. Sometimes private landlords had not followed the correct procedure for serving notice, but people were either not aware of this or did not see the point in trying to challenge it:

*'The landlord threw me out. He wanted me to leave anyway... I don't recall him giving me notice... He just told me to go. And he's changed the locks.'*

### *Affordability*

Several people told us they had lost their jobs, spent any savings they had and then been unable to afford the rent. Others told us about reductions in their benefits or sanctions which had meant they could not afford to pay rent. Some had racked up debts, sometimes through what they described as 'poor money management', gambling or other addictions.

### *Lack of support for longer term needs/ trauma*

A few interviewees described longer-term struggles with poor mental health, family histories involving violence and substance abuse, or traumatic experiences such as the death of a partner. These people often felt that they had received inadequate support from services historically:

*'The times where I've branched out for help because of my[gambling] addiction... I find sometimes I have tried to get that help but it's disregarded.'*

*'A bit more support mental health wise [might have helped prevent homelessness as a teenager] 'cos I'd been sort of telling people, trying to get a bit of help but nothing was happening. I still struggle with it really bad now, severe depression, anxiety and OCD as well.'*

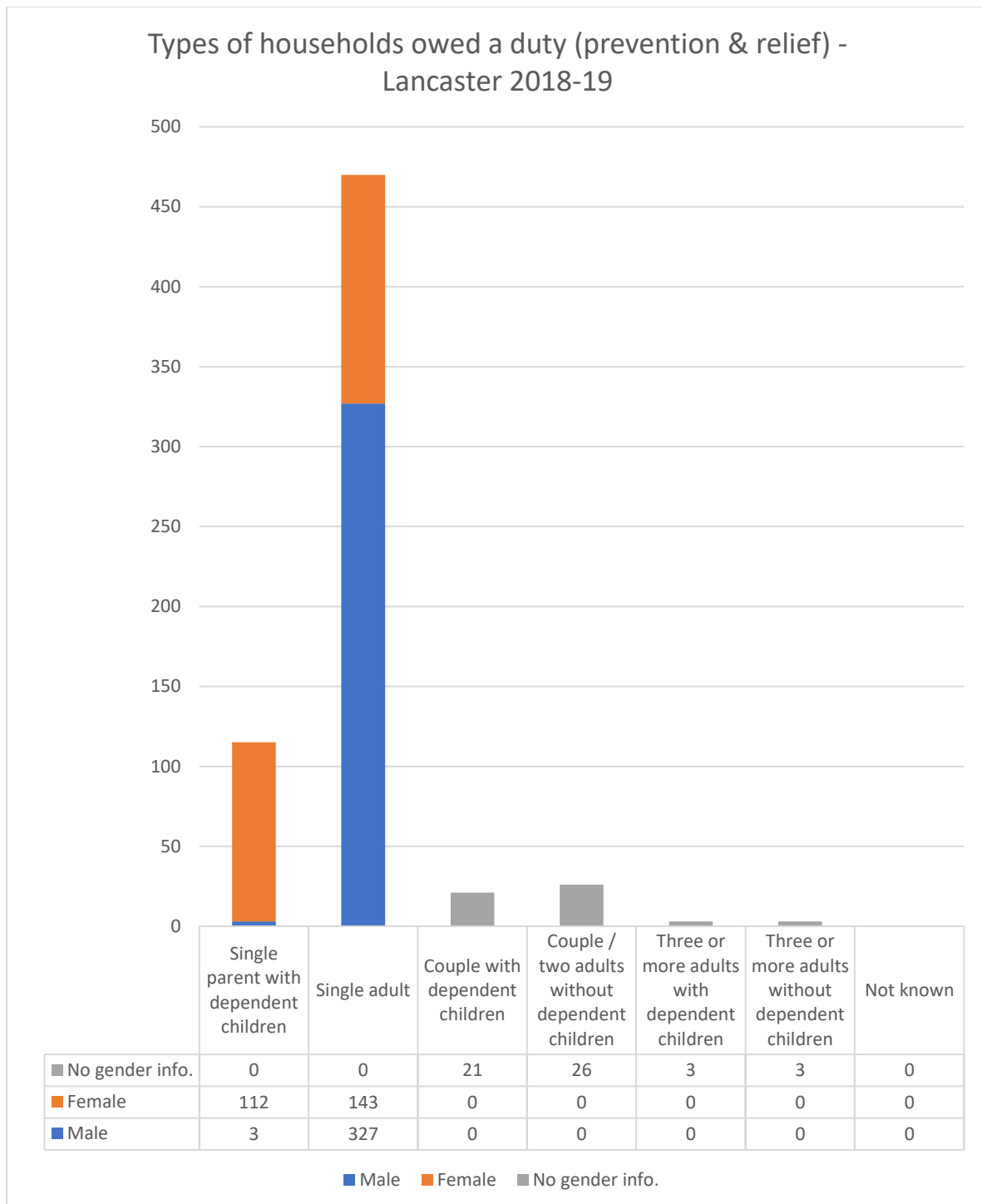
Sometimes these people felt stuck on account of the local connection rules: they did not want to return to their last place of residence because of difficult memories, fear, or a desire to make a fresh start, but had been told by the council they could not help.

### *Other reasons*

We also met people who had come into the homelessness system in Lancaster for a range of other reasons – for example, because they had been granted leave to remain and were no longer eligible for accommodation through their asylum seeker scheme; or because their previous home was no longer suitable to live in.

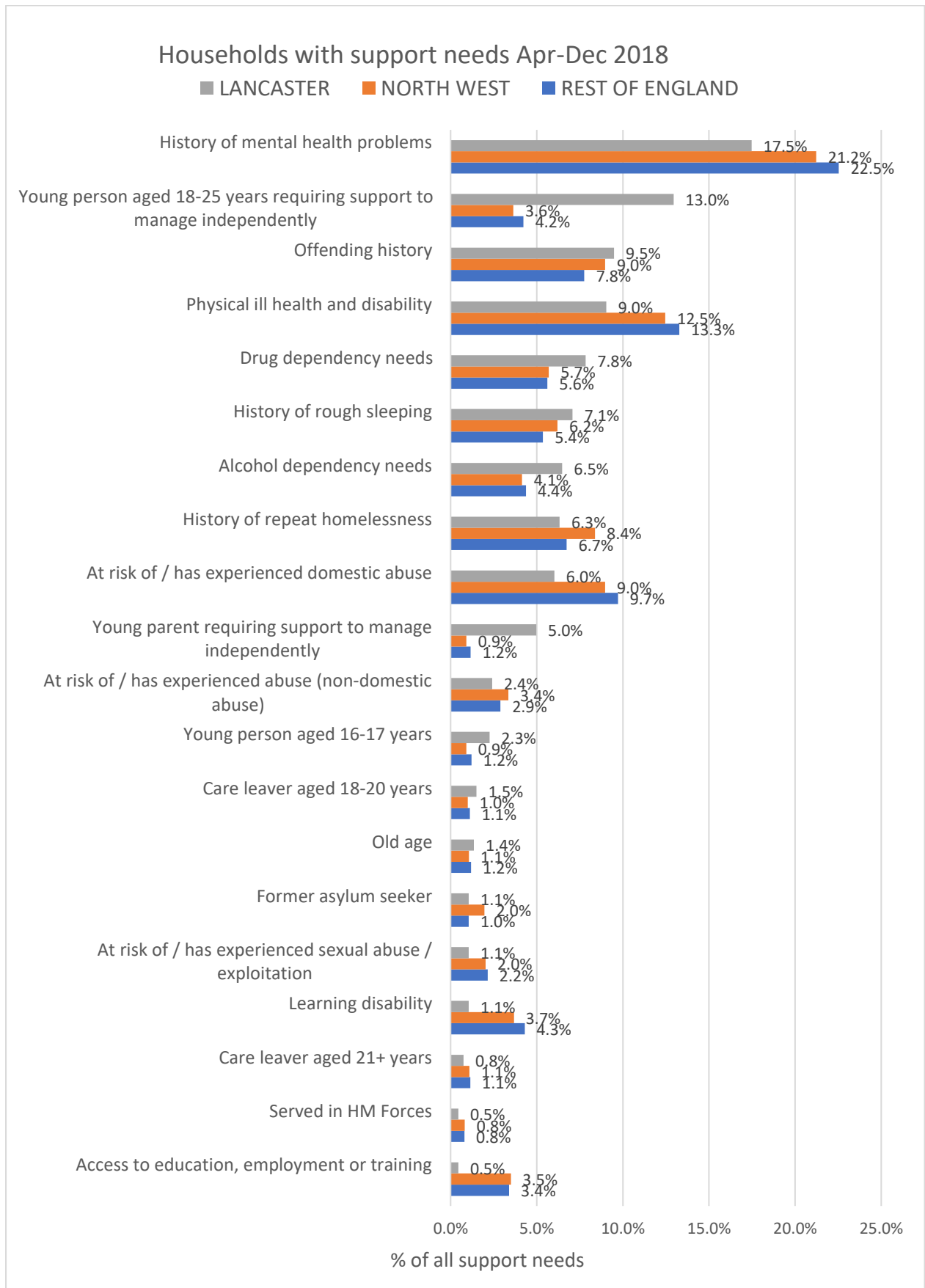
## 2. Profile of those presenting to the council

### 2.1. Types of Households



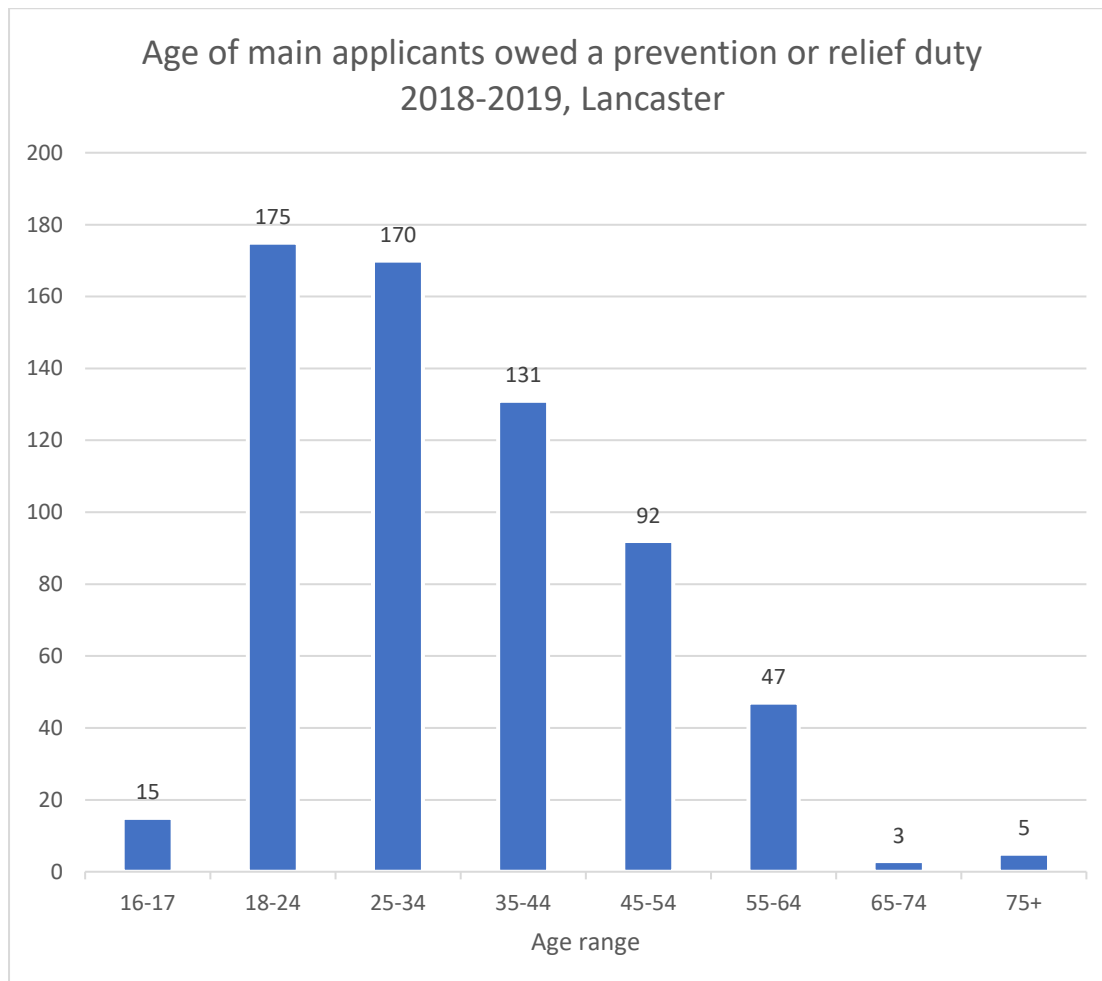
As can be seen from the above table, the largest single group presenting as homeless is that of single males, accounting for over 51% of all households owed a duty and almost 66% of those owed a relief duty.

2.2. Support needs



The nationally published data does not allow us to compare the support needs of different groups (e.g. single households versus families; those owed a relief and a prevention duty). The software currently used by the Housing Department cannot run further reports on the H-CLIC data.

### 2.3. Age



The chart above shows that the largest age groups presenting to the council are the 18-24 and the 25-34 age groups.

### 2.4. Ethnicity & Nationality

95% of main applicants owed a prevention or relief duty by Lancaster for the year 2018-2019 were white. This is in line with the census finding that 95.6% of Lancaster's population



were white in 2011<sup>6</sup>, though it is possible that the proportion of black and minority ethnic people living in the district has increased over the past decade.

Nationality wise, 95.6% of Lancaster main applicants were of UK nationality, compared to 87.8% and 88.4% for the North West and the Rest of England respectively.

## Homelessness Strategy

### 3. How prevention is currently working

In this section, we consider further how the council and other agencies can work together to prevent households from becoming homeless in this first instance. This forms the evidence base for LCC's first strategic priority.

#### 3.1. Impact of the Homelessness Reduction Act 2017

The Homelessness Reduction Act (HRA) 2017 places duties on local authorities to intervene at earlier stages to prevent homelessness in their area.

A triage system was set up within the Housing Options Team (HOT) on implementation of the HRA in order to filter and manage the additional work. People who are homeless that night are seen on the day; others are booked in for an appointment with the Homelessness Prevention Officers, typically within a fortnight.

Homelessness Prevention Officers felt that the implementation of the HRA had not caused a huge shift in practice within Lancaster – given the high demand nature of the housing market, the team had already been focused on preventing homelessness wherever possible. However, they felt that the HRA had brought a much greater administrative burden:

*'I think we spend a lot of time applying the definitions [relating to the HRA]. In the past we would just have worked with her [young care leaver who had received Section 21 from landlord, then moved in with her mother and was thus deemed "no longer owed a duty"] if and until it made sense to do so.'*

This is borne out in the statistics:

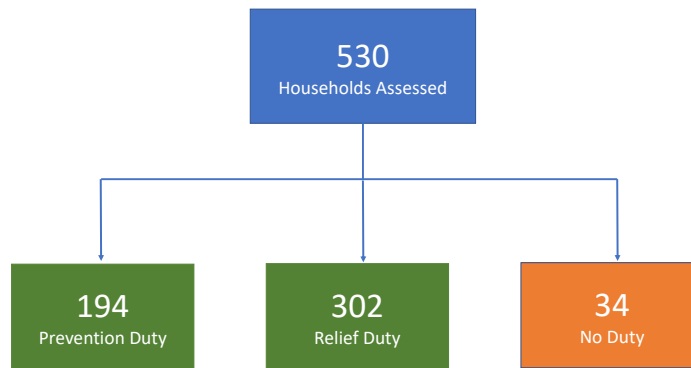
- In the year 2018/19, the council assessed a total of 673 households, finding that 638 of them were owed a duty.

---

<sup>6</sup> Lancashire's population by ethnicity, 2011 Census of Population: <https://www.lancashire.gov.uk/media/903536/census-2011-districts-ethnicity.pdf>

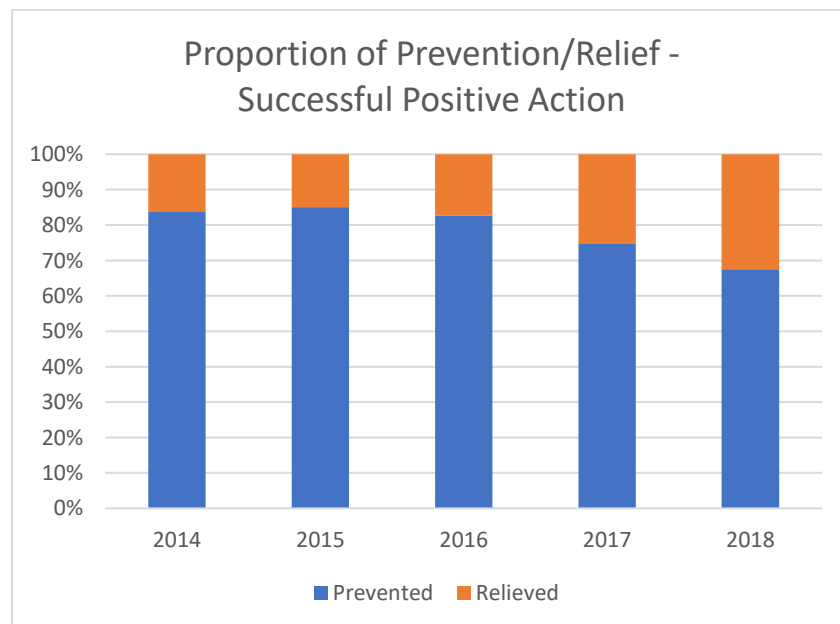
- In the previous *five* years (2014-18), a *total* of 620 statutory homelessness decisions were taken for applicant households, yet a total of 2427 positive actions were taken to prevent homelessness over that period.

The following chart shows the numbers of households assessed and the statutory decisions made as a result of these assessments during the 9 months from April to December 2018.

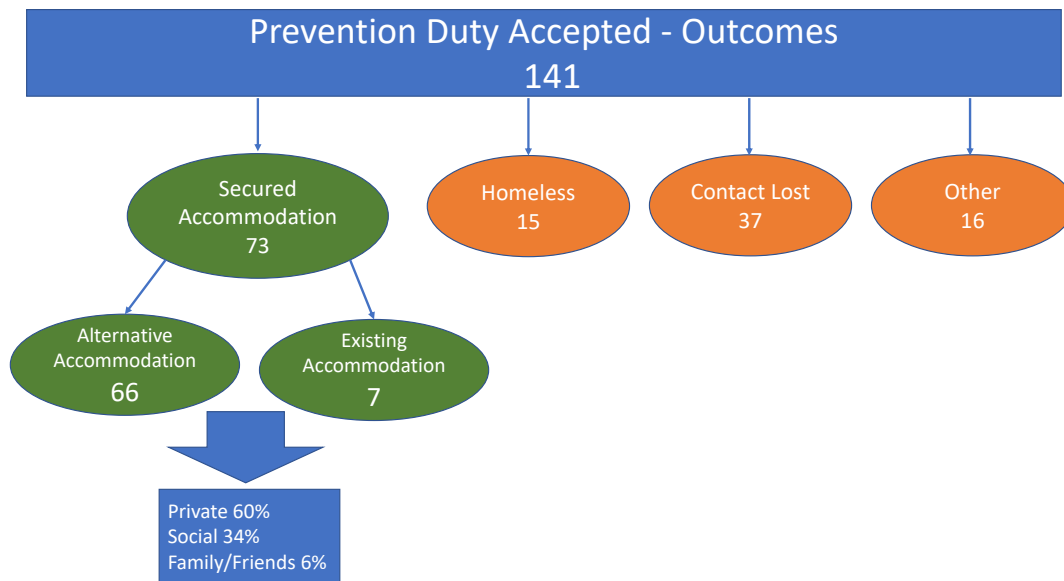


39% of those owed a duty were owed a prevention rather than a relief duty; this is significantly lower than the national (55%) and regional (51%) averages. In other words, a **higher proportion of Lancaster’s presentations are already homeless.**

It is hard to draw a direct comparison with the figures from previous years since the recording system and categories have changed since the implementation of the HRA. Nevertheless, the P1E returns from 2014 to 2018 show that a falling proportion of prevention to relief interventions (i.e. once already homeless) since 2015.



The following chart shows the outcomes secured for those owed a prevention duty in the 9 months April to December 2018:



The chart above shows:

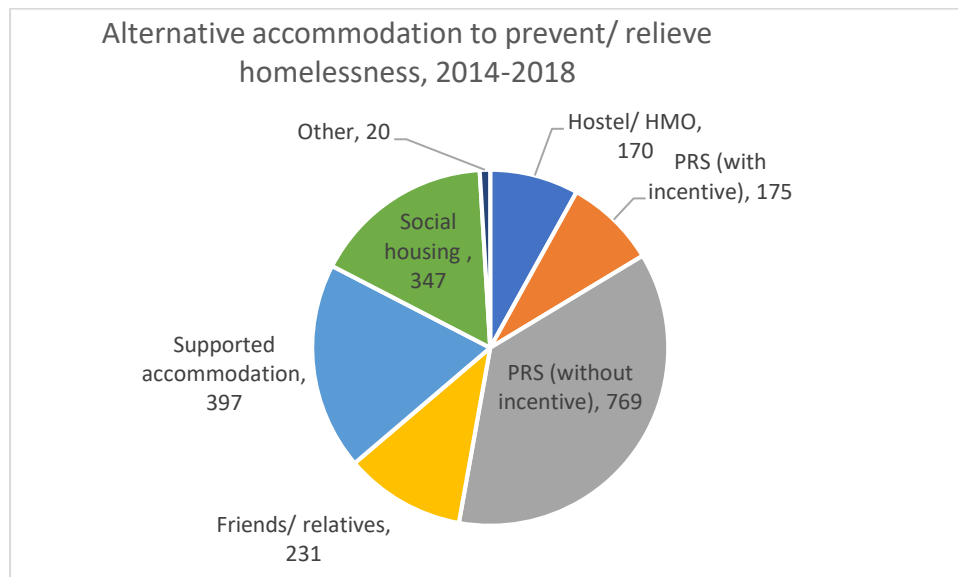
- There was a known positive outcome in 52% of Lancaster's Prevention Duty cases for the 9 months from April to December 2018. This is slightly below the national and regional averages (60%, 58% respectively).
- **Contact is lost in 26% of prevention cases**, which is significantly higher than the regional (14%) and national (9%) averages. Some of this may be attributed to the geography and relative desirability of Lancaster and Morecambe: some people may move to the area, drawn by the seaside location of Morecambe, the historic appeal and geographical location of Lancaster, or by the night-shelter provision in winter, hoping to find work and/or accommodation, moving on quickly when they realise the challenges.
- 90% of successful prevention outcomes between April to December 2018 were achieved by **securing alternative accommodation**. This is significantly higher than the national and regional averages (69%, 76% respectively).

LCC was more likely to:

- help to secure accommodation found by the applicant with a financial payment (19% of cases with a successful outcome, compared to national (12%) and regional (6%) averages) or
- secure alternative accommodation for applicants (40% of cases with a successful outcome, compared to national (29%) and regional (31%) averages).

They were less likely than the national and regional averages to provide negotiation, mediation or advocacy with landlords or family and friends to prevent applicants losing their homes.

Analysis of P1E data from the previous five years shows that a total of 904 people were supported to stay in their previous homes in order to prevent homelessness; 2109 were helped to find alternative accommodation to prevent or relieve homelessness.



### Prevention case study

A couple with three young children had got in touch with Housing Standards at LCC as they were struggling to live comfortably and affordably in their privately rented home. The property was facing extreme subsidence and they were unable to close windows and doors as a result. They were living in one room to keep warm and spending £150 a week on additional heating. The landlord was waiting for the insurer to arrange for work to commence on the property. LCC decided that the property would become inhabitable once the work began, and referred the family to the Homelessness Prevention Team. When the builders arrived, the family was moved into temporary accommodation in a terraced house. They reported that the communication with the council has been 'really good': 'we've come here and we are warm, the kids are sleeping now'.

## 4. Preventing homelessness at key transitions

People are at particular risk of homelessness following transition from state institutions, for example young people leaving local authority care, prison leavers, people leaving asylum supported accommodation people being discharged from hospital, and people leaving the armed forces. At least 23 individuals presented to LCC as homeless during the last 9 months of 2018 as a result of leaving either prison or asylum support.

LCC was successful in its application to the MHCLG Rapid Re-housing Pathway Fund for 2018/19. This should enable the LCC, working in partnership with Fylde and Wyre District Council to pilot a Navigator post, working with the A&E Coordinator at Lancaster Royal Infirmary, Shelter and the CRC in prisons and Acorn Recovery to better coordinate the prevention of homelessness at key transition points from hospital, prison and rehab.

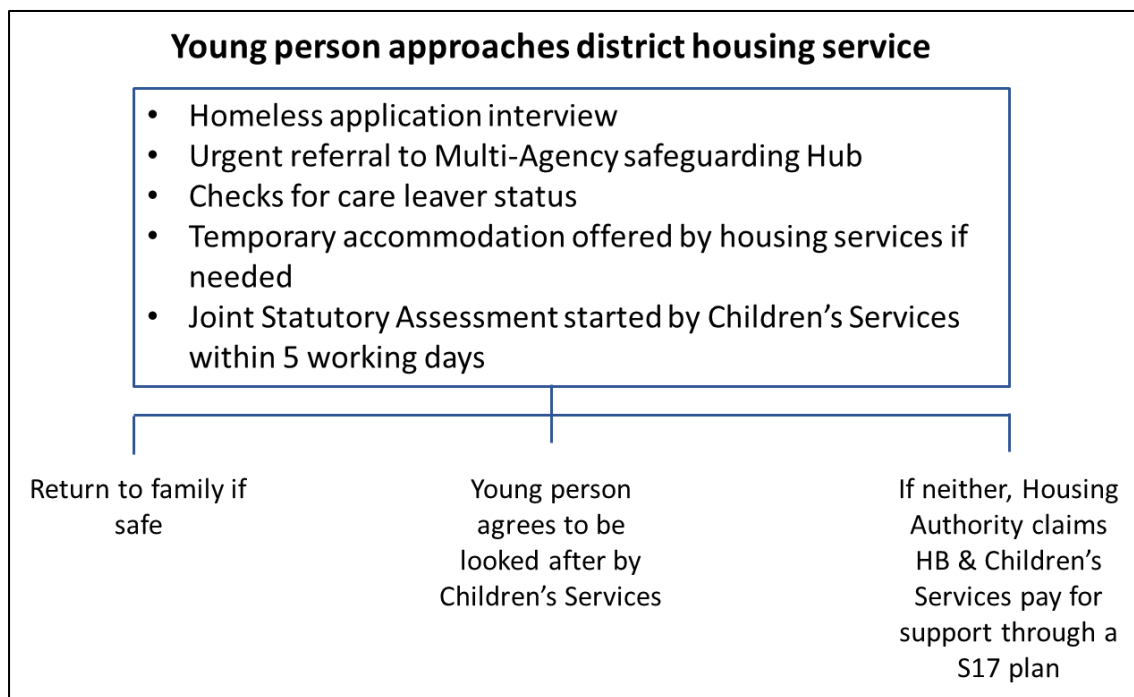
#### 4.1. Young people leaving home and/or local authority care

Younger people make up a significant proportion of those assessed by Lancaster Housing Options Team. Of the 638 owed a duty in 2018/19:

- 16 were care leavers, aged 18-20
- 5 were care leavers, aged 21+
- 17 were young people aged 16-17
- 38 were young parents requiring support to live independently
- 108 were young people aged 18-25 requiring support to live independently

*The Lancashire Joint Protocol (2017-2020) Joint Working Arrangements – Meeting the Needs of Homeless 16/17 year olds* has been developed by the County Council, District Councils and Supported Housing Providers in order to promote a consistent approach across the county. A county-wide Accommodation Resource Team (ART) was also established in order to find accommodation for homeless young people.

The following simplified process is extracted from the Lancashire Joint Protocol Flowchart:



Professional stakeholders at our event in May 2019 felt that the protocol, the Accommodation Resource Team and the monthly Young People's Housing Panel are generally working well in Lancaster. However, they felt that more could be done by schools and Children's Services, working in partnership with LCC, to educate young people and their parents about their housing options. Sometimes young people and their parents believe the council will provide a permanent tenancy if the young person leaves home.

The county council is conducting a review of the Lancashire Protocol, from February 2020.

Young care leavers should be identified through the protocol where they present as homeless to LCC. However, *preventing* such housing crises wherever possible for this vulnerable group is a priority for the district and county councils.

The Lancashire Leaving Care Development Officer explained that the county is working to implement the Care Leavers Accommodation and Support Framework (developed by Barnardos and St Basil's<sup>7</sup>). This emphasises the importance of planning – both with individual young people, and in relation to developing a full local offer of housing and support options for them. As we see in section 5.4, there is a plentiful supply of supported housing for young people in Lancaster and Morecambe; however, professional stakeholders suggested some gaps in the *type* of provision available, especially in relation to :

- Self-contained but potentially highly supported flats where young people can get a taste of independent living and build their skills and resilience
- A flexible floating support offer to prevent homelessness and support move-on.

#### 4.2. Prison release

Shelter is commissioned to provide *Through the Gate* housing advice and needs assessment in prisons across Lancashire and Cumbria. Shelter workers aim to meet with and assess the needs on return to the community of those who are 12 weeks away from release.

The *Lancashire Reducing Re-offending Housing and Resettlement Protocol* has been developed by councils and criminal justice agencies across the county in order to plan in advance, wherever possible, to prevent homelessness. The LCC single point of contact (SPOC) is notified where people are likely to be released with no fixed abode – though it is, of course, hard to predict where people will choose to go on release.

LCC offers housing options assessments over the phone to prisoners identified through this process, and can put people on the housing register at this stage. Where people are serving short-term sentences, they will aim to retain the tenancy if possible.

At the Stakeholder event in May 2019, concerns were expressed about delays in decision-making and communication between Shelter, probation, prisons and the council. It was felt that opportunities to prevent homelessness on release from prison were being missed as a result of these. In the past, any agency could make referrals to Oak Tree House (see section 5.4); however, this had resulted in an unmanageable waiting list so it was decided that all referrals should come through LCC. This was felt to be working better from the provider's

<sup>7</sup> [https://stbasils.org.uk/wp-content/uploads/2020/01/Finalframework2a\\_CareLeavers\\_A4.pdf](https://stbasils.org.uk/wp-content/uploads/2020/01/Finalframework2a_CareLeavers_A4.pdf)

perspective; however, it was causing frustration by those working in the criminal justice system who felt that the council was acting as a 'bottleneck' in the process and that assessments were being unnecessarily duplicated.

In order to improve multi-agency working at this key transition point, the council and its partners have since established a Prison Release Panel, which had met once at the time of writing. Additionally, LCC now also runs a fortnightly housing advice drop-in at West Road Probation.

#### 4.3. Leaving asylum seeker support

Lancaster has become a dispersal area for asylum seekers in the last few years and the number of people being placed in the town has increased substantially, from around 5 at the start of the programme to over 100 currently. 9 of those assessed by the council under the HRA during 2018/19 were known to be former asylum seekers.

There are arrangements in place with local charities which support asylum seekers and refugees (Global Link and RAIS) that they will refer people who have been given leave to remain and have not been able to find accommodation to the Home Options team. Global Link fed into our review and praised the council for responding with limited resources to this rapidly changing landscape with increased numbers of asylum seekers and refugees locally. Remaining challenges from their perspective included:

- Lack of interpreting service available during homelessness assessment;
- Lack of funding for advocacy/ support from Global Link to attend homelessness assessment with the person; and
- A need for more regular multi-agency forum meetings, with a wider focus than on the Syrian Resettlement Programme.

#### **Case study**

We interviewed one asylum seeker who had been granted leave to remain and, once her asylum seeker accommodation had come to an end, had been supported by the local charity RAIS to present to LCC as homeless. She had found the uncertainty around where she would live during the 28 days' notice period 'very stressful'; however, on the day this expired, the council 'did not let me down'. She was placed at Oak Tree House – where she was quickly moved to a self-contained flat and is now looking for PRS accommodation outside of Lancaster. LCC has offered to pay deposit and first month's rent in advance, which represents good practice in this scenario. Staff at the hostel felt that it was not ideal supporting a refugee within an accommodation project for people with substance use/ mental health issues; though the self-contained flats were a great asset.

#### 4.4. Hospital discharge

There are a number of positive initiatives in place to promote multi-agency homelessness prevention with and within local NHS services. These include:

- A monthly Complex Needs Panel Meeting to jointly discuss individuals, which is attended by representatives of Accident & Emergency, the council homelessness team and the police.
- Bi-monthly 'Familiar Faces' meeting, at which individuals with complex needs (some but not all of whom are homeless or insecurely housed) who are attending A&E regularly are discussed. This is attended by the police, alcohol and mental health liaison team, community alcohol/ substance abuse teams (Inspire/The Wells).
- Alcohol and Mental Health Liaison Team representatives, based in A&E, who can identify, support and refer people with these issues. On average, they see two or three people experiencing homelessness a week.
- Hospital Discharge Guidelines in place: these include the addition of an alert onto the hospital's patient monitoring system where an individual is known to the Complex Needs Panel.

However, health professionals engaged in this review identified a number of ongoing challenges, including:

- People presenting at A&E in crisis but not wanting to access wider support services/ change their lifestyles – some self-discharge, some behave in ways that staff or other patients find challenging. Often these presentations take place out of hours.
- Cuts to mental health services and staff shortages in A&E mean that fewer staff are struggling to cope with increased demand from those with mental health/ complex needs.

#### 4.5. Leaving the armed forces

Data for 2018/19 show 3 people presenting to the council as homeless or at risk of homelessness as a result of leaving the armed forces. A recent national study<sup>8</sup> into the needs of this group suggests that, although featuring in small numbers within the statutory homelessness statistics, this group often face complex housing pathways. They are often not identified as veterans within generic homelessness services and are not always linked into specialist services as a result.

Lancaster benefits from a FirstLight Trust Cafe Hub, which provides emotional and social support, alongside advice and assistance with housing, benefits/ debts, health and employment for veterans and those who have served in the emergency services. However, there is at present no dedicated housing-related support offer for this cohort in the area.

---

<sup>8</sup> Centre for Housing Policy (2018) Accommodation for Single Veterans: Developing Housing and Support Pathways, <https://www.stoll.org.uk/wp-content/uploads/FINAL-REPORT-ON-HOUSING-FOR-SINGLE-VETERANS-9-Feb-2018-EMBARGOED.pdf>



#### 4.6. Leaving violent or abusive relationships

56 people were assessed by the council's Housing Options team during 2018/19 as a result of domestic abuse. Given this relatively high level of need, LCC has worked in partnership with the County Council and the specialist provider Safenet over the past five years to commission a range of supported housing options for those fleeing domestic violence. A six-bed refuge was established around five years ago and this has recently been replaced by a new 20-bed facility. There is also a 2-bed safe house for men experiencing domestic violence.

#### 4.7. Older people

5 people aged 75 years and over and 55 people aged 55 years and over presented to LCC as homeless or at risk of homelessness during 2018/19 (MHCLG data). Citizen's Advice trends data for 2019 shows a slight (3%) increase from the previous year in the proportion of older people approaching their North West advice centres due to being threatened with homelessness.

Homelessness is not just about not having a roof over your head; it can also be about living in conditions which affect your health.

Key trends affecting this age group include:

- Numbers of older people in the private rented sector are projected to increase by two thirds over the next twenty years<sup>9</sup>. With less security of tenure, greater risk of fuel poverty, poor housing conditions and more barriers to adaptations, this can put people at greater risk of homelessness or of living in unsuitable accommodation.
- Increasing numbers of older people with complex support needs who may also experience housing instability, e.g. older drug users, older people with learning disabilities (who are at greater risk of a diagnosis of dementia).
- Low income, older home owners who may not be able to afford repairs, heating and adaptations to their properties and may have limited options for downsizing. The North West of England has a particularly high proportion of older people living in owner occupied properties deemed non-decent<sup>10</sup>.

LCC recognises the importance of working in partnership with the County Council to ensure that there are a range of affordable and accessible housing options, including support and care where needed, and access to good quality advice about these options if homelessness for older people is to be prevented.

To this end, cabinet is currently considering the merits and opportunities for LCC to develop its own extra care housing scheme.

---

<sup>9</sup> Independent Age (2018) Unsuitable, insecure and substandard homes: the barriers faced by older private renters: <https://www.independentage.org/unsuitable-insecure-and-substandard-homes-barriers-faced-by-older-private-renters>

<sup>10</sup> Northern Housing Consortium (2018) The hidden costs of poor quality housing in the North, p.10: <https://www.northern-consortium.org.uk/wp-content/uploads/2018/10/The-Hidden-Costs-of-Poor-Quality-Housing-in-the-North.pdf>

#### 4.8 Duty to Refer

Since October 2018, a range of public bodies including prisons, secure estate and probation, NHS, social care and Jobcentres, are required to identify and refer a service user who is homeless or who may be threatened with homelessness, to a local housing authority of the service user's choice, with their consent.

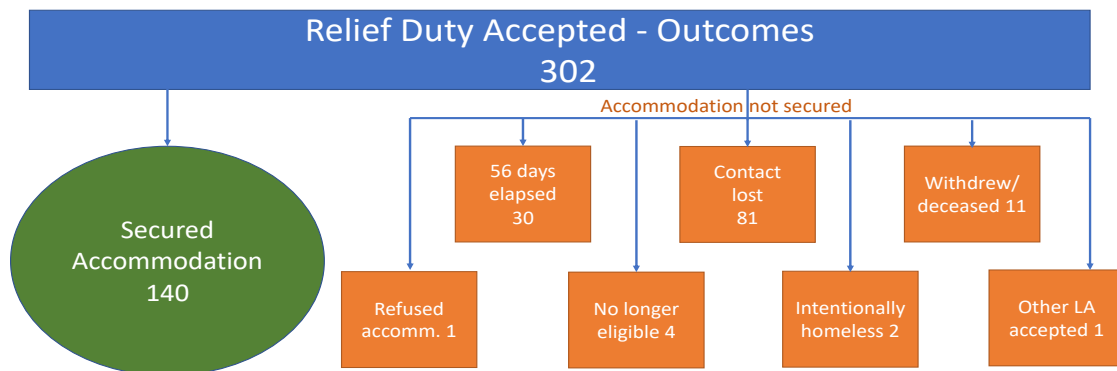
Figures supplied by the Department of Work and Pensions show 51 people were referred to LCC under the Duty to Refer (i.e. because they were homeless or at risk of homelessness) by local Jobcentres between November 2018 and February 2019 (i.e. around 12 or 13 people a month, on average). This rate is similar to Blackpool, but lower than Preston, both of which have similar populations. DWP fed into this review that they would welcome opportunities for more active partnerships with Housing Options, e.g. individual and/ or general feedback on those referred via DTR, closer coordination of case management, or opportunities to raise awareness about the circumstances in which an Alternative Payment Arrangement can be applied for.

## 5. Tackling rough sleeping and supporting people out of homelessness: the evidence

In this section, we consider the response of the council and other agencies to those who are already experiencing homelessness. This forms the evidence base for LCC’s second strategic priority.

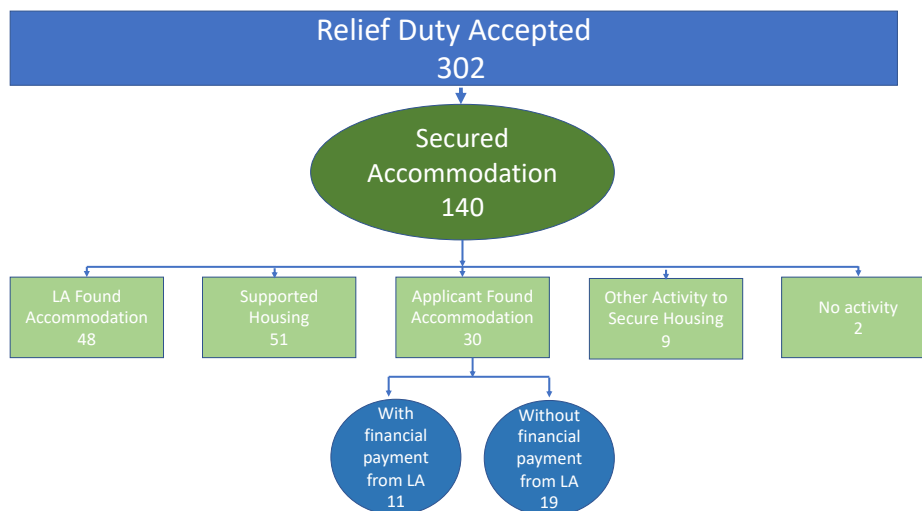
### 5.1 Relief Duty Outcomes

The following diagram shows the relief duty outcomes for the 9 months from April to December 2018.



52% of those owed a relief duty, secured accommodation which might reasonably be expected to last for 6 months or more. This positive outcome is higher than both regional and national averages (at 44% and 46% respectively).

‘Contact lost’ is high for those owed a relief duty: accounting for 30% of cases, compared to 18% in the North West and 14% in the rest of England.



36% of those securing accommodation via a relief duty did so by a placement in supported housing; compared to 21% regionally and 24% nationally. Since the statistics for support needs (Section A2.2) suggest that support needs of those presenting to LCC are no higher than average, we must assume this is being driven by the increasingly high demand housing market in Lancaster. Ensuring alignment between the homelessness and wider housing strategies, policies and processes is therefore critical for LCC if it is to move towards a more 'housing-led' approach, in which people are resettled in ordinary housing as quickly as possible.

## 5.2. Rough sleeper statistics

Whilst official rough sleeper count statistics for the LCC district<sup>11</sup> for the past nine years have identified between 4 and 8 rough sleepers on the census night. The methodology for the count is often criticised for under-counting rough sleepers and the numbers in LCC are too small to identify trends with any confidence. However, the numbers identified on census night dropped from 8 in 2015 and in 2016 to 4 in 2017 and 2018, before rising again to 6 in 2019.

Demographic data collected from the rough sleeper count shows that of the 6 people identified in autumn 2019, 5 were male, 1 was female. They were all UK nationals aged over 26.

This section should be read in the context of the current COVID 19 measures. At the end of March 2020, 22 rough sleepers or those in shelters where social distancing could not be complied with were provided with accommodation. Lancaster City Council is committed to keeping this group of individuals off the streets in the long-term and with the support of agencies and partners developing strategies to support this. A key focus of this strategy will be focussing on ensuring no one needs to sleep rough in the District in the future.

## 5.3. Feedback from people experiencing homelessness

### *Need for clearer information about what is available*

Most people interviewed told us that they had found out about homelessness services by word of mouth: 'it's a small place'. Some were concerned that it had taken them a while to realise that help was available or wondered what would happen to others who did not know the 'system' or someone else who knew it:

*'There's nothing that says, if you need a helping hand, there's this place'.*

### *Experience of Housing Options Team*

Interviewees' feedback regarding the council's response varied considerably, depending on the outcome. Where temporary accommodation could be provided quickly, the feedback was very positive:

*'10 out of 10'*

---

<sup>11</sup> MHCLG (2020) Annual Rough Sleeping Snapshot in England: Autumn 2019

*'I went to the council and I told them I was homeless and I don't know what the guy was called in there but he was a really good help.'*

Others encountered a range of barriers, from not being able to show proof of identity or of local connection, to not being able to complete the forms, or being told to come back much later. Some of those who do not have – or could not easily evidence – a local connection said they experienced a lack of empathy from the council. Some felt that their stories were not listened to, they were flatly told 'We don't have duty, so we can't help you', or had a sense that they were just being 'processed' through the system.

*'I think they [the council] could be a bit more understanding, you know. When I went to see them it was more or less, "oh, away you go", you know, "come back another time"... I think that's the council policy.'*

*'They [the council] should just listen to the background, you know...'*

### *Barriers facing those with complex needs*

We heard how systems are often experienced as complex and inaccessible by people who are homeless, especially those with multiple needs and/or those who are digitally excluded. This includes applications for housing, homelessness presentations, the Jobcentre. People described feeling fatigued and frustrated by having to 'self-serve' online and/or go 'back and forth' to appointments.

*'...when they're telling you to come back and come back and come back... You give up in a way and... you just get caught up in it.'*

*'I speak to a man [in the job centre], "You know all the jobs, can you show me what jobs are out there?". No, no, no, they expect you to search for it, which is fine. Help me, you know and they don't.'*

*'I have a meeting once a fortnight with a [council] housing officer, which isn't a great deal of good to be honest. "What have you done this time?" "Well, I've looked for this, this and this." "Oh, okay then." And that's pretty much it.'*

This is part of a wider and well-evidenced<sup>12</sup> pattern of barriers in welfare and healthcare systems for those experiencing homelessness who have multiple needs, poor mental health are survivors of trauma or loss, and/or are lacking in confidence or resilience. The experience of navigating their way through the 'hoops' of the system can be so overwhelming and dispiriting, that it can result in people feeling 'stuck' and unsupported:

---

<sup>12</sup> See for example, MEAM (2018) Multiple needs: time for political leadership at <http://www.meam.org.uk/wp-content/uploads/2018/09/Multiple-needs-time-for-political-leadership.pdf>

*'Everything is hard work. The whole world. The world is hard work and everybody can handle it but I can't... I had all this stuff... when I was a kid stuff was really hard... It was horrible....I thought I'd go to work and do all that stuff, try build a family but then it just impacted on me, it came back to me. Now I'm older it's just the way things are now.'*

### *Engaging rough sleepers*

During 2018/19, the combination of a reduction in proactive outreach and the introduction of a fixed appointment system at the Home Options Team was felt to have created particular barriers for people with complex needs who can find it particularly difficult to remember appointments or 'self-serve':

*'They used come and just check to see if you was alright. This time, this winter, they wasn't even coming to Christ Church..... they used to come like once a week with the police, the council, you know and check. This time they didn't even come once'.*

The council has taken steps during 2019/20 to make their Housing Options service more accessible to rough sleepers and/or those with complex needs. As we saw in the section on *Progress since the last strategy*, this has included:

- Re-commencing their outreach service, with 2 or 3 sessions per week
- Opening an afternoon housing drop-in for all ages at the YMCA in Lancaster in order to encourage engagement and access to supported accommodation for those who struggle to keep to appointments.
- Securing MHCLG funding to develop a hub and employ navigators and supported lettings workers to work with rough sleepers.

### *Response of Police and wider public*

There seems to be a high degree of interaction between the Police and the town centre homeless community. This tended to be viewed quite positively by members of the homeless community, who reported that the Police response to them was – for the most part – fair:

*'I think the police they are worried what it looks like to the general public so if you're there and you're not causing any problems, they'll leave you alone... why the police come over is not because we're homeless and they want to cause us trouble it's because of a general duty... the police, they've helped me. '*

However, people also spoke of the stigma and threat they experienced from some members of the public and when using mainstream services.

*'They kind of paint every homeless person with the same paintbrush... I can't say everyone but that has been an experience in the library that you get judged, but I'm not there for the judgement, I'm there [to use the internet] to better my life by getting a job.'*

Physical safety is a concern, mostly for rough sleepers, particularly women:

*'I'm concerned about people who are passing by they... get aggressive with you because they think that you're some sort of complete garbage.....even in the centre now there are cameras, there are cops but they're not there all the time...So, its best if you find a place that is safe'. (Female rough sleeper)*

### *Support valued by those experiencing homelessness*

People told us they valued emotional support:

*'I still have ongoing support [from Victim Support] with [domestic violence issues]...They're doing the best they can and it does help knowing there's somebody there that understands what I'm going through.'*

*'I didn't speak to anyone in here 'cos anxiety wise and now, now I'm so confident being here and that is down to the project workers here [in supported housing]'*

People told us that the practical support, such as food and bedding, they received from Edward Street, The Ark, faith groups, food banks (e.g. Olive Branch), was key to survival.

Many said they valued help accessing the internet or completing applications:

*'It stresses me out when I'm looking on the computer for a place, it just stresses me out because I can never, like, I don't know how people do it just to look at a flat and then go for it. The staff [in supported housing] know, they're helping with it'.*

*'My key worker [in supported housing] has helped me get my Ideal Choice Housing application set up so I can, soon I can start bidding for places of my own'.*

### *Priorities of those experiencing homelessness*

- Access to affordable housing: Many people spoke about the barriers they faced finding permanent accommodation, especially if they are under 25 (we consider this in more detail in the next section).
- Some said they needed practical help to access the internet in a safe space where they would not be judged:

*'A facility to be able to apply for stuff online so, a constant place to charge my phone, internet access'*

- Some people needed a more trauma-informed support, with less judgement:

*'I think just people talking to me and treating me like a human being, not looking at me, prejudging me before you've even spoken to me... they look at the substance we use or the addiction that takes over. 'What made you take those drugs?' is the question they should be asking.'*

#### 5.4. Supported Housing

Key facts and figures from our survey of supported housing providers is included in the table below. This covers the period 2018-19. See Appendix A for a more detailed description of each project.

Project name	Aldcliffe Ho./ Portland St.	Oak Tree House	Barnardo's Foyer	Safenet DA	Walter Lyon	Total
Bed spaces	12	23	29	6	14	84
Target group	Homeless & Local Connection	Homeless/ complex needs	Homeless 16-24 years	Women & children dva	Substance use, now abstinent	
% of referrals accepted	48%	66%	82%	21%	46%	
Referral sources	100% LCC	82% LCC (rest Fylde & Wyre DC)	72% LCC (rest County Council)	Wide range (¼ are local residents)	Wide range, including self	
Funding	HB only	HB + County Council	HB + County Council	HB only	HB only	
Number of new people accepted	53	67	59	24	29	232
Occupancy rate	87%	96%	Not given	96%	Not given	
Average length of stay	1.5-3 months	3 ¾ months	Up to 1 year	2.5 months	6 months	
% planned move-on	50%	55%	93%	96%	55%	

In addition to the survey respondents:

- Sanctuary Housing: provides a further 8 shared and 4 self-contained supported units for people with complex mental health issues
- Adactus/ Jigsaw: provides 6 dispersed houses for homeless families and 11 self-contained flats for 16-18 year olds.
- Barnardo's provides a number of other housing-related support projects for 16-18 year olds, including care leavers in the area in addition to the Foyer (for which data is captured above). These include supported lodgings and house shares.



## Feedback from professionals and people with lived experience

Strengths within current provision:

- The design and layout of Oak Tree House (including self-contained flats) means that couples with complex needs, people completing community detoxification, former asylum seekers or others who need more space and privacy can be accommodated.
- Many of those we interviewed praised the relationships they had with support staff and the practical support they had received from them, in relation to different aspects of their lives – housing, health, relationships, benefits, shopping, etc.

*'The staff here [supported accommodation] will help me look for flats. The staff are incredible. They've put me onto tenancy ready training, which can work as a landlord reference... They also help actually 'with getting benefits. We're really lucky to have it'*

Areas for development:

- Oak Tree House provides some resettlement support to those moving on in a planned way; however, there was generally felt to be a need for floating support and social support for those moving from supported to independent housing.
- All of the accommodation for homeless adults is based in Lancaster, not Morecambe, which can be a barrier for some people.
- Higher levels of rents in supported accommodation can be a barrier to those who are in work or are trying to get back into work.
- Congregate supported housing may not be suitable for some people with higher levels of complex needs, especially when well-established groups are placed together.

*'The trouble is when you come to these places [supported accommodation], they're all, you know you're walking back into like addictions and stuff like that... Well you fall back into the wrong crowd again'*

### 5.5. Temporary accommodation

LCC's returns to MHCLG for households in temporary accommodation (TA) for 2018/19 show some ongoing use of Bed & Breakfast, including for families with children, with between 2 and 5 households in this type of accommodation at the end of each of the three quarters for which data is published.

LCC has had success in reducing its use of Bed & Breakfast accommodation during the last strategy by setting up an arrangement with Adactus (Jigsaw Group) which supplies 6 dispersed family homes to provide TA for homeless families.

## 6. Access to settled housing: the evidence

Access to affordable and secure housing must be at the heart of the homelessness strategy. In this final section, we consider the council's strategic response to ensuring those who are homeless and / or in housing need can access accommodation.

### 6.1. Challenges and barriers

Throughout our engagement, we heard a number of recurring challenges with access to housing.

- **Barriers created by Welfare Reform**, for example:
  - Those under 35 restricted to a reduced rate of Housing Benefit (Local Housing Allowance)

*'Because I'm 34, I don't qualify for the full amount of housing benefit.'*

- Bedroom Tax meaning that a young woman who is currently living without her children but has them to stay and is fighting for custody can only get Housing Benefit for a bedsit; and
- Private sector landlords' reluctance to accept people on Universal Credit.

*'I've been looking for flats, private rent flats that accept benefits but there's not much out there to be honest'*

- **Financial barriers** in relation to deposits, fees, guarantors or payment of former tenant arrears. This was compounded for many by a lack of work opportunities or other barriers to finding work.
- **Local housing markets:** Lancaster has limited affordable properties for rent, given increasing demand from students and professionals for rented accommodation and the high cost of land. Morecambe has more affordable housing but properties can be of lower quality, concentrated in the deprived West End, which means they are not suitable for some people, especially those with complex needs.

Despite these challenges, there is much that is positive to build on in Lancaster and Morecambe, including:

- A successful PRS Procurement model, which improves access to and sustainability of private rented sector tenancies;
- LCC's ongoing ownership and direct management of a considerable amount of diverse housing stock;

- Local Registered Providers (i.e. housing associations) who are developing in the area and may be interested in further partnership working with the council in relation to Housing First, leased Temporary Accommodation, etc.;
- Synergy with the council's Empty Homes strategy which has already generated some new lets for previously homeless households;
- A strategic commitment to the development of affordable housing through the Housing Strategy, which is in the process of being renewed.

## 6.2. PRS Access/ Social lettings

### Calico Accommodation Finding Service

Calico is commissioned by LCC, following a successful pilot, to broker suitable PRS tenancies for people with a local connection referred by the Housing Options team. Their part-time (24 hours per week) Support Officer provides move-in and some ongoing ad hoc, low level support to both tenants and landlords, certainly for the first six months, sometimes longer. In the past, the scheme had a small budget for bonds and deposits, but more recently the officer has applied for Discretionary Housing Fund payments, Homelessness Prevention Fund and charitable funding to cover direct costs.

The worker received 179 referrals during 2018/19, 64% of whom were under 35. Of these:

- 17% (31) were housed by Calico into private rented tenancies
- 10% found their own privately rented accommodation having received some information from Calico
- 46% lost contact or declined the service
- The remainder had a mix of housing outcomes, from supported, to social housing, to remaining with families.

The service's success in finding accommodation should be seen in the context of the increasing challenges of persuading landlords to continue (or start) accepting tenants who are claiming Universal Credit, especially where they have a history of failed tenancies, in an increasingly buoyant local housing market:

*'It's so important to try and keep landlords on board... being honest with landlords... building rapport.'*

Support Officer

### Methodist Action

Methodist Action ran a social lettings agency in Preston, Lancaster and Morecambe, and worked with LCC from 2013 up until their liquidation in summer 2019. Their model provided sustained low level support to tenants around finances, budgeting and benefits, maintaining a tenancy/ property, and getting children into school. They signposted for more focused support in relation to alcohol, offending, domestic violence, etc. Over their 6 years of operation in the LCC district, they built up a portfolio of 28 properties, mostly in Morecambe and Carnforth, and were owned by private sector landlords (typically leased to Methodist Action). Their tenants were diverse: some families, some single people, especially older men

with histories of homelessness and/or prison. All referrals came through LCC Housing Options Team.

Methodist Homes worked in partnership with the council's Empty Homes Officer to bring a number of empty properties back into use to be let to people receiving benefits. This model has worked well, since the Empty Homes grant funding (used to bring the property up to a decent standard) 'acts as the carrot' and landlords are then committed to leasing to Methodist Action once the works are complete. Outside of these arrangements, the funding was limited to Local Housing Allowance and, with no deposit and high risks of damage to properties from this client group, it seems that this funding model is not sustainable. However, this is an important area of development and other models – perhaps drawing on social investment and/or linking into commissioned tenancy sustainment support - may prove to be feasible.

### 6.3. Social housing

LCC owns over half (56%, 3720) of the local stock of social housing (6540 properties in total). Social housing in total makes up 10% of all housing stock in the LCC area<sup>13</sup>. The following table shows the breakdown of this stock by property size and compares this to regional and national averages.

		Total Number of Dwellings owned by Local Authority as at 1 April 2018 (including PFI & Shared Ownership)						
		Bedsits	One bedroom	Two bedrooms	Three bedrooms	Four or more bedrooms	Equivalents of HMOs Hostels	TOTALS
<b>England</b>	Number	38,539	458,849	533,994	511,727	44,873	2,460	<b>1,590,439</b>
	% of total dwellings	2.4%	28.9%	33.6%	32.2%	2.8%	0.2%	
<b>Lancashire</b>	Number	136	3,095	2,411	3,573	434	0	<b>9,649</b>
	% of total dwellings	1.4%	32.1%	25.0%	37.0%	4.5%	0.0%	
<b>Lancaster</b>	Number	100	1,180	1,159	1,186	92	0	<b>3,717</b>
	% of total dwellings	2.7%	31.7%	31.2%	31.9%	2.5%	0.0%	

<sup>13</sup> MHCLG: Live tables on dwelling stock, 2019 Table 100, No of dwellings by tenure at April 2018 at: <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>

This table shows that LCC's stock contains a relatively healthy supply of one-bedroom flats (1,180 or 31.7% of its total stock), which is – given the 'Bedroom Tax' – a key asset for re-housing single households. However, demand for smaller or high quality shared affordable accommodation continues to outstrip supply.

Registered providers (RP) (housing associations) own 2820 properties in the LCC authority area<sup>14</sup>. We engaged two key local RP contacts (from a total of three supplied by the council) by email as part of this review, and asked them about the steps they take to prevent and respond to homelessness, their views on the current allocation system and their appetite for future partnership work in this area. These responses are summarised below and also referred to in Section 6.4.

#### **Guinness:**

In terms of homelessness prevention, Guinness has a dedicated Customer Liaison Service which provides a patch-based response to tenants who are struggling with arrears or other aspects of their tenancy. The team can provide one to one support to ensure tenants are claiming all the correct benefits, apply for a Discretionary Housing Payment and support them with other issues. Vacant Guinness properties are allocated through Ideal Choice lettings, and Guinness would be more than happy to work on finding a suitable home for anyone referred through the homeless system. The organisation would be interested in receiving more information on what would be required in relation to 'leased' temporary accommodation or taking a role in the future development of alternative accommodation in the Lancaster City area.

#### **Places for People:**

Places for People (PfP) works with tenants where it can to prevent homelessness, for example, its Money Advice Team members can assist with finances and rent arrears, working with local authorities and DWP as necessary. PfP is able to provide tenancies to those who have come through the homeless system. Not all of its properties go through the Ideal Choice Homes System and PfP has a nomination agreement with the council. PfP also discusses any new developments directly with them to agree on the lettings. PfP would be interested in taking a role in the future development of alternative accommodation in the Lancaster City area and is already looking at similar partnerships in both Preston and Manchester.

### **6.4. Allocations and lettings to homeless households**

The council's and some housing association's properties are allocated via the Ideal Choice choice-based lettings system, though the council does sometimes make direct offers (i.e. of a particular property) to homeless households and/or those with particular needs.

---

<sup>14</sup> MHCLG: Live tables on dwelling stock, 2019 Table 100, No of dwellings by tenure at April 2018 at: <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>

Statutory homeless households are placed in Band A within the allocation system. Our analysis of Band A applicants who received an offer of housing during the nineteen-month period 12.9.17 - 1.5.19, shows that:

- 67 such households were made an offer during this period
- Three-quarters of them accepted the offer (51 households); the remainder refused;
- 10 (15%) of the applicants were classed as having 'exceptional needs'; half of this group accepted the offer
- The largest proportion (45%) of Band A Statutory Homeless applicants was single adult households with children (or pregnant). 28% were single adults, 11% had incomplete data, the remainder were households of 2 or more adults with or without children.
- There was huge variation in the length of time people waited for an offer, ranging from 0 days to just over a year, though the average wait was much shorter where offers were accepted (33 days for those with exceptional needs; 43 for those without) than where they were refused (54 days for those with exceptional needs; 97 for those without).
- Those in Band A were much more likely to receive a direct offer (i.e. of a particular property) than to bid for their properties online through the choice-based lettings system. For example, for those 46 households who accepted accommodation and who were not classified as having exceptional needs, 65% received offers via direct means, 26% received offers via a bid process, the remaining 9% being uncategorized.

These figures demonstrate that some homeless households, including single people, are being re-housed locally within a reasonable timeframe, given the relatively high demand housing market within which LCC is operating. They confirm the comments of LCC staff that there are often properties available, but that these sometimes do not meet the expectations or needs of applicants, especially in relation to location. The data does not tell us how many other Band A statutory homeless applicants are still awaiting an offer, or how many others at risk of or experiencing homelessness are placed in other bands and what the outcomes are for them.

The two registered providers who fed back to us felt that the current banding system is working to help those experiencing homelessness to access social tenancies.

For people with lived experience of homelessness, the key concerns related to the challenges of getting on to the system, the need for online access and support to check and bid for properties, and the length of waiting times (especially for those who are not statutory homeless).

*'To get on Ideal Choice Homes was real hard work. You need all your ID and proof of where you've been staying, I couldn't really get it 'cos the guy who I stayed with, we've sort of fallen out now... the second time I went I says, "well you've been paying the rent to that place, so why can't you get that information?"". They weren't very helpful at the council at all'.*

### 6.5. Links to wider Housing Strategy

The corporate plan: Our Council Plan 2018-22, recognises that there are 3,300 households in the district who are in need of housing now but are unable to afford housing on the open market by buying or renting. Affordable homes are being developed (e.g. 168 were built in 2016/17); however, if these are 'affordable' rather than 'social', they are likely to be beyond the reach of many of those experiencing or at risk of homelessness.

According to the LCC Empty Homes Strategy 2017-2022, there were 1,920 long term empty properties within the council boundary in January 2017. The 257 which have been empty in excess of two years, is the focus of the council's strategy, which makes reference to the former partnership with Methodist Action.

The West End of Morecambe has the highest level of private rented properties in the district at approximately 29-33%, with some areas having as much as 80% PRS, compared with a district average of 13% and a national average of 9%. LCC undertook a public consultation and evaluation of selective licensing of private sector landlords in the West End in late 2017. The response seemed to be broadly positive of the proposal as a way of improving standards in the sector, but this has not been taken further.

## Monitoring

Lancaster City Councils Homelessness Strategy will be reviewed and published updates will be made available annually. This will include statistical updates reflecting homelessness in the district, as well as performance against targets within the Action Plan.

Lancaster City Council's Homelessness Forum will monitor the progress of the Strategy bi-annually; the Forum is comprised of Officers from the Local Authority, a range of partner organisations including the third sector who have responsibilities and accountabilities through the action plan below and we will seek to ensure service user voices are heard. The action plan will be treated as a live document with priorities and resources reviewed in accordance with changes to the local and national context.

## Strategy Action Plan

Strategic Priority 1: Preventing Homelessness					
Since the causes of homelessness are varied, a multi-layered, whole system, strategic response is required to shift intervention 'upstream'.					
Ref No.	What does the evidence tell us?	Proposed action	When	Who else to be involved	Measure of success
1.1	Missed opportunities to prevent homelessness at prison release.	Continue with and review the recently established <b>multi-agency prison pre-release panel</b> .	Ongoing	Shelter National Probation Service/ CRC Prisons	Panel meetings & attendance. Successful homelessness preventions on release.
1.2	Debt, benefits, affordability of housing are key triggers for homelessness	Continue with and review the <b>weekly CAB outreach surgery</b> in Lancaster and Morecambe Town Halls to maximise opportunities for preventative advice	Ongoing	Citizen's Advice DWP Credit Unions	Referrals, contacts and outcomes from the CAB surgery
1.3	A high proportion of those presenting to LCC Housing Options team are already homeless.	Improve <b>Duty to Refer</b> : through promotion, training and feedback to partner agencies: raise awareness that people at risk of homelessness should present at the earliest opportunity.	YR 1	Full range of statutory partners	Increased proportion of prevention v relief duties



1.4	Many of those leaving institutions are not referred to LCC in good time.	Develop or revise specific protocols with all institutions for preventing and reporting homelessness on discharge/ release	YR 1	Prisons, probation, general & psychiatric hospitals, detox units, NAS, etc.	Increase in timely referrals for those leaving institutions, which reduces as cause of homelessness.
1.5	High rates of contact lost amongst those owed a prevention duty	Review homelessness team structure and processes, including an internal audit of a sample of prevention cases and Personal Housing Plans.	YR1	NHS Police Support providers MHCLG	The proportion of prevention cases ending in loss of contact is reduced.
1.6	Loss of a private rented sector tenancy is a key cause of homelessness.	Promote greater awareness of <b>Alternative Payment Applications (APA)</b> . Partnership work with advice agencies and LCC Housing Enforcement to challenge poor/ illegal practice	YR 1	DWP Calico Landlords' groups Public Protection	More applications for APAs/ More successful challenges of illegal landlord practice
1.7	The role of the council in relation to homelessness prevention is not always understood.	Develop a marketing plan to raise awareness about the role of the Housing Options team to citizens and	YR1	Full range of statutory partners. Homelessness Forum	A marketing plan is developed and implemented.

		other professionals,			
1.8	LCC's current IT system will not allow detailed analysis of the homelessness statistics	<b>Upgrade LCC housing management software</b> so it is fully compatible with MHCLG H-CLIC system and start monitoring statutory work in more detail	YR1	Wider colleagues in LCC	Annual review of homelessness performance conducted against strategy: actions adapted if necessary.
1.9	Family and friends no longer willing to accommodate is the largest cause of homelessness	Raise awareness about housing options and the HRA with young people and families in schools, and with colleagues in education, health and children's services. Refresh and extend the pool of <b>accredited mediators</b> recruited under the last strategy and work in partnership to promote and target their offer to people of all ages asked to leave by family / friends.	YR 2	Education Children's Services CCG/ NHS	Increased numbers of mediation preventing eviction/ securing a return to family and friends

1.10	Hospital provides an opportunity to identify and engage those at risk of homelessness	Recruit <b>hospital link worker</b> to further improve joint working with health professionals and improve access to a range of housing options and advice for patients, including those experiencing dv, older people, etc.	YR2	Royal Lancaster Infirmary CCG County	Reduction in hospital discharges delayed due to homelessness or unsuitability of existing housing
1.11	Integrated Care Communities model present opportunities for upstream prevention	Explore opportunities to embed homelessness prevention in <b>Integrated Care Communities</b> roll out, e.g. to raise awareness of homelessness, identify those at risk early on, and develop recovery initiatives in the community	YR2	CCG/ GPs/ pharmacists, Social/ mental health workers, Community groups	Opportunities to maximise homelessness prevention are maximised in Integrated Care Communities

1.12	A low proportion of successful prevention outcomes are secured by securing current accommodation.	Explore options to fund and deliver a <b>flexible floating support service</b> , which can be offered both to prevent tenancy/ family breakdown as well as to support resettlement. This should be able to offer one-off or ongoing support as needed.	By YR 3	County Council Registered Providers Housing-related support providers	More people are supported to remain in their current accommodation (where it is safe and possible to do so).
------	---	--	---------	---	--

Strategic Priority 2: Tackling rough sleeping and supporting people out of homelessness					
A better coordinated response to rough sleeping across the sector, and ensuring the right range of housing and/or support options to help people exit homelessness sustainably.					
Ref No.	What does the evidence tell us?	Proposed action	When	Who else to be involved	Measure of success
2.1	Citizens and professionals find it hard to know which services are available and what they offer.	Map existing directories of support and services which might be relevant to those facing homelessness. Improve the <b>sharing of information about services</b> for professionals and citizens (online, regular homelessness forum meetings)	YR1	Homelessness Forum/ CVS	Regular forum meetings Improved method for sharing information about the local offer
2.2	Some groups lack access to specialist housing-related support	Work in partnership with the County as it reviews the supported housing offer, including for care leavers, veterans and people with autism.	YR1	County council Support providers	The supported housing offer is reviewed and refreshed.
2.3	Some experience a lack of empathy from homelessness services and have past trauma	Commission <b>Psychologically/ Trauma Informed/ Adverse Childhood Experiences training</b> as widely as possible across the local homelessness system, using MHCLG funding	YR1	Housing Support providers/ VCS	Numbers trained More <i>consistent</i> positive feedback from homeless people
2.4	There is a high number of people presenting as a result of domestic violence	Open a new 23 bed refuge for those who have experienced dv, including 6 spaces for people with complex needs	YR1	County Safenet MHCLG	Those fleeing dv are offered the support and housing they need

2.5	Those with complex needs find it hard to access council and other systems. Many owed a relief duty lose contact with HOT.	Continue the re-launched LCC <b>Outreach service</b> and regular <b>drop-in sessions</b> at the YMCA Recruit <b>Navigators and Supported Lettings Officers</b> with MHCLG funding to provide additional support and a more flexible approach for those with more complex needs.	YR1	County/ Reg./ support Providers	Loss of contact with HOT for those owed a relief duty is reduced. Individuals access support via Navigators/ drop-in
2.6	There is a small cohort with complex needs for whom congregate supported housing is not suitable	Explore the <b>feasibility of a high-fidelity Housing First offer</b> (non-time limited support alongside ordinary housing, based on principles of choice, harm minimisation and linking into healthcare and other relevant services) for this cohort. Draw on good practice and learning from MHCLG pilots.	YR1	Reg providers County NHS, CJS, VCS	Ongoing tenancy sustainment for this cohort
2.7	There is some ongoing use of B&B	<b>End all use of B&amp;B</b> , by increasing prevention activity and access to a range of leased, hostel, and supported lodging accommodation.	By YR2	Reg./ support providers, HB	Use of B&B ends

2.8	Those with multiple needs struggle to access support	Continue plans to develop a <b>multi-agency one-stop hub</b> for complex needs/rough sleepers in partnership with CGL/Inspire. (At Feb 2020, capital secured – planning applications submitted)	By YR2	CGL/ Inspire	A multi-agency one stop hub for those with complex needs developed.
2.9	There is insufficient knowledge regarding the health needs of those experiencing homelessness and what is needed to meet them.	Conduct a Homeless Health Needs Assessment, leading to an evidence-based action plan.	YR2	CCG GPs and NHS Trusts VCS	A Health Needs Assessment is conducted and any actions arising from this are embedded in this action plan.
2.10	Rough sleepers value VCS support, but the council sometimes feel this encourages inward migration and maintains people in homeless lifestyles.	Better strategic coordination of the response to rough sleeping between statutory, VCS and business sectors: <ul style="list-style-type: none"> <li>• Establish and work to shared goals;</li> <li>• Reduce activities which might duplicate or be counter-productive.</li> <li>• Identify areas where the VCS/ business offer can best supplement current provision, e.g. the social integration of those moving into independent accommodation.</li> </ul>	YR2	Homelessness Forum VCS and statutory partners, e.g. Police	A Homelessness Partnership/ Charter is agreed with clear shared goals. Effective cross-sector collaboration to end rough sleeping

2.11	There is no existing representation of people with lived experience	Work with housing support providers and VCS to support and build a lived experience forum to feed into and advise future strategy and service development.	YR2	Housing support providers VCS	A lived experience advisory forum is established.
2.12	Lack of move-on support (especially outside of Oak Tree)	As in 1.10 above, explore options to fund and deliver a <b>flexible floating support service</b> , which can support resettlement. This should be able to offer one-off or ongoing support as needed.	By YR3		Tenancy sustainment for those resettled. Move-on is enabled.
2.13	People often experience multiple assessments	Set up a multi-agency working group to scope feasibility of/ draft and agree a <b>common assessment form</b> which is GDPR-compliant	YR3	CJS, Ideal Choice, County.	A form is agreed and people experience fewer assessments.
2.14	People are sleeping rough in Lancaster & Morecambe	Provide a rapid response in order to <b>end rough sleeping</b> for those with a local connection, and support those with no local connection to re-connect where possible.	By YR3		No one with a local connection should have to sleep rough.



Strategic Priority 3: Improving access to settled housing					
Ensuring our wider housing policy and practice reduces the barriers which those facing homelessness can face when trying to access settled housing.					
Ref No.	What does the evidence tell us?	Proposed action	When	Who else to be involved	Measure of success
3.1	There is a need for good quality, well-managed PRS accommodation for those on benefits	Continue funding the <b>Calico Accommodation Finder offer</b> , and explore a more <b>robust rent bond offer</b> within this. Explore the feasibility of a <b>new Social Lettings Offer</b> for Lancaster and Morecambe. Explore within this the feasibility of a managed shared offer for under 35s.	Feasibility in YR1 Implement YR2 onwards	Calico, Reg Providers, Social investors	A feasible action plan to improve access to the PRS is developed and implemented.
3.2	There is a shortfall of affordable social housing in LCC area	Ensure the needs of homeless singles, couples and families are considered throughout the <b>forthcoming LCC Housing Strategy</b> , through the <b>forthcoming Allocations Policy review</b> , and through <b>continued work and monitoring within the RP Strategic Partnership Meetings</b> .	YR1	Housing Strategy Reg. Providers	Alignment of the Housing and Homelessness Strategies

3.3	High concentration of affordable PRS accommodation in Morecambe's West End, of varying quality.	Re-consider the introduction of the <b>selective licensing</b> scheme in Morecambe's West End, assessing (and where necessary mitigating) likely impact on supply of affordable housing for those experiencing/ at risk of homelessness.	YR2	Housing Enforcement PRS landlords forum	Quality of accommodation and landlord practice in the West End are improved.
3.4	At Jan 2017, there were over 250 properties which had been empty for more than 2 years.	Review within the new LCC Housing Strategy the potential for a new initiative to bring <b>empty homes</b> back into use for those in need of affordable housing (e.g. using Empty Homes Grants with conditions to rent at LHA rates after work completed).	YR2	Housing Strategy Housing Enforcement	More empty properties return to use for those facing homelessness
3.5	Many properties in Lancaster are used for student housing	Take a more strategic approach to the provision of student housing in Lancaster district, working collaboratively with the two Universities and existing student housing providers, and make use of existing planning	YR3	Housing Strategy Universities Student Housing Providers	Options for better managing the local housing market are identified

		powers to control applications that seek to provide more student housing in residential areas.			
--	--	--	--	--	--

## Appendix A: Supported Housing Provider Summary (2018/19)

---

**Support Provider:** Acorn Recovery  
**Landlord if different:** Calico Homes  
**Project Name:** Walter Lyon House

---

Walter Lyon House is a project for both men and women providing 14 bed spaces. It consists of 14 rooms within a shared house with 7 shared bathrooms and 1 shared kitchen.

The target client group is those with a history of substance misuse. Clients are required to be abstinent from alcohol and drugs and must demonstrate motivation towards continuing the journey of abstinence. The average length of stay is 6 months.

The project supports people in developing life skills and does this via a day to day structured programme. The project works with and refers to a wide range of external agencies.

Referrals come from a variety of sources e.g. criminal justice, residential rehabilitation centres, detox centres, Local authorities. Self-referrals are also accepted. Funding is via housing benefit.

Outcomes are monitored via the recovery outcome star.

---

**Support Provider:** Acorn Recovery  
**Landlord if different:**  
**Project Name:** Aldcliffe House; Portland Street

---

Aldcliffe House and Portland Street provide 12 bed spaces catering for both men and women. Aldcliffe House consists of semi self-contained rooms in a large detached house with some communal areas. Rooms have sinks, fridge freezers but share bathrooms/kitchen/lounge 8:1. Portland St consists of semi self-contained rooms in a terraced house with some communal areas. Rooms have sinks but share bathrooms/kitchen/lounge 4:1.

The target client group is those affected by homelessness within the Lancaster and Morecambe area. To be eligible, clients need to have a local connection. The average length of stay is approximately 3 months.

Residents are given weekly keywork sessions of 1 hour (plus other support as needed) and must attend 3 mandatory groups: living skills, housing options and a weekly residents meeting. Staff signpost to and liaise with other agencies.

All referrals come through LCC and funding is via housing benefit. The projects record and keep client data, notes and outcomes.

---

**Support Provider:** Barnardo's  
**Landlord if different:** Salvation Army Housing Association  
**Project Name:** Barnardo's Morecambe Moving On

---

This project provides 29 bed spaces catering for both men and women. The project comprises a main building containing five 5-bedroom flats with a communal kitchen and living area. Each bedroom has an en suite shower room. Residents have access to a residents' lounge, IT and phone facilities. Next door to the main building is a semi-independent property of two, 2-bedroom flats with communal kitchen, living room and bathroom.

The target client group is single homeless young people ages 16-24; care leavers, Child in Need, Child Looked after; Low, medium and high priority on the homeless reduction act. The average length of stay is up to one year.

The project provides a wide range of support including weekly support meetings with a project worker, group activities and access to 24-hour support if needed. Referrals to specialist agencies are made and residents are supported to access other relevant services – e.g. food banks, education, mental health and wellbeing etc. Outcomes are monitored via: a database; assessment paperwork; case studies; closure summaries and through Barnardo's Outcome based scoring system.

Referrals are received from Lancaster City Council and Lancashire County councils Access to resources team. Direct referrals are accepted from Social workers and leaving care workers. The project also accepts referrals from different counties if the young person is under the care of social services or leaving care. The project is funded by Lancaster City Council and via housing benefit.

---

**Support Provider:** Adactus Housing (Jigsaw Homes)  
**Landlord if different:**  
**Project Name:** Oaktree House

---

Oaktree House is a purpose-built property providing 23 bed spaces for both men and women. The accommodation comprises of: 6 crisis units - single bedrooms with communal bathroom and kitchen/lounge facilities; 12 single en suite rooms separated into three areas/flats with 4:1 shared kitchen/lounge facility; and 5 self-contained flats - each comprising of a double bedroom, bathroom and open plan kitchen/diner/lounge. The accommodation also includes a foyer/resident drop in area with staffing quarters and

offices, onsite laundry facilities, a resident accessible computer suite, a training kitchen, a training/multi-purpose room, a contained courtyard and garden areas.

The service is commissioned for individuals experiencing homelessness and/or complex needs, such as addiction, substance misuse and mental health. Clients must be over 18 and be eligible to claim Housing Benefit. The average length of stay is a little under 4 months. The support package uses a combination of systems, including: key working with intensive case management combined with activities and group working, including a bespoke psychotherapy six-week program, 'New Beginnings'. Outcomes are measured via outcome star, combined with Lancashire county council's client records and outcomes data base. Resilience mapping is also undertaken through the 'New Beginnings' program.

Local authority direct referrals come from Lancaster, Fylde and Wyre. They are notified when a bed space is available and all districts can refer (up to a maximum of 2 per district). Where no referrals are received within 48 hours of the room being void, local authorities can choose to pay to reserve the room for exclusivity of their referral. In the case that the room is not reserved direct referrals can also be received from partnership organisations after the initial 48-hour void period has passed.

Funding is via Lancashire City Council and housing benefit. The support package and services are funded through Lancashire Public Health.

---

**Support Provider:** Safenet (Calico Group)  
**Landlord if different:**  
**Project Name:** Safenet Lancaster DA Service

---

There are 6 Units consisting of 4 family rooms and 2 single rooms with communal bathrooms and kitchens. Accommodation is on 3 floors with 6 rooms in total. On the ground floor is a communal lounge and communal kitchen plus office space. The 1st and 2nd floors consist of 2 bedrooms 2 family rooms and one single room with shared bathroom. All rooms have space for a travel cot. Each floor has shared bathrooms and 1 communal kitchen with a communal laundry room in the basement. There is a dispersed property with 2 rooms, consisting of a single bed and bunk beds in each room with communal bathroom, separate toilet and communal lounge.

The client group is women and children who have experienced domestic abuse. The average length of stay is approximately 2.5 months. All referral routes accepted i.e.: self-referrals and referrals from any other agency. Funding is via housing benefit and LCC funding.

Support provided includes: assessments and reviews; key working sessions; house/suite meetings; safety planning and support action plans; group work; activity nights; Solicitor weekly drop ins; DA health visitor & DA midwife support; Support around children and 1-1's with children; court support; CYP support; RAMP delivery in SafeNet's complex needs refuge; Housing support - Resettlement support; Floating support (in the Rochdale refuge). Outcomes monitored via: Customer Satisfaction Survey; Journey Travelled; Housing Outcomes Report.

## Appendix B: Stakeholders engaged in this review

Organisation/Area/Role	Engagement in research activities:		
	Stakeholder Event	Interview	Data Capture
Acorn Recovery Projects - Housing Support Worker	X		X
Adactus Housing			X
Barnardo's - Team Manager - Senior Project Manager	X		X
Calico - Support Officer		X	
Citizen's Advice North Lancashire - Housing Case Worker	X		
DWP - Partnership Manager	X	X	
Global Link DEC - Refugee Support Worker	X	X	
Jigsaw Homes Group - Team Leader	X	X	
Lancashire Constabulary - PCSO - Police Sergeant	X		
Lancashire Youth Offending Team - Practice Manager	X		
Lancaster and District Homeless Action service - Finance	X		
Lancaster City Council - Customer Services Team Leader - Customer Services Manager - Homelessness Prevention Officers - Principal Management Officer	X	X	

Organisation/Area/Role	Engagement in research activities:		
	Stakeholder Event	Interview	Data Capture
Lancashire County Council - County Council Commissioner - Social Worker	X	X	
Lancashire Fire and Rescue Service - Community Safety Advisor	X		
Lived Experience Contributors		X	
Methodist Housing Action - Chief Executive & Tenancy Support Worker		X	
National Probation Service - Probation Service Officer	X		
Safenet - Acting DM for DA	X		X
Shelter - Advice, Support & Guidance Workers	X		
UHMBT - A&E - Adult Mental Health Liaison Team - ICC Development Lead - Specialist midwife for Teenage Pregnancy - Specialist DVA Midwife	X	X	



**Lancaster City Council | Report Cover Sheet**

<b>Meeting</b>	Cabinet	<b>Date</b>	14 July 2020		
<b>Title</b>	Allocation of Commuted Sums Funds to Lune Valley Community Land Trust				
<b>Report of</b>	Director for Economic Growth and Regeneration				
<b>Purpose of Report</b>					
To seek approval to award commuted sums funds (Section 106 Developer Contributions) to Lune Valley Community Housing Trust to bring forward a new scheme of affordable housing in Halton and to amend the existing policy on the allocation of commuted sums.					
<b>Key Decision (Y/N)</b>	Y	<b>Date of Notice</b>	15 June 2020	<b>Exempt (Y/N)</b>	N

**Report Summary**

In September 2019, Cabinet approved the allocation of £267K funding from the council's Community Housing Fund towards the pre-development costs of the scheme proposed by Lune Valley Community Land Trust, on a site identified at Mill Lane, Halton. The initial grant provided the necessary financial resources to allow the group to enter into a binding option agreement for the land and to allow the scheme to progress to planning stage. As initially set out in the previous report approved by Cabinet, members are now being requested to approve the final payment of commuted sum funds to bring this project into fruition. The proposed scheme will provide 20 new affordable homes and will be the first scheme of affordable housing in Lancaster district meeting full Passivhaus certification standard.

**Recommendations of Councillor Caroline Jackson**

- (1) To amend the existing commuted sums policy to allow community groups to receive grant funding as well as other social housing providers
- (2) To award a commuted sums payment of £375K to Lune Valley CLT for the acquisition of a site in Mill Lane Halton, subject to confirmation that the scheme qualifies for the required level of capital grant funding and being granted planning permission.
- (3) That all future allocations of commuted sums payments are approved through Individual Cabinet Member decision by the Cabinet Member for Housing in accordance with the original Cabinet decision in 2009, and within any limits on Cabinet members' spending powers as stated in the constitution.

<b>Relationship to Policy Framework</b>	
<p>Council Plan – has the potential to directly contribute to the council’s approved priorities which includes a Sustainable District, an Inclusive and Prosperous Local Economy and Happy and Healthy Communities.</p> <p>Local Plan – will directly contribute to increasing the supply of housing in Lancaster district on an allocated housing site and will contribute towards the increase of affordable housing to meet a local need.</p> <p>Will directly contribute to the Housing Strategy 2020-2025 (currently being drafted) by increasing the provision of affordable housing through community led models.</p>	
<b>Conclusion of Impact Assessment(s) where applicable</b>	
<b>Climate</b>	<b>Wellbeing &amp; Social Value</b>
<b>Digital</b>	<b>Health &amp; Safety</b>
<b>Equality</b>	<b>Community Safety</b>
<p>There should be no adverse impact of this proposal should the report be approved and provides the potential for positive impacts on climate, equality and wellbeing &amp; social value.</p>	
<b>Details of Consultation</b>	
<p>Lune Valley CLT has engaged in a series of consultation with the Community Land Trust Network, Registered Providers, Homes England and solicitors specialising in community led housing models. A series of consultations have also been carried out to engage with Halton parish residents and a parish survey was commissioned with postal questionnaires being issued to Halton and surrounding parishes.</p>	
<b>Legal Implications</b>	
<p>There are no direct legal implications stemming from this report. Legal Services will need to be involved in the drafting of any agreement between the Lune Valley CLT and the Council in terms of the payment of the commuted sum and the conditions to be satisfied.</p> <p>There is a related issue of the Council seeking to collect monies for affordable housing via s106 Agreement in respect of the Halton Mill site. However, it is not thought to be a relevant issue for the determination of the allocation of commuted sums to the Lund Valley CLT.</p>	
<b>Financial Implications</b>	
<p>The Community Housing Fund allocation of £267K referred to in the summary, whilst fully committed, has only contributed £37K towards the pre-development costs to date. The remainder of this funding is currently held within the Revenue Grants Unapplied Reserve balance and spend is expected within 2020/21.</p> <p>Committed Sums Reserve (S106 Affordable Housing) was last utilised in 2016/17 and currently has a balance of £559K. If the £375K allocation is approved this would leave</p>	

a balance of £184K.

As the spend is not defined to a specific timescale, officers will continue to liaise with Finance to ensure financial records are accurate and up to date.

Any potential updates or changes should also be communicated, and subject to there being a nil impact on the Council's resources the General Fund Revenue Budget will be updated.

#### **Other Resource or Risk Implications**

The council has a dedicated officer resource approved by Cabinet on 6<sup>th</sup> November 2018 to support Community Led Housing developments. The officer post is currently fixed term until November 2021.

#### **Section 151 Officer's Comments**

The issues associated with this scheme have been well documented and considered by Cabinet on several previous occasions.

Following consideration of legal advice and balancing the risks and rewards associated with the payment I would support the recommendations to enable the scheme to proceed to the benefit of all parties.

#### **Monitoring Officer's Comments**

The Monitoring Officer has no further comments.

<b>Contact Officer</b>	Kathy Beaton
------------------------	--------------

<b>Tel</b>	Tel: 01524 582724
------------	-------------------

<b>Email</b>	KBeaton@lancaster.gov.uk
--------------	--------------------------

#### **Links to Background Papers**

## **1.0 Introduction**

- 1.1 In November 2009, Cabinet agreed a process of allocating affordable housing Section 106 commuted sum funds, and that the determination of allocations of monies could, in the future, be delegated as an Individual Cabinet Member Decision by the Portfolio Holder for Health and Housing. Section 106 commuted sums are funds generated from market housing schemes that are ring fenced monies held by the city council that can only be allocated towards the provision of affordable housing within Lancaster district, normally where there is a shortfall in funding that could render a scheme unviable. The Cabinet report and subsequent Meeting Housing Needs Supplementary Planning Document both assume that grants will only be paid to Registered Providers of social housing.

- 1.2 In 2016/17, Lancaster City Council received £707K Community Housing Fund grant from central government, which has allowed the council to provide direct support and grant funding to community groups to bring forward community led housing projects, and these are vehicles which can now directly receive grant funding from Homes England – the main funding provider of affordable homes grant.
- 1.3 As part of the emerging Local Plan, new Policy DM12 (Self-Build, Custom Build and Community Led Housing) recognises community groups as providers of housing either in their own right or through partnerships with Registered Providers.
- 1.4 Cabinet approval is being sought to provide consistency and flexibility within the existing framework of planning and housing policies to allow commuted sum payments to community groups as well as Registered Providers of social housing, and that future grant applications will be approved as Individual Cabinet Member Decision.

## **2.0 Proposal Details**

- 2.1 In September 2019, Cabinet approved a grant payment of £267K to Lune Valley Community Land Trust to fund the expected pre-development costs to allow the scheme to progress to planning stage. An agreed phasing plan for the grant payments was agreed and implemented and it was resolved that an application would be brought back to Cabinet to approve the commuted sum payment when the scheme was sufficiently progressed.
- 2.2 Members are reminded that the delivery model for this scheme is that Lune Valley Community Land Trust will purchase the proposed site at Mill Lane Halton, and will grant a lease of 150 years to with their chosen Registered Provider Partner South Lakes Housing which meets the requirement of Homes England affordable homes grant funding and fulfils the definition of a community led housing scheme and which will allow the affordable homes to be kept affordable in perpetuity.
- 2.3 South Lakes Housing is taking the lead role on the preparation and submission of the planning application but continuing to work very closely with Lune Valley CLT. As previously stated, the proposed scheme will provide 20 affordable homes being presented as follows :-

### Affordable Rent

- 5 x 2-bedroom houses
- 2 x 3-bedroom houses
- 2 x 4-bedroom houses
- 4 x 1-bedroom apartments

### Shared Ownership

- 3 x 2-bedroom houses
- 4 x 3-bedroom houses

2.3 The tenure mix and units selected have been formulated taking into account the findings of the parish survey undertaken in 2019 aiming to meet the widest possible range of housing need locally and existing supply of social and affordable housing in Halton. The space standards proposed exceed Nationally Described Space Standards by 5%. The homes will meet the full Passivhaus certification standard through a system of high insulation, airtightness and mechanical ventilation with hot water powered by electricity/provision of PV panels. Running costs should achieve a 75% reduction in space heating requirements with data from the Lancaster Co-Housing scheme suggest a reduction of 84% and zero carbon emissions. This is an exemplar scheme being the first development of affordable housing to achieve such high design and quality standards in Lancaster district.

2.4 The indicative development costs and funding requirements are set out below:-

Table 1

<b>Funding Provider</b>	<b>Funding Source</b>	<b>Project Element</b>	<b>Amount £000</b>
Lancaster City Council	Community Housing Fund	Pre-development	£267
Lancaster City Council	Commuted Sums	Site acquisition	£375
Homes England	CHF/AHP Programme Grant	Construction Costs	£1,270
South Lakes Housing	Own Finance/Borrowing	Construction Costs	£2,266
<b>Total scheme costs</b>			<b>£4,178,000</b>

2.5 South Lakes Housing submitted a capital grant bid to Homes England in January this year. It was anticipated that Homes England would be announcing their new funding programme after the budget announcement in March set out a pledge from government to commit £12B funding for affordable housing nationally, but due to the pandemic the new programme has been delayed. However, there has been considerable engagement with Homes England's North West Team who have confirmed in principle support for this development and the final confirmation of grant will be sought as soon as the new programme is in place with an announcement expected imminently. Until then, should Cabinet approve the report, the commuted sums payment would be conditional upon formal confirmation of Homes England grant funding also being approved.

### **3.0 Commuted Sums Fund**

3.1 Table 2 below is a summary of all commuted sums received by Lancaster City Council and Table 3 provides details of all commuted sums paid to Registered Providers to date: -

Table 2

Financial Year	Total £
2008/2009	385,390
2009/2010	525,390
2011/2012	19,132
2012/2013	29,713
2013/2014	61,918
2014/2015	208,539
2015/2016	60,952
2016/2017	59,734
2017/2018	122,023
2018/2019	211,303
2019/2020	0.00
<b>Total</b>	<b>1,684,094</b>

Table 3

Units	RP	Amount	Scheme	Date paid
10	Impact	£50,000	Windermere Road Carnforth	Nov-10
23	Adactus	£90,000	Marlborough Road Morecambe	Dec-10
30	Adactus	£250,000	Greyhound Bridge Lancaster	Jul-12
26	Impact	£300,814	Albion Mills Lancaster	May-15
	Great			
21	Places	£42,000	Mossgate Heysham	Feb-14
18	Guinness	£80,000	Brindle Close Lancaster	May-14
53	Adactus	£132,400	Langdale Road Lancaster	Jul-14
18	Guinness	£180,000	King Street Morecambe	Aug-16
<b>Total</b>		<b>£1,125,214</b>		

3.2 The balance of commuted sums held is £559K, which if approved and the grant to Lune Valley CLT be awarded, will leave a remaining balance of £184K. Members should note the fluctuations in commuted sum payments since 2008/09 and that the council can no longer require affordable housing contributions for schemes under 10 units (except in AONB areas) since the ministerial statement in 2015 and existing policy seeks to secure on-site affordable housing on schemes over 10 units wherever possible.

#### 4.0 Options and Options Analysis (including risk assessment)

##### **Option 1: Approve the request for grant funding and amend the existing commuted sums policy**

**Advantages:** The grant will enable Lune Valley CLT to bring their scheme into fruition and create a suitable community led housing model. It will result in a further 20 units of affordable housing being provided to meet a local need. Supporting this scheme will encourage other community groups to bring schemes

forward and provides an additional source of funding if required if monies are available. The scheme will achieve exemplar standards and contribute positively towards the council's priorities around climate change.

**Disadvantages:** The grant funding could be used to support other affordable housing schemes not yet identified.

**Risks:** The risks to the council would be minimal if sufficient controls are placed on the allocation of the commuted sum payment. A binding agreement would be entered into between Lune Valley and Lancaster City Council which sets out how the commuted sum payment must be used, and the payment will only be made when all other conditions are satisfied. An Exclusivity Agreement/Heads of Terms were entered into between Lune Valley CLT and South Lakes Housing in March 2020 which reduce any perceived risks of the scheme not proceeding as intended. As long as schemes are delivering affordable housing (with additional controls through the planning consent), there should be no additional risks in awarding commuted sums to community groups.

**Option 2: Do not approve the grant funding and do not alter the existing commuted sums policy**

**Advantages:** The funding could be used to support other affordable housing schemes being brought forward by Registered Providers only.

**Disadvantages:** The council has already committed £267K Community Housing Fund to support the delivery of this project. If the commuted sums payment was not approved, the scheme would ultimately be at risk and may not be delivered. This would be a significant loss of opportunity, with some reputational damage. If the policy is not amended, it limits the funding available to support community led housing developments.

**Risks:** Whilst there is usually no set time limit placed upon the council to spend commuted sums funds, there is a general expectation that the monies are put to good use by councils and allocated within a reasonable period of time to minimise the risk of any future challenges being made.

**4. Officer Preferred Option (and comments)**

4.1 The officer preferred option is Option 1. If the grant is approved, it will allow Lune Valley CLT and South Lakes Housing to bring this community led housing development into fruition as outlined within the report. In order to minimise any perceived risk, that the grant funding will only be paid when the conditions set out in recommendation 2 have been satisfied.



# Equality Impact Assessment

This **online** equality impact assessment should:

An equality impact assessment should take place when considering doing something in a new way. Please submit your completed EIA as an appendix to your committee report. Please remember that this will be a public document – do not use jargon or abbreviations.

**Service** Directorate of Economic Growth and Regeneration

**Title of policy, service, function, project or strategy**

Application for Commuted Sums Funds for Lune Valley Community Land Trust

**Type of policy, service, function, project or strategy:** Existing  New/Proposed

**Lead Officer** Kathy Beaton

**People involved with completing the EIA**

Kathy Beaton

## Step 1.1: Make sure you have clear aims and objectives

Q1. What is the aim of your policy, service, function, project or strategy?

To provide a grant to fund the site acquisition of a proposed community led housing project providing 20 units of affordable housing.

Q2.

Who is intended to benefit? Who will it have a detrimental effect on and how?

The proposed scheme will directly benefit local communities in need of affordable housing, and will provide the highest possible standard of energy efficiency (Passivhaus) keeping running costs low. This in turn will help mitigate the effects of climate change and will encourage other community groups and housing providers to achieve the same standards.

## Step 1.2: Collecting your information

Q3. Using existing data (if available) and thinking about each group below, does, or could, the policy, service, function, project or strategy have a negative impact on the groups below?

Group	Negative	Positive/No Impact	Unclear
Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Faith, religion or belief	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender including marriage, pregnancy and maternity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender reassignment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Race	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sexual orientation including civic partnerships	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Other socially excluded groups such as carers, areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Rural communities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

## Step 1.3 – Is there a need to consult!

## Equality Impact Assessment

Q4. Who have you consulted with? If you haven't consulted yet please list who you are going to consult with? Please give examples of how you have or are going to consult with specific groups of communities

Lune Valley CLT has already been engaged in consultation with the local community in Halton in 2018 and ongoing dialogue with Halton-with-Aughton Parish Council. A Parish Housing Needs Survey has been commissioned which includes Halton and neighbouring parishes so that the scheme can be designed to align with the needs identified in the survey. There has been extensive consultation with the Community Land Trust Network's Specialist Advisor who has been working very closely with and on behalf of the group. There has been consultation with Homes England as capital grant funding will be required. Lune Valley CLT will be entering into a development lease with South Lakes Housing, a partner Registered Provider, stemming from detailed discussions and negotiations to take this project forward.

### Step 1.4 – Assessing the impact

Q5. Using the existing data and the assessment in questions 3 what does it tell you, is there an impact on some groups in the community?

**Age:** Positive. The scheme will include units which comply with M4(2) accessibility standards which would be suitable for people of any age.

**Disability:** Positive. The scheme will include units which comply with M4(2) accessibility standards to ensure that people with specific needs can be accommodated within the development

**Faith, Religion or Belief:** No impact/Positive - it will increase the choice of affordable housing to all sectors of the community

**Gender including Marriage, Pregnancy and Maternity:** No impact/Positive - it will increase the choice of affordable to people and the unit sizes will align to whatever the identified need is.

**Gender Reassignment:** No impact/Positive - the whole purpose of the scheme is to create an inclusive community.

**Race:** No impact/Positive - the whole purpose of the scheme is to create an inclusive community.

**Sexual Orientation including Civic Partnership:** No impact/Positive

**Rural Communities:** In relation to the allocation policy for the affordable units, preference will be given to people with a local connection to Halton and then surrounding rural areas and then anywhere else in Lancaster district.

### Step 1.5 – What are the differences?

Q6. If you are either directly or indirectly discriminating, how are you going to change this or mitigate the negative impact?

None expected

Q7. Do you need any more information/evidence eg statistic, consultation. If so how do you plan to address this?

Further consultation will take place as deemed appropriate to support the planning application for this scheme. The group may also undertake further marketing/engagement work if the scheme proceeds.

### Step 1.6 – Make a recommendation based on steps 1.1 to 1.5

# Equality Impact Assessment

Q8. If you are in a position to make a recommendation to change or introduce the policy, service, function, project or strategy, clearly show how it was decided on.

Cabinet approval is being sought to allow the existing policy on allocation of commuted sums to be amended. Grants have previously been awarded to Registered Providers and the proposed amendment would include community groups to receive commuted sums payments. Community led housing is probably more able to provide a housing solution that meets a very clearly defined local housing need. This proposal provides an excellent opportunity to deliver a community led development providing 100% affordable housing in Lancaster district which offers the potential to provide an exemplar scheme in terms of the design and thermal efficiency and be zero carbon.

Q9.  
If you  
are  
not

in a position to go ahead, what actions are you going to take?

N/A

Q10. Where necessary, how do you plan to monitor the impact and effectiveness of this change or decision?

Regular review and analysis of grant applications and payments.

## Lancaster City Council | Report Cover Sheet

<b>Meeting</b>	Cabinet	<b>Date</b>	14 July 2020		
<b>Title</b>	Developing a Homes Strategy for Lancaster district.				
<b>Report of</b>	Director for Communities and the Environment				
<b>Purpose of Report</b>					
To allow Cabinet to agree the key elements that will comprise the Homes Strategy.					
<b>Key Decision (Y/N)</b>	<b>Y</b>	<b>Date of Notice</b>	<b>15 06 20</b>	<b>Exempt (Y/N)</b>	<b>N</b>

### Report Summary

A Homes Strategy for the Lancaster District is currently being drafted. This report provides evidence of need and seeks agreement for the four strategic housing projects that will meet those needs. It also seeks in principle agreement for the financial and borrowing mechanisms required in order to deliver against these priorities as well as proposing that the council moves forward with setting up a Local Housing Company (LATCo) as a means of generating the finance to support housing and regeneration activities outside of our current social housing provision.

### Recommendations of Councillor Caroline Jackson

- (1) Cabinet endorse the four strategic housing projects identified in the report.
- (2) Approve Capital Strategy Group's recommendation to use up to £50K funding from reserves for the initial specialist legal and financial advice required to set up a Local Housing Company (LATCo).
- (3) Subject to a business case being made, purchase a Housing Stock Condition Module to provide a comprehensive dwelling stock and energy efficiency database at address level based on cost estimates of £67K.
- (4) A report on the findings and the preferred vehicle model will be reported back to Cabinet for further approval.
- (5) Provide in principle support to using the existing HRA headroom to generate the necessary development finance for schemes identified subject to detailed proposals being brought back to Cabinet.
- (6) Cabinet provide authority to consult residents on options to regenerate Mainway estate.

**Relationship to Policy Framework**

Council Priorities – Happy and Healthy Communities, a Sustainable District, an Inclusive and Prosperous Local Economy  
 Local Plan – contributes towards the provision of housing to meet a locally identified need and opportunities to increase the choice and supply of affordable housing.  
 Housing Strategy – will link directly to the emerging Homes Strategy for Lancaster district which is currently being prepared.

**Conclusion of Impact Assessment(s) where applicable**

Climate	Wellbeing & Social Value
---------	--------------------------

Digital	Health & Safety
---------	-----------------

Equality	Community Safety
----------	------------------

The proposals set out in the report should not have any adverse impacts and should have some positive impacts particularly on climate change, equality and wellbeing/social value.

**Details of Consultation**

In 2019, initial consultation was undertaken with the Communities Together group as a lead into preparation of the new Housing Strategy for Lancaster district. More comprehensive consultation is planned once the draft Homes Strategy is completed. A member group was established in September 2019 by the Portfolio Holder for Housing to identify the main housing and regeneration priorities which are referred to in this report. A report was also presented to Capital Strategy Group on 11 June 2020 which was well received by members recommending that further approval from Cabinet be sought.

**Legal Implications**

There are no legal implications at this stage. The Council Legal Services department will need to be involved in the process acquiring and reviewing legal advice in relation to setting up LATCO.

**Financial Implications**

As part of the 2020/21 budget process, on 26<sup>th</sup> February 2020 Council approved £107K from general fund reserves and subject to business case approval, a housing feasibility study to address the formation of a housing company and the purchase of a housing stock condition module (*minute 135(2) refers*).

The amount included for the feasibility study was £40K which based on estimates included in the report is insufficient. The officer preferred option of Option 1 includes costs estimated at £50K to obtain initial specialist legal and financial advice, including an options report. Therefore, this leaves a shortfall of £10K which would represent further growth funded by reserve should Cabinet endorse the recommendation.

Any further financial implications arising from the feasibility study will be reported back to Cabinet as appropriate prior to subsequent commencement.

<b>Other Resource or Risk Implications</b>
To be identified in future reports.
<b>Section 151 Officer's Comments</b>
<p>The successful development of the new Homes Strategy incorporating a Local Authority Trading Company should provide a suitable overarching vehicle and flexibilities to help to deliver significant outcomes against several the Council's priorities and objectives, particularly Happy and Healthy Communities.</p> <p>As part of the 2020/21 Budget £40K of reserve funding was approved for feasibility work into the establishment of the LATCO. This fund is subject to business case approval. Officers now estimate that the cost of establishing a suitable LATCO which will deliver all the Council's requirements could be c£100K. Members will note that this is to be one in a series of reports which will allow Members to consider costs and significant items such as structure of the LATCO model, its governance and any future financial plans including any associated borrowing incrementally.</p> <p><u>Approval Requirements</u></p> <p>Under the terms of COVID-19 Pandemic – Policy for decision making and spending delegations within the Budget &amp; Policy Framework as enacted by the Leader</p> <p><i>"All decisions on the use of reserves.....will require approval of Cabinet irrespective of the financial level."</i></p> <p><u>Staffing Capacity &amp; Expertise</u></p> <p>Members will be aware that the Council wishes to embark on a number of key projects in the upcoming months which include Canal Quarter, Morecambe Future High Streets, Lancaster Heritage Action Zone, Zero Based Budgeting, in addition to this and other potential LATCo's. All of these will require considerable input from the Council's support services with many requiring a high degree of specialist knowledge. Whilst these may be a priority, it must be recognised that the level of required involvement could place additional strain on resources particularly when balanced with the Council's existing, inescapable statutory obligations.</p> <p>In order to maintain the same high standards, it may be necessary to undertake some temporary recruitment and/or engage external consultants to assist at peak times, or where knowledge gaps exist. It is not possible to quantify these costs at this time.</p>
<b>Monitoring Officer's Comments</b>
The Monitoring Officer has been consulted and has no further comments at this stage. The business case will set out the various options to enable Cabinet to make

a decision on whether or not to establish a LATCO within the powers available to the local authority.	
---	--

<b>Contact Officer</b>	Kathy Beaton
------------------------	--------------

<b>Tel</b>	Tel: 01524 582724
------------	-------------------

<b>Email</b>	KBeaton@lancaster.gov.uk
--------------	--------------------------

<b>Links to Background Papers</b>	

## 1.0 Introduction

1.1 A new Homes Strategy for Lancaster district is currently being prepared which once finalised and consulted upon, will be presented to members for approval. This is expected by the end of this calendar year. The Homes Strategy identifies a number of key housing and regeneration priorities which link directly to the council's revised priorities, specifically the Healthy and Happy communities priority which seeks to redevelop housing to ensure that people of all incomes are comfortable, warm and are able to maintain their independence.

## 2.0 Background

2.1 As a lead into the preparation of the new Strategy, a Housing Strategy Working Group was established in September 2019 which is chaired by the Portfolio Holder for Housing. This cross-party group supported by officers has considered new ways of working and options for the council to implement a programme of new housing projects which include: -

2.1.1 Setting up a housing company and/or a development company in order to pursue other tenures outside those traditionally operated within the Housing Revenue Account.

2.1.2 Consider the use of borrowing in order undertake projects which may make a positive financial return as well as deliver positive housing outcomes. In many cases, it might be that a site is capable of providing multiple tenures by using profits from one form of housing to subsidise another.

2.1.3 Control over environmental standards in houses developed by the Council to improve the quality and choice of the local housing offer.

2.1.4 Involvement in sectors such as private sector rental and extra care housing in order to provide good quality and fairly priced housing options in these sectors.

2.2 The group shortlisted a number of potential schemes, and although not intended to be an exhaustive list, these are the most significant priorities identified within the draft Homes Strategy: -

2.2.1 Development at Canal Quarter – potential to develop between 100 and 200 units which might be mixed in nature including designated housing for older people, outright sale units, PRS scheme and affordable units in the form of shared ownership and affordable rented units.

- 2.2.2 Acquisitions of existing houses – in order to provide good quality housing in the private rental sector. Particular emphasis has been placed on Morecambe where it is felt that the Council can become a good and responsible landlord to ensure that good quality housing options remain for Morecambe residents.
- 2.2.3 Extra care housing – working with the County Council to develop schemes for extra care which address housing needs of an ageing population.
- 2.2.4 The regeneration of Mainway estate. Options are still to be considered and consulted upon but could potentially include comprehensive programme of development.

### **3.0 Prudential Borrowing**

- 3.1 Members should note that borrowing headroom exists within the Housing Revenue Account (HRA). The HRA is a landlord account, recording expenditure and income arising from the provision of social housing accommodation by local housing authorities. It is not a separate fund but a ring-fenced account of certain defined transactions, relating to local authority housing. The main items of expenditure included in the account are management and maintenance costs, major repairs, loan charges, and depreciation costs and the main sources of income are from tenants in the form of rents and service charges. Some analysis of borrowing headroom has previously been undertaken by Savills in 2019, which suggests that the council could comfortably borrow £25M through the Housing Revenue Account.
- 3.2 Prudential borrowing through the General Fund provides some freedoms and flexibilities for local authorities who have an ambition to grow their housing portfolio. To create this opportunity, the council would need to set up a wholly owned Local Authority Housing Company (LATCo) as an arms-length vehicle which provides the clear distinction and separation between council properties held within the HRA. The council would borrow from the PWLB and then “on-lend” to the LATCo to create the development finance. This offers potential for the LATCo to deliver mixed tenure schemes, create some surpluses and increase the supply of affordable housing available locally which would not be governed by housing legislation such as rent setting controls, allocations and the statutory Right to Buy scheme. This report seeks authority from Cabinet to develop specialist legal and financial advice on the most suitable type of vehicle that will allow Lancaster City Council to achieve its housing and regeneration priorities.
- 3.3 The level of borrowing is for the local authority to manage and decide for itself based on its ability to repay the debt, supported through capital investment plans which are affordable, prudent and sustainable
- 3.4 This report seeks authority from Cabinet to seek specialist legal and financial advice on the most suitable type of vehicle that will allow Lancaster City Council to achieve its housing and regeneration priorities. Cost estimates are broken down as follows:-



Table 1 – Specialist Legal and Finance Cost Estimates

<b>Provider</b>	<b>Description</b>	<b>Cost estimate</b>
Savills	Business Case/Business Plan	£20K
	HRA Decision Making Framework	£10K
Trowers	Housing Delivery Vehicles Options Report	£20K

- 3.5 When the 20/21 budget was set, in anticipation of costs associated with setting up the LATCo, members approved a total of £107K to be taken from revenue reserves (£40K consultancy costs for feasibility and £67K for the council to purchase a Housing Stock Condition Module to provide wide ranging datasets for housing across the whole district). The initial cost of obtaining specialist legal and financial advice has been estimated at £50K as set out above. Further costs would be incurred and detailed in future reports for Trowers to set up the LATCo and prepare the necessary legal documentation. A sufficient business case is still to be made to commission the Housing Stock Condition Module. Members should note a comprehensive Housing Stock Condition Survey has not been carried out since 2004.
- 3.6 Reflecting on the key schemes identified to date, officers recommend that a blended approach is taken to prudential borrowing which sees some schemes relying on prudential borrowing through the HRA and others sitting within the LATCo through General Fund borrowing set out on Table 2: -

Table 2 – Borrowing options

<b>Scheme</b>	<b>Expected Tenure</b>	<b>Expected costs</b>	<b>Borrowing Source</b>	<b>Justification</b>
Canal Quarter	Mixed tenure	Still to be determined	General Fund/LATCo & HRA	The scheme is expected to provide a mix of tenures and it is envisaged that most of the borrowing would be generated through the LATCo. However, it also provides a good opportunity to increase the supply of social housing on the council's own land with an element of borrowing through the HRA.

Property Acquisitions	Affordable	£3M initially	General Fund/LATCo	Although technically possible to borrow from the HRA the management of the properties would be controlled through housing legislation. Affordable rather than social housing is likely to be a better fit for the area.
Mainway	Affordable	£20-25M depending upon scale and type of development undertaken	HRA	Existing council housing already managed and controlled through the HRA. The scheme could qualify for Homes England Affordable Homes Grant which will reduce the cost of the contribution made by the council with the prospect of enhanced grant rates to keep rents for existing tenants at social rent levels.
Extra Care Housing	Affordable	£10-12M	HRA	The scheme would only be viable through the provision of Affordable Homes Programme grant at the highest possible level (circa £65K per unit) Extra care schemes are exempt from the Right to Buy.

#### 4.0 Scheme Proposals

4.1 Within Section 2 of this report, four key housing priorities have already been identified through the preparation of the new Homes Strategy for Lancaster district setting out the most suitable forms of borrowing to support those schemes, with each project briefly being summarised below:-

4.1.1 The Canal Quarter is a key regeneration priority for Lancaster City Council to redevelop the area to create significant and wide-ranging economic benefits to the city and the wider district. With the council taking a fresh approach to developing the site through a Strategic Regeneration Framework, the new scheme will focus less on retail and an expectation that a new mix of uses could include housing development, particularly in view of the fact that the council is a major land owner. Ahead of the detailed master planning process, early thinking suggests that the Canal Quarter could generate 100-200

residential units of mixed tenure which could include outright sale units, PRS units as well as affordable and social housing with the outright sales potentially generating an early return through sales and PRS generating a longer-term revenue stream. This offers the greatest potential to create generate some surpluses and cross subsidise other elements of the scheme such as the affordable housing once further feasibility and development appraisals have been undertaken. In order for the council to create the development finance to bring this opportunity into fruition, the LATCo needs to be established as a vehicle for generating the necessary finance, but it is likely that in order to deliver an element of social housing, borrowing through the HRA would also be necessary.

- 4.1.2 A programme of property acquisitions has also been identified as another potential housing project that could be delivered through the LATCo. The area of initial focus is envisaged to be Morecambe's West End. There is significant need for affordable housing in Morecambe which was identified when the council undertook the last district wide Housing Needs Survey in 2018, which identified over 6000 households in need of affordable housing and Table 3 below sets out where that need is likely to exist: -

<b>Sub-area</b>	<b>No. Households in need</b>	<b>% Households in need</b>	<b>Total no. households</b>
Carnforth & Millhead	275	10.4	2632
Ellel	213	11.3	1888
Heysham	454	9.0	5028
Kellet and Upper Lune Valley	140	7.1	1967
Lancaster Fringes	516	8.3	6232
Lancaster North	1056	17.2	6155
Lancaster South	1603	9.6	16631
Morecambe	906	7.9	11478
Morecambe West	785	13.5	5836
Overton	123	11.5	1073
Silverdale and Warton	114	6.3	1815
<b>Total</b>	<b>6185</b>	<b>10.2</b>	<b>60735</b>

Source: 2017 Household Survey

- 4.1.3 Morecambe's West End has been an area of significant focus for Lancaster City Council for many years with a range of external funding being levered into the delivery of regeneration activities. Going forward, the availability of substantial regeneration funding through government is unlikely. Nevertheless, it is an area of Lancaster district which continues to face some of the greatest challenges in terms of the

housing market and quality of housing available to local people. As part of increasing its portfolio of housing across the district, the city council could implement a programme of housing acquisitions that would give the local authority a direct role towards increasing the choice and supply of good quality housing in that area. The LATCo would generate the capital funding required to both acquire and refurbish the properties and whilst creating affordable housing capped at Local Housing Allowance rates, the properties would not be let and managed as conventional social housing. In order for the council to develop a strategic approach to this proposal, a policy will need to be developed to set out a more clearly defined project and development appraisals to understand the cost implications through a Phase 1 Business Case. The cost of undertaking the Phase 1 Business Case is £5K.

- 4.1.4 The Mainway estate is 1960's Wimpey no-fines concrete construction which was overclad in the 1990's with Structhern insulated render. The estate is predominantly council owned with 259 dwellings in the form of apartments and maisonettes and 19 units privately owned through previous Right to Buy sales.
- 4.1.5 In 2019 the council commissioned a series of structural survey work on Mainway estate to robustly test the structural integrity of the existing apartment blocks. Although the surveys confirm that the blocks are currently structurally sound, the council will need to take preventative steps to improve and maintain the existing apartment blocks in their current form. The council could undertake a programme of external refurbishments across the estate which would meet the immediate need to ensure properties continue to be safe secure and fit for purpose for a further 25 years. However, the council would like to consider whether a more comprehensive regeneration programme could be undertaken on Mainway which could potentially deliver some dramatic improvements to the whole area and by providing homes in a surrounding environment that are likely to meet the aspirational needs of our existing tenants as well as positively contributing to climate change. The council is fully committed to extensively consulting existing tenants and leaseholders and understanding their experience of living in the area, residents wishes, views and expectations, and this will then formulate the regeneration programme undertaken for Mainway.
- 4.1.6 The final opportunity being outlined in this report is for the council to consider bringing forward a new extra care facility in Lancaster district. Extra care housing is provided for older people above the age of 55 years, provided in the form of self-contained homes (normally apartments) with the provision of an on-site care team who provide varying levels of support and care services to residents and typically with a range of other on-site services and facilities. The model of care includes background support and an emergency response to residents with additional planned care as the resident requires. These elements

are funded by the upper tier authority if the resident meets the threshold for eligible assessed care needs or residents who are able to self-fund their planned care from benefits such as attendance allowance.

4.1.7 The delivery of purpose built extra care schemes is a key priority for Lancashire County Council (as the upper tier authority) because in recent years there has been an over-reliance of residential care placements which whilst a significant financial burden to them, is often a very poor outcome for our ageing population. Extra care housing settings offer greater potential to reduce social care costs and allow residents to live in an independent setting for a much longer period of time. Lancashire County Council has undertaken analysis of need in the county using the Housing Learning and Improvement Network (LIN) methodology, which estimates the need in Lancaster district as 238 units.

4.1.8 An opportunity to deliver a new build extra care scheme is currently being investigated on a site in North Lancaster at the present time, which could allow Lancaster City Council to deliver the scheme as part of its emerging portfolio of housing projects, and as the largest provider of social housing for older people in Lancaster district, to enhance its existing offer. A fully costed and detailed business case will be presented in due course should the opportunity present itself and as previously set out, given the grant subsidy required to provide an extra care scheme in the form of affordable housing let as rented accommodation, there is a clear requirement to draw down affordable homes programme grant through Homes England along with borrowing through the HRA to generate the necessary capital funding required. Extra care schemes currently fall outside of the scope of the Right to Buy scheme.

4.2 Finally, it is envisaged that the operational management of all the affordable units will be undertaken by the Council Housing Services Teams, whether the new housing sits within the existing HRA or through a Service Level Agreement for properties held by the LATCo.

## 5.0 Options and Options Analysis (including risk assessment)

**Option 1: Cabinet endorse the four strategic projects identified in the report, approve the initial feasibility costs associated with setting up the LATCo and agree to using the existing HRA headroom to generate the necessary development finance.**

**Advantages:** Will be instrumental in delivering against the council's re-affirmed priorities. Maximises the borrowing opportunities available to the council. Could generate some surpluses. Diversifies the council's existing housing portfolios. The council is more able to meet a growing local housing need.

<p><b>Disadvantages:</b> Some initial set up costs will be required.</p>
<p><b>Risks:</b> New area of business for the council particularly if new forms of tenure are being created. Different governance arrangements for the LATCo. Lack of development experience/skills/capacity within the council's existing structure.</p>
<p><b>Option 2: Do not proceed with the strategic priorities identified or utilise the borrowing options.</b></p>
<p><b>Advantages:</b> No risk or exposure to the council. The council could continue to work in an existing enabling capacity through partnerships to achieve some but not all of the desired outcomes.</p>
<p><b>Disadvantages:</b> No specialist legal and financial advice will be obtained therefore the council cannot fully consider its options. The council is not delivering against its own key priorities or positively contributing to the provision of good quality housing locally to meet a wide range of need or proactively contributing towards climate change. No opportunities to generate surpluses as part of the council's investment strategy.</p>
<p><b>Risks:</b> Could give rise to significant problems if the required investment into the council's existing stock is not carried out in a timely way. Reputational damage. Loss of opportunity.</p>

## 6. Officer Preferred Option (and comments)

- 6.1 The officer preferred option is Option 1. Setting up the LATCo and utilising prudential borrowing provides a number of potential benefits and opportunities for the council in relation to diversification of its existing role, increasing its landlord capacity, offers greater opportunities to cross subsidise mixed tenure schemes which will meet a local need, creates more potential to provide new build residential development that contribute positively towards climate change and improving the thermal efficiency of existing dwellings within areas of significant need. Borrowing through the HRA provides the opportunity to increase and improve the council's existing social housing portfolio and diversify its local housing offer. Should this report be approved, the consultants reports will be brought back to Cabinet for authority to set up the LATCo and fully costed development proposals for each of the four housing priorities will also be reported in due course.



# Equality Impact Assessment

This **online** equality impact assessment should:

An equality impact assessment should take place when considering doing something in a new way. Please submit your completed EIA as an appendix to your committee report. Please remember that this will be a public document – do not use jargon or abbreviations.

**Service**

**Title of policy, service, function, project or strategy**

**Type of policy, service, function, project or strategy:** Existing  New/Proposed

**Lead Officer**

**People involved with completing the EIA**

## Step 1.1: Make sure you have clear aims and objectives

Q1. What is the aim of your policy, service, function, project or strategy?

Q2.

Who is intended to benefit? Who will it have a detrimental effect on and how?

## Step 1.2: Collecting your information

Q3. Using existing data (if available) and thinking about each group below, does, or could, the policy, service, function, project or strategy have a negative impact on the groups below?

Group	Negative	Positive/No Impact	Unclear
Age	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Faith, religion or belief	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender including marriage, pregnancy and maternity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Gender reassignment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Race	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sexual orientation including civic partnerships	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Other socially excluded groups such as carers, areas of deprivation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Rural communities	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

## Step 1.3 – Is there a need to consult!

Q4. Who have you consulted with? If you haven't consulted yet please list who you are going to consult with? Please give examples of how you have or are going to consult with specific groups of communities



## Equality Impact Assessment

The Communities Together Group were consulted in 2019 before any drafting of the strategy had begun. The purpose of the consultation was to establish if BAME communities in Lancaster district had specific needs that would need to be addressed in the strategy. A cross party member group was set up in September 2019 as a lead into preparation of the strategy. Capital Strategy Group were consulted at their meeting in June 2020 and recommended that a report be prepared for Cabinet to seek approval to implement initial measures and to endorse the priorities identified. More detailed consultation is planned once the final draft of the Homes Strategy has been produced.

### Step 1.4 – Assessing the impact

Q5. Using the existing data and the assessment in questions 3 what does it tell you, is there an impact on some groups in the community?

**Age:** Positive. The Strategy acknowledges the need for purpose built extra care housing for older people in Lancaster district with recommendation actions to meet that need.

**Disability:** Positive. The Strategy will seek to meet the identified needs of people with a range of disabilities in Lancaster district working closely with commissioning leads/teams in Lancashire County Council.

**Faith, Religion or Belief:** It is not expected that the strategy will adversely affect these groups and could have positive impacts through supporting groups to take forward community led housing to meet a specific need.

**Gender including Marriage, Pregnancy and Maternity:** No impact

**Gender Reassignment:** No adverse impact expected

**Race:** No adverse impact expected although continued dialogue with BAME is needed to explore potential for positive impact.

**Sexual Orientation including Civic Partnership:** could be positive as some discussion has taken place with Out In the Bay to identify the housing needs of the LGBT community and ways in which the council can increase the housing choices available to this group

**Rural Communities:** Positive mainly because allocations of affordable housing in rural areas is given to people with a local connection. The council does not support development in rural areas which are not deemed to be sustainable settlements, which could limit housing choice and availability but rural exception sites still allow for affordable housing developments in these instances.

### Step 1.5 – What are the differences?

Q6. If you are either directly or indirectly discriminating, how are you going to change this or mitigate the negative impact?

No group will be directly or indirectly discriminated against and whilst the strategy will make a genuine attempt to meet the needs of a wide range of groups and communities, the level of affordable/specialist housing being generated as a result of the strategy will not meet the entire district's needs.

Q7.  
Do

you need any more information/evidence eg statistic, consultation. If so how do you plan to address this?

Further consultation will be undertaken once a final draft document is prepared.

### Step 1.6 – Make a recommendation based on steps 1.1 to 1.5

## Equality Impact Assessment

Q8. If you are in a position to make a recommendation to change or introduce the policy, service, function, project or strategy, clearly show how it was decided on.

A cross party member group was established in September 2019 to commence the formulation of the new Homes Strategy and identify the key priorities. Capital Strategy Group were also consulted prior to seeking endorsement from Cabinet. The Housing Strategy sits within the council's policy framework and requires approval of Cabinet and Full Council.

Q9.  
If

you are not in a position to go ahead, what actions are you going to take?

Click here to enter text.

Q10. Where necessary, how do you plan to monitor the impact and effectiveness of this change or decision?

This is the first in a series of reports and work is still ongoing to complete the final draft document. However, in order to give the strategy the best chance of being successfully implemented, Cabinet are required to approve some initial key actions which have emerged as the strategy is being prepared. Subject to necessary approvals, the Homes Strategy period is five years and would be reviewed periodically.

## Lancaster City Council | Report Cover Sheet

<b>Meeting</b>	Cabinet	<b>Date</b>	14 July 2020
<b>Title</b>	Procurement Strategy 2020-24		
<b>Report of</b>	Director of Corporate Services		
<b>Purpose of Report</b>			
To seek approval of the Procurement Strategy and action plan for 2020-2024.			
<b>Key Decision (Y/N)</b>	Y	<b>Date of Notice</b>	15 06 20
		<b>Exempt (Y/N)</b>	N

### Report Summary

The report seeks approval of a revised strategy and action plan for procurement to cover the next four years. Whilst the strategy maintains a focus on value for money in procurement decisions, it also sets out the importance of the Council's procurement to the local economy and an ambition to maximise expenditure with local organisations, enhance community wealth building and seek increased social value from spending decisions.

### Recommendation of Councillor John Reynolds

1. Cabinet adopt the Procurement Strategy and action plan for 2020-2024.

### Relationship to Policy Framework

The Procurement Strategy will assist in the delivery of the Council's recently adopted priorities.

#### *An Inclusive and Prosperous Local Economy*

- *advocating for fair employment and just labour markets that increase prosperity and reduce income inequality*
- *supporting new and existing enterprises in sustainable innovation and the strengthening of local supply networks*

The objectives set out in the Procurement Strategy cover the maximisation of social value benefits. This will include incorporating adoption of fair work charter in the evaluation criteria. The objectives also set out how the Council will support local businesses and this will include developing local frameworks and supply chains.

#### *A Sustainable District*

- *net zero carbon by 2030 while supporting other individuals, businesses and organisations across the district to reach the same goal*

Minimisation of environmental impact will be incorporated into evaluation criteria.

#### *A Co-operative, Kind and Responsible Council*

- *providing value for money and ensuring that we are financially resilient and sustainable*

The objectives set out in the Procurement Strategy cover maximising value for money as well as delivering wider economic, environmental and social outcomes.

In addition to assisting the delivery of priorities, the Procurement Strategy will focus on the key corporate themes of Climate Emergency and Community Wealth Building via the adoption of relevant measures to be included in evaluation criteria.

#### **Conclusion of Impact Assessment(s) where applicable**

Climate ✓	Wellbeing & Social Value ✓
Digital	Health & Safety
Equality	Community Safety

#### **Details of Consultation**

The action plan details consultation that will take place with local businesses as the Procurement Strategy actions are rolled out.

#### **Legal Implications**

The adoption of the Procurement Strategy will inevitably result in changes to Standing Orders relating to Contracts and Financial Regulations in order to incorporate social value considerations into spending decisions.

#### **Financial Implications**

There are no direct financial implications arising from this report which covers approval of a Procurement Strategy. However, as the strategy indicates, the Council will spend around £19m on goods and services in 2020/21 and therefore effective procurement decisions will secure value for money from Council expenditure as well as the delivery of wider economic, social and environmental benefits.

#### **Other Resource or Risk Implications**

It will be necessary to provide support to budget holders in order to maximise benefits from more proactive procurement. The action plan includes the development of a procurement toolkit including measures to show improved outcomes.

#### **Section 151 Officer's Comments**

The s151 Officer has contributed to the writing of this report and to the development of the Procurement Strategy.

#### **Monitoring Officer's Comments**

The Contract Procedure Rules and Financial Procedure Rules were not subject to the Council's Constitutional review in 2019. The power to amend both the Contract Procedure Rules and the Financial Procedure Rules lies with Audit Committee.

<b>Contact Officer</b>	Dan Bates
<b>Tel</b>	Tel: 01524 582138
<b>Email</b>	dbates@lancaster.gov.uk

#### **Links to Background Papers**

Procurement Strategy (2020-2024) and action plan is appended to the report.

## **1.0 Introduction**

1.1 The Procurement Strategy and action plan will reset and implement the Council's objectives with respect to procurement over the next four years. Crucially, the strategy sets out key principles which will enable to the Council to buy local more often whilst maintaining a focus on value for money. This will be achieved by introducing the measurement of social value, particularly in relation to the climate emergency and local community wealth building, as part of the procurement assessment process.

## **2.0 Background**

2.1 In January 2020, Council adopted revised priorities which place an emphasis on addressing the climate emergency, declared a year earlier, as well as community wealth building. Additionally, the Government, in its National Procurement Strategy, has highlighted the importance of driving community benefits particularly in relation to local economic, social and environmental well-being.

2.2 The revised Procurement Strategy responds to the local and national priorities in order to ensure that future spending decisions maintain good value for the taxpayer whilst delivering wider local economic, social and environmental benefits.

2.3 The Strategy sets out the following key objectives:

- Support long term financial sustainability of the Council by ensuring Value for Money via efficient; effective; transparent, legally compliant and equitable procurement activities.
- Maximise social value benefits from procurement activities by ensuring that the climate emergency and community wealth building measures are included in procurement assessments.
- To support local businesses to bid, win and deliver Council contracts.
- To adapt and respond to the changing landscape of Local Government.

2.4 In order to achieve the above objectives, an action plan has been developed. It includes changes that will be required to standing orders relating to contracts and financial regulations; these changes will have to be considered by Audit Committee. It also includes the development of a toolkit which covers the full procurement cycle from identifying need, to selecting a supplier and recognising the procurement benefits including wider economic, social and environmental outcomes.

### 3.0 Options and Options Analysis (including risk assessment)

<b>Option 1: Cabinet endorse the Procurement Strategy and action plan.</b>
<b>Advantages:</b> This will allow early adoption and completion of the action plan which will enable more pro-active procurement which supports the delivery of wider community benefits which address the climate emergency and community wealth building aspirations.
<b>Disadvantages:</b> None identified.
<b>Risks:</b> Potential for sub-optimal procurement decisions if processes for incorporating social value are not clear and consistent.
<b>Option 2: Do not agree the Procurement Strategy and action plan.</b>
<b>Advantages:</b> No changes to existing processes which are well established which focus on cost and quality (but not social value) and make use of national frameworks to deliver a combination of low cost and quality.
<b>Disadvantages:</b> Council will miss out on opportunity to address key corporate themes including climate emergency and community wealth building in procurement decisions and the wider social, economic and environmental benefits which would accrue from their incorporation in the assessment process.
<b>Risks:</b> Council may be assessed as not meeting its own corporate priorities and those set out in the National Procurement Strategy.

### 4.0. Officer Preferred Option (and comments)

- 4.1 The officer preferred option is Option 1. Approval of the Procurement Strategy will allow for the action plan to be implemented which will deliver a more proactive approach to procurement and demonstrable improvements in social value arising from expenditure decisions.

# Procurement Strategy

.....developed to established the direction of how procurement should be organised in order to implement procurement policies.  
(CIPS)

**2020– 2024**

## Table of Contents

Introduction .....	3
Aims .....	3
Setting the scene.....	4
Objectives .....	5
Steps to Achieve the Procurement Strategy – Meeting Lancaster’s Values.....	6
The Nation Procurement Strategy – Delivering the ambition .....	8
Summary .....	10
Appendix A.....	11



## Introduction

The procurement strategy aims to help us deliver excellence in the procurement and commissioning of goods, works, and services. It supports the delivery of the council's priorities and strategies in areas such as equality, asset management, climate change emergency and Local Wealth Building.

Procurement covers the whole process from the initial identification of a need for a service or goods, decisions about how and who provides the service, through selecting a supplier or partner, receiving the goods or service, managing a contract, achieving the benefits expected, to finally disposing of an asset or ending a contract.

Good practice and legislation encourages staff to consider wider social, economic and environmental impacts and outcomes from procurement decisions. It also stresses the need to include the public, customers and people who are the ultimate users of services in their design, selection and delivery, where appropriate.

The Council has a good track record of working in partnership with others such as the County Council, other District Councils, professional buying organisations and with consultants. The procurement function will continue to encourage working in partnership.

## Aims

The procurement strategy will communicate to all stakeholders, including Council Members, Chief Officers and Council staff the Council's vision for the way forward in procuring its goods, works and services.

The document seeks to set out the Council's high level, strategic plans for how procurement will be organised and managed in support of the Values.

Flexibility is required to allow the Council to respond to the rapidly changing environment surrounding public sector procurement, taking into account our own experiences and those of others and to integrate improvements into our processes and systems.

## Setting the scene

Getting procurement right is important not only because it is about improving the delivery and cost effectiveness of quality public services to our customers across the district, but also because the choices we make on a contract or partnering agreement signifies the type of authority the Council wants to be and how we are perceived by residents, businesses and other stakeholders.

Lancaster City Council has largely devolved procurement activity, more than 200 officers are involved in the procurement process using Civica Purchasing. However, other orders are raised relating to municipal properties and Council housing stock via Tech Forge and TOTAL. Many more officers are involved in the bill payment process and in the procurement process as project, budget and contract managers.

In January 2020 Council adopted the outline Strategic Priorities (appendix A) the overarching Priorities and Themes will be taken forward within this procurement strategy.

On 30<sup>th</sup> January 2019 at Full Council, a Climate Emergency was declared, with the Council aiming to be net-zero carbon by 2030.

July 2018 saw the launch of a new national procurement strategy 'Delivering the Ambition'. This strategy focuses on three themes, which consultation has shown reflect local government's priorities:

- Showing leadership
- Behaving commercially
- Driving community benefits

Each theme has a number of key areas and four enablers have been identified:

- Developing Talent
- Exploring digital technology
- Enabling innovation
- Embedding change

Procurement will respond to the challenges of the corporate Priorities, Themes, Climate Emergency declaration and the National Procurement Strategy.

It should also be noted that work is being undertaken by the Lancashire Economic Development Officers Group (LEDOG) to progress the way in which Public Procurement with a particular focus on using standard processes to realise wider economic, social and environmental outcomes. Procurement will contribute and will work to regionally standardise processes and procedures across Lancashire, where this should benefit SME<sup>1</sup> suppliers

---

<sup>1</sup> SME – Small, Medium Enterprises definition, The category of micro, **small** and **medium**-sized **enterprises** (SMEs) is made up of **enterprises** which employ fewer than 250 persons and which have an annual turnover not exceeding 50 million euro, and/or an annual balance sheet total not exceeding 43 million euro.

## Objectives

This strategy aims to pull together Lancaster City Councils Priorities, Outcomes Based Budgeting Principles, the relevant National Procurement Strategy 2018 themes and enablers and to:

- to support the Council's long-term financial sustainability and drive efficiencies by ensuring all procurement activities are efficient; effective; transparent, legally compliant and equitable, thereby delivering value for money for the local economy and commercial and social benefits.
- to support local economic growth whilst responding to commissioning requirements, encouraging and supporting local organisations to bid, win and deliver Council contracts where possible.
- to optimise the social value deliverables and opportunities through contracting arrangements where appropriate and proportionate to do so, delivering wider social, economic and environmental benefits to the people and communities of the Lancaster district.
- Respond responsibly to the changing landscape of Local Government
- Support and contribute to the delivery of Lancaster's Outcomes Based Budgeting Principles, introducing, Climate Action, Community wealth Building, and Community engagement, in the evaluation of significant contracts.

It should be recognised that the environment is fast changing and that developments in the withdrawal from the EU, may require changes in strategy sometime in the period covered by this strategy. Any targets, recommendations and outcomes linked to this strategy will be delivered as resources allow and many be ongoing.

## Steps to Achieve the Procurement Strategy – Meeting Lancaster’s Values

Procurement is a small corporate resource with a vision to be an enabling function that supports the Council to be effective, providing value for money, supporting local business and achieving social value to meet the needs of Lancaster’s residents and business. In 2018/19 the budgets available for spend on goods, works and services was £20 million pounds and for 2019/20 was £19 million, highlighting that as a Council we need to do more for less and think of ways in which the Council can use its spending power to deliver further benefits to the district. In order to achieve the objectives of this Procurement Strategy Procurement staff, will provide high quality procurement support to individual officers and services in commissioning and procurement activities to shape the local economy to deliver community benefits, value for money and to support the Councils declaration to be carbon neutral by 2030. Whilst complying with regulations using the following as a framework to establish a work plan.

- Introduce local supply chain opportunities into our procurement activities.
- Develop and implement a Social Value Procurement Policy with supporting guidance for officers on the application and appropriateness of the National Social Value Measurement (TOMs) Framework. Provide suppliers with a toolkit to give guidance, information and support when considering social value in response to an opportunity.
- Work with first tier suppliers to create supply chain opportunities for Lancaster businesses.
- Work within legal frameworks to proactively source goods, works and services from suppliers within the District, where there is the capability, competence and competition, ensuring that best value is achieved.
- Measure local spend as a means of identifying and reducing barriers to SME and Micro-organisations.
- Introduce an Ethical Procurement Policy.
- Improve contract management across the Council.
- Ensure the potential for procurement fraud is minimised.
- Staff that show clear and visible personal commitment to all the council’s services and show enthusiastic tone and ethos.
- Insist on main contractors acting fairly with supply chains, mandating timely payment through contract clauses.
- Develop a baseline of council Expenditure and a commitment to increase spend in the local economy (or if this is a significantly high % already use ‘maintain’ instead)
- Promote council contracts through a single portal to make it easier for local SME’s to access more procurement opportunities.

- Provide commercial acumen to Services to assist with key projects and to identify improved procurement opportunities.
- Encourage early engagement of the procurement team with Services in strategic decision-making to maximise savings and service delivery.
- Review whether efficiencies could be achieved by joining up contract management teams.
- Ensure procurement has early engagement with services on re-procurements
- Explore opportunities to procure through existing routes to market.
- Ensure all significant contracts are effectively managed by improving our approach to Contract Management. Where applicable incorporate KPI's into contracts to measure contract outputs including Social Value outcomes and ensure competitiveness over the life of the contract.
- Maintain Lancaster's electronic capacity whilst working with suppliers to conduct more e-business. E.g. supporting the P2P project.
- Review our procurement processes, systems and tools to ensure they are fit for purpose.

Appendix B provides an action plan covering the above steps which will ensure that the objectives of the Procurement Strategy are delivered at the earliest opportunity.

## The Nation Procurement Strategy – Delivering the ambition

The Councils Procurement Strategy (2020 – 2024) builds upon the previous strategy and reflects both local and national priorities. It describes the ambition for Strategic Procurement and the role in which procurement officers will play in achieving the Councils priorities and Principles.

The 2018 national strategy is not about compliance or tactical issues, it focuses on three themes which reflect local government's priorities until 2022. The themes are broken down into several key areas. The themes are presented as maturity models to make objective setting and measurement easier. Councils are expected to use a toolkit to set local goals and assess progress against each of the theme's maturity level. Each Council will have differing objectives and levels of maturity they want to set as a target. Lancaster's Priorities and Theme's fit within the model of the National Procurement strategy and will support the level of maturity that Lancaster can attain.

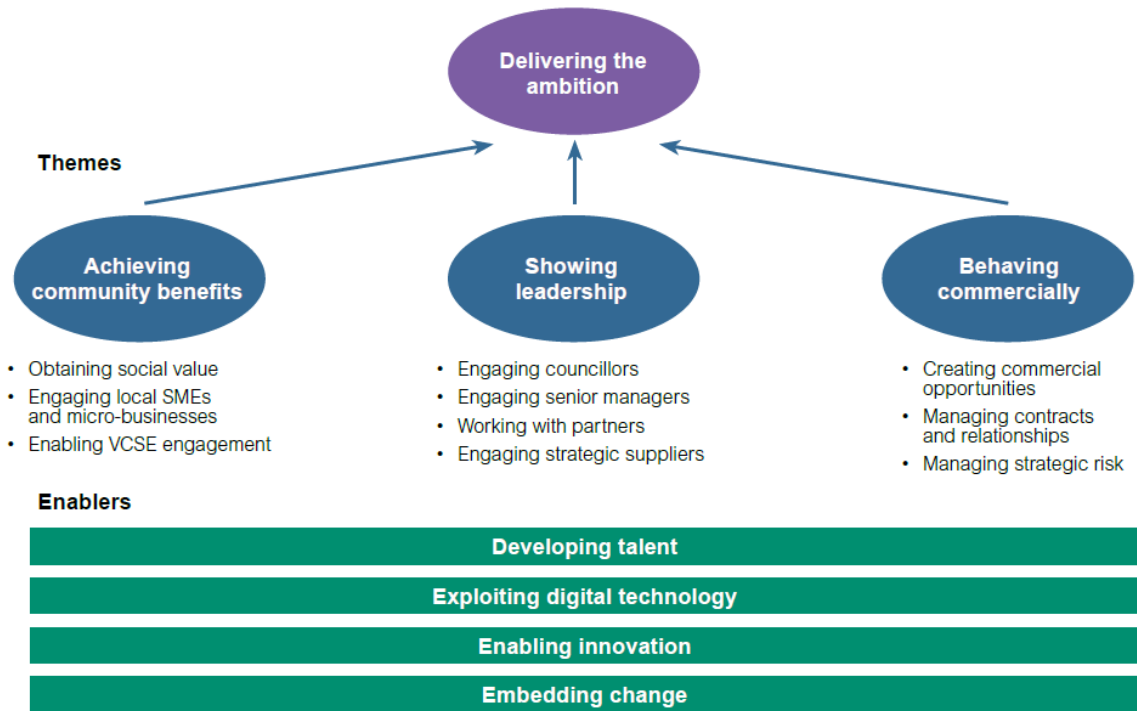
The strategy identifies four enablers which will address several cross-cutting issues that will need to be facilitated in order to realise our ambitions in the key areas

### Themes

- **Achieving community benefits**
- **Showing Leadership**
- **Behaving Commercially**

### Enablers

- **Developing talent**
- **Exploiting digital technology**
- **Enabling innovation**
- **Embedding change**



## Summary

In order for Lancaster City Council to achieve the ambitions of this procurement strategy a number of key changes, need to happen, be created or developed.

The key areas for the next four years will be to embed a philosophy/culture of achieving Local Wealth Building within the supply chain and directly apply social value criteria to all contracts over a value of £100k. Any opportunity below this threshold should always seek to extend the value of the public spend where appropriate and proportionate to do so.

Procurement will, in addition to the adoption of the Local Wealth Building philosophy and culture, seek to drive further improvement in the procurement discipline. Procurement has a significant part to play in the adoption of the P2P (Procure to Pay) process, work will continue to support this efficiency project, exploring new and underused technologies.

Procurement is a devolved activity with a large number of staff within the procurement process having very little relevant procurement experience beyond the administrative function. More senior officers undertake tendering processes as part of a multi-skilled role and are not classed as contract commissioners or managers. This situation limits the central resources ability to deliver a more strategic, corporate and aggregated approach.

The policies and procedures for the commissioning and procurement of goods, works or services will be reviewed and updated, introducing new policies in line with current best practice and in support of the Outcome Based Budgeting Principles. These will be, but not limited to-

- Ethical Procurement Policy
- Social Value procurement Policy
- Statements and guidance for suppliers on Lancaster City Councils commitment to Social Value and the role they can play in helping the Council achieve Local Wealth Building
- Revision of the Contract Procedure Rules to enforce Lancaster's Principles of Social Value in commissioning and procurement
- Production of a Social Value Toolkit for officers and suppliers.



Priorities	A Sustainable District	An Inclusive and Prosperous Local Economy	Healthy and Happy Communities	A Co-operative, Kind and Responsible Council
Themes				
<p><b>Climate Emergency</b> <i>Taking action to meet the challenges of the climate emergency</i></p>	<ul style="list-style-type: none"> <li>➤ net zero carbon by 2030 while supporting other individuals, businesses and organisations across the district to reach the same goal</li> <li>➤ moving towards zero residual waste to landfill and incineration</li> </ul>	<ul style="list-style-type: none"> <li>➤ supporting the development of new skills and improved prospects for our residents within an environmentally sustainable local economy</li> <li>➤ advocating for fair employment and just labour markets that increase prosperity and reduce income inequality</li> </ul>	<ul style="list-style-type: none"> <li>➤ supporting wellbeing and ensuring local communities are engaged, involved and connected</li> <li>➤ addressing health and income inequality, food and fuel poverty, mental health needs, and loneliness</li> </ul>	<ul style="list-style-type: none"> <li>➤ listening to our communities and treating everyone with equal respect, being friendly, honest, and empathetic</li> <li>➤ working in partnership with residents, local organisations and partners recognising the strengths and skills in our community</li> </ul>
<p><b>Community Wealth-Building</b> <i>Building a sustainable and just local economy that benefits people and organisations</i></p>	<ul style="list-style-type: none"> <li>➤ increasing the amount of sustainable energy produced in the district and decreasing the district's energy use</li> <li>➤ transitioning to an accessible and inclusive low-carbon and active transport system</li> <li>➤ supporting our communities to be resilient to flooding and adapt to the wider effects of climate change</li> </ul>	<ul style="list-style-type: none"> <li>➤ supporting new and existing enterprises in sustainable innovation and the strengthening of local supply networks</li> <li>➤ using our land, property, finance and procurement to benefit local communities and encouraging residents, businesses, organisations and institutions to do the same</li> <li>➤ securing investment and regeneration across the Lancaster and South Cumbria Economic Region</li> </ul>	<ul style="list-style-type: none"> <li>➤ focused on early-intervention approaches and involving our communities in service design and delivery</li> <li>➤ (re)developing housing to ensure people of all incomes are comfortable, warm and able to maintain their independence</li> <li>➤ improving access to the arts, culture, leisure and recreation, supporting our thriving arts and culture sector</li> <li>➤ keeping our district's neighbourhoods, parks, beaches and open space clean, well-maintained and safe</li> </ul>	<ul style="list-style-type: none"> <li>➤ investing in developing the strengths and skills of our staff and councillors</li> <li>➤ focused on serving our residents, local organisations and district</li> <li>➤ embracing innovative ways of working to improve service delivery and the operations of the council</li> <li>➤ providing value for money and ensuring that we are financially resilient and sustainable</li> </ul>
<p><b>Community Engagement</b> <i>Drawing on the wealth of skills and knowledge in the community and working in partnership</i></p>	<ul style="list-style-type: none"> <li>➤ increasing the biodiversity of our district</li> </ul>			

## Appendix B – Procurement Strategy Priority Action Plan

Action	Responsibility	Timeline
<p>Consider the adoption of the following social value measures as part of the assessment process:</p> <ul style="list-style-type: none"> <li>• reduction of carbon emissions</li> <li>• reduction of consumption of raw material and the re-use and recycling of materials</li> <li>• creation and protection of good quality jobs with fair and decent working conditions (ie. fair work charter)</li> <li>• creation of quality targeted employment opportunities including apprenticeships for Lancaster district residents</li> </ul> <p>These measures and any others selected to be issued as a Responsible Procurement Policy appended to the Procurement Strategy</p>	<p>Director of Corporate Services working with the 'circle' groups for Community Wealth Building and Financial Resilience.</p>	<p>August 2020.</p>
<p>Create a process (as part of a toolkit) which allows social value measures to be included as part of each procurement assessment and for social value outcomes and benefits to be captured as part of performance monitoring.</p>	<p>Procurement Manager. Head of Finance.</p>	<p>October 2020.</p>
<p>Review and amend Standing Orders relating to Contracts and Financial Regulations in order to incorporate social value considerations alongside cost and quality in the assessment process.</p>	<p>Head of Finance in consultation with Head of Legal.</p>	<p>September 2020.</p>
<p>As part of the Outcome Based Budgeting process undertake an analysis of current and future procurement spend with a view to considering how future spend can be planned in order to balance VFM with achievement of wider economic, social and environmental benefits.</p>	<p>Director of Corporate Services.</p>	<p>October 2020.</p>
<p>As part of the above, create and issue (on the website) a 3 year procurement plan which sets out to all suppliers the Council's upcoming procurement decisions.</p>	<p>Procurement Manager.</p>	<p>November 2020.</p>
<p>As part of the Community Wealth Building circle work, undertake consultation with local business representatives on initiatives which would improve local suppliers' capacity to bid for Council work including:</p> <ul style="list-style-type: none"> <li>• notification of council procurements</li> <li>• establishment of Local Frameworks</li> <li>• Local supply chain development and management</li> <li>• Suppliers toolkit assisting suppliers understand Council's priorities in respect of climate emergency, Fair Work Charter, apprentices etc.</li> </ul>	<p>Head of Finance Procurement Manager Head of Economic Development.</p>	<p>November 2020.</p>
<p>Work with other Lancaster district 'anchor organisations' on joined up procurement aimed at supporting local economic growth and delivering economic, social and environmental benefits.</p>	<p>Head of Economic Development.</p>	<p>December 2020.</p>
<p>Taking account of the above, develop the procurement service as an intranet led advisory service using workflow and an internal toolkit to ensure that all spending officers follow good practice guidelines for procurement and aim to maximise wider local community benefits for all future procurement.</p>	<p>Procurement Manager.</p>	<p>December 2020.</p>

**Lancaster City Council | Report Cover Sheet**

<b>Meeting</b>	Cabinet	<b>Date</b>	July 2020
<b>Title</b>	CCTV – Change of Supplier		
<b>Report of</b>	Director for Communities and The Environment		
<b>Purpose of the Report</b>			
<p>This report sets out the business case to modify the Public Space and White Lund Depot CCTV model from a 4G cellular network to Wi-Fi with an aim of reducing operating costs and generating financial efficiencies from 21/22 onwards.</p> <p>This report provides Cabinet with detailed information on the financial, governance and operational aspects of operating CCTV and includes recommendations to merge all corporate CCTV onto a single cloud-based platform.</p>			
<b>Key Decision (Y/N)</b>	<b>N</b>	<b>Date of Notice</b>	<b>NA</b>
<b>Exempt (Y/N)</b>	<b>N</b>		

**Report Summary**

The current CCTV contract is due to expire on 28th August 2020. A tendering exercise has recently been undertaken. Suppliers put forward a range of technical solutions.

The proposal from the supplier evaluated to provide best value is to build on the advantages of the current model and retain a cloud-based CCTV solution using a more cost-effective method of transferring data to the cloud.

The solution proposed aims to make use of the available bandwidth at various council venues across the district and create a Wi-Fi network using strategically located antennas. Cameras would then be upgraded to connect to this network via Wi-Fi as opposed to 4G.

Savings are significant, however a one off £58,700 is required to purchase and install the necessary equipment. This report seeks approval to utilise reserves as an invest to save proposal and deliver the project in 2020/21, developing savings from 2021/22 onwards and providing a payback period within one year.

Approval is sought to utilise the invest to save reserve and deliver the project in 2020/21, prior to the expiry of the current contract on 28<sup>th</sup> August.

**Recommendations of Councillor Sinclair**

- (1) That cabinet agree to the council wide CCTV model outlined in the report to reduce operating costs and generate financial efficiencies from 2021/22 onwards.
- (2) That officers are delegated to commence on the preparation and implementation of such a system, in line with the costs contained within this report.
- (3) That £58,700 be allocated from the invest to save reserve in the current year, to be repaid from ongoing revenue savings in 2021/22.

- (4) That the general fund and housing revenue account be updated to include the new financial model regarding CCTV as part of the forthcoming 2021/22 budget process.

**Relationship to Policy Framework**

The project links to the following priorities and cross-cutting themes:

- A Co-operative, Kind and Responsible Council specifically embracing innovative ways of working to improve service delivery and the operations of the council.
- Providing value for money and ensuring that we are financially resilient and sustainable.
- Contributing to local wealth building and providing social value
- Community Safety

**Conclusion of Impact Assessment(s), where applicable**

Climate-NA	Wellbeing & Social Value- As set out in report
Digital- as set out in report	Health & Safety- As set out in report
Equality- NA	Community Safety- As set out in report

**Details of Consultation**

The proposed system has been developed in consultation with the Council's information governance manager and Head of ICT. In basic terms, the level of service provided will remain the same. In due course we will discuss with partners including Lancashire Police, Lancaster BID, Morecambe BID and Morecambe Town Council. Who may well want to consider further development of the system.

**Legal Implications**

Officers will need to have regard to the Council's responsibilities under the Data Protection and Freedom of Information legislation when installing and using the CCTV cameras. This includes having regard to the Information Commissioners' Guidance/code of practice on the use of CCTV cameras and reviewing/ renewing any Data Protection Impact Assessment. The Council's Information Governance department will need to continue to be consulted during the installation and operational use of the cameras.

Legal Services will need to be consulted further in relation to any further licence agreements relating to third party property and access for the installation and maintenance of the equipment.

**Financial Implications**

As can be seen from the tables below, for an investment of £58,700 from reserves in the current year, significant annual savings will be made in future years (once the reserve has been paid back within the first year). With regard to the additional costs falling within the

Housing Revenue Account, this will be met from existing budgets.

<b>Existing Budgets</b>	2020/21	2021/22	2022/23	2023/24	2024/25
	£	£	£	£	£
<u>General Fund</u>					
Public Space CCTV	91,900	90,800	91,500	91,700	93,500
Public Space CCTV Replacement Programme		56,100			
White Lund Depot CCTV	16,200	16,600	16,900	17,200	17,500
Contributions from BID's & MTC	(14,000)	(14,000)	(14,000)	(14,000)	(14,000)
<b>Total</b>	<b>94,100</b>	<b>149,500</b>	<b>94,400</b>	<b>94,900</b>	<b>97,000</b>
<u>Housing Revenue Account</u>					
Various Council Housing CCTV Sites	4,800	4,900	5,000	5,100	5,200
<b>Total</b>	<b>4,800</b>	<b>4,900</b>	<b>5,000</b>	<b>5,100</b>	<b>5,200</b>

<b>Proposal</b>	2020/21	2021/22	2022/23	2023/24	2024/25
	£	£	£	£	£
<u>General Fund</u>					
WiFi & Camera Mods WLD & Public Space	95,000				
Vodafone Contract to 31st August 2020	34,100				
Ongoing Revenue Costs - Public Space	4,100	7,000	7,100	7,200	7,300
Ongoing Revenue Costs - White Lund Depot	1,600	2,800	2,900	3,000	3,100
Transfer of GF sites to Cloud-Based CCTV	12,300	21,000	21,400	21,800	22,200
R&M & Camera Replacements	12,800	20,000	20,400	20,800	21,200
Contributions from BID's & MTC	(7,100)	(2,100)	(2,100)	(2,100)	(2,100)
<b>Total</b>	<b>152,800</b>	<b>48,700</b>	<b>49,700</b>	<b>50,700</b>	<b>51,700</b>
<u>Housing Revenue Account</u>					
BCC Ltd Contract to 31st August 2020	2,000				
Transfer of HRA sites to Cloud-Based CCTV	4,100	7,000	7,100	7,200	7,300
R&M & Camera Replacements	3,000	5,000	5,100	5,200	5,300
<b>Total</b>	<b>9,100</b>	<b>12,000</b>	<b>12,200</b>	<b>12,400</b>	<b>12,600</b>

<b>Additional Costs v (Savings)</b>	2020/21	2021/22	2022/23	2023/24	2024/25
	£	£	£	£	£
General Fund - Contribution from ITS required	58,700				
General Fund - Repayment to ITS		(58,700)			
General Fund - ongoing savings		(42,100)	(44,700)	(44,200)	(45,300)
Housing Revenue Account	4,300	7,100	7,200	7,300	7,400

### Other Resource or Risk Implications

Project will be delivered with support from colleagues in ICT and after consultation with Property Group and Planning in relation to the exact location of point to point antennas and any issues arising from listed buildings.

<b>Section 151 Officer's Comments</b>	
<p>The proposal provides an innovative solution whilst delivering savings to the Council. The £58K investment from the Council's Invest to Save Reserve will initially payback within 1 year and lead to savings in excess of £40K in subsequent years.</p> <p>The Council's Reserves Strategy requires that funding bids between £25k to £100k are to be agreed by Portfolio Holder in consultation with relevant Director. However, current spending delegations require that all decisions on the use of reserves require Cabinet approval.</p>	
<b>Monitoring Officer's Comments</b>	
<p>The Council holds a number of earmarked reserves, which it has chosen to set aside for a number of purposes, one of which to provide up-front costs which specifically result in future efficiencies, cost savings or increased income.</p> <p>Usual authorisation for an amount between £25,000-£100,000 would be by way of agreement by a portfolio holder in consultation with a relevant Director. However, there is currently an amendment to the executive scheme of delegation during the covid-19 pandemic which requires all decisions regarding use of reserves to be made by Cabinet during this period.</p>	
<b>Contact Officer</b>	Elliott Grimshaw
<b>Tel</b>	01524 582833
<b>Email</b>	egrimshaw@lancaster.gov.uk
<b>Links to Background Papers</b>	

## 1.0 Introduction

- 1.1** In 2017 the council made the decision to move away from a staffed control station at Lancaster Police Station and adopt an alternative model for public space CCTV. The new solution provided a cloud-based platform for the storage of CCTV data, removing the need for footage to be held locally on servers. Visual data collected from the cameras was transferred to the cloud over a 4G cellular network. The change generated significant savings and transformed the way the council operates public space CCTV.
- 1.2** The current contract is due to expire on 28th August 2020. A tendering exercise has recently been undertaken. The bid from the existing supplier is much higher than had been budgeted for. Suppliers put forward a range of technical solutions

## 2.0 Proposal Details

- 2.1** The proposal from the supplier evaluated to provide best value is to build on the advantages of the current model and retain a cloud-based CCTV solution using a more cost-effective method of transferring data to the cloud.
- 2.2** The solution proposed aims to make use of the available bandwidth at various council venues across the district and create a "mesh network" using strategically

located antennas. Cameras would then be upgraded to connect to this network via Wi-Fi as opposed to 4G.

- 2.3 A feasibility study has been undertaken for the transfer from 4G to Wi-Fi using the aforementioned method and has provided a satisfactory level of assurance that it can be done.
- 2.4 An open market tender has taken place for a new cloud-based provider using the Wi-Fi model. Savings are significant, however a one off £58,700 is required to purchase and install the necessary equipment. This report seeks approval to utilise reserves as a invest to save proposal and deliver the project in 2020/21, developing savings from 2021/22 onwards and providing a payback period of under two years.
- 2.5 The council currently operates 312 CCTV cameras across various buildings, vehicles, venues, and sites. Using a proportion of the savings generated, officers would also plan to eventually transfer all other corporate CCTV onto the same cloud-based platform to provide a one-system approach. This would provide further standardisation and improvements to corporate compliance
- 2.6 If approved, it is intended to award the contract for the CCTV platform to the winning supplier from the procurement exercise already undertaken. The winning supplier is based locally.

### 3.0 Options and Options Analysis (including risk assessment)

<b>Option 1:</b> Transfer CCTV onto a Wi-Fi network
<p><b>Advantages:</b></p> <ul style="list-style-type: none"> <li>• Significantly reduces ongoing revenue costs</li> <li>• Provides flexibility to add additional cameras to the network at a reduced cost</li> <li>• Provides the ability to offer public access to Wi-Fi at various points</li> <li>• Option to increase image quality due to higher available bandwidth</li> <li>• Single cloud-based platform improves corporate compliance</li> </ul>
<p><b>Disadvantages:</b></p> <ul style="list-style-type: none"> <li>• One off £58,700 required from reserves to fund infrastructure and camera modifications.</li> </ul>
<p><b>Risks:</b></p>

<ul style="list-style-type: none"> <li>• Timescales. Work is expected to take more than six weeks</li> <li>• Considering the above, a monthly rolling 4G contract may be required until instillation is complete</li> </ul>
<p><b>Option 2:</b> Retain CCTV on 4G cellular network</p>
<p><b>Advantages:</b></p> <ul style="list-style-type: none"> <li>• Limited changes required.</li> </ul>
<p><b>Disadvantages:</b></p> <ul style="list-style-type: none"> <li>• Significantly higher revenue costs</li> </ul>
<p><b>Risks:</b></p> <ul style="list-style-type: none"> <li>• Additional resource requirements to focus on compliancy improvements across council venues using various systems</li> </ul>

**4. Officer Preferred Option (and comments)**

**Option 1**

Wi-Fi networks provide the council with an opportunity to reduce the operating costs of the public space and White Lund Depot CCTV systems and have the added benefit of offering the public with access to the network at key points.

The project will consider the future use of council assets and build in appropriate measures if offices are repurposed, sold, or leased. Options for relocating the point to point antennas and break out points will be developed. Additionally, it will be important to ensure that all P2P antennas are located on city council property, with the necessary permission and planning consent where appropriate.

The use of a 4G network is still advantageous where cameras need to be regularly moved and deployed i.e. environmental enforcement, fly tipping applications. These specialised applications can be delivered within existing budgets.



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

Document is Restricted

Document is Restricted

Document is Restricted

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

Document is Restricted

Document is Restricted

Document is Restricted

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

Document is Restricted

Document is Restricted



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

Document is Restricted

Document is Restricted

Document is Restricted