



# Public Document Pack

## Cambridge City Council

### STRATEGY AND RESOURCES SCRUTINY COMMITTEE

**To:** **Scrutiny Committee Members** - Councillors Pitt (Chair), Cantrill (Vice-Chair), Ashton, Benstead, Boyce, Herbert, O'Reilly and Rosenstiel

**Alternates:** Councillors Bird and Stuart

**Leader of the Council:** Councillor Bick

**Executive Councillor for Customer Services and Resources:**  
Councillor Smith

*Despatched: Wednesday, 2 October 2013*

**Date:** Monday, 14 October 2013  
**Time:** 5.00 pm  
**Venue:** Committee Room 1 & 2 - Guildhall  
**Contact:** Glenn Burgess **Direct Dial:** 01223 457013

### AGENDA

#### 1 APOLOGIES FOR ABSENCE

#### 2 DECLARATIONS OF INTEREST

Members are asked to declare at this stage any interests that they may have in an item shown on this agenda. If any member of the Committee is unsure whether or not they should declare an interest on a particular matter, they should seek advice from the Head of Legal Services before the meeting.

#### 3 MINUTES OF THE PREVIOUS MEETING *(Pages 7 - 24)*

To confirm the minutes of the meetings held on 8 July 2013 (attached) and 30 September 2013 (to follow).

## **4 PUBLIC QUESTIONS**

### **Items for Decision by the Executive Councillor, Without Debate**

These Items will already have received approval in principle from the Executive Councillor. The Executive Councillor will be asked to approve the recommendations as set out in the officer's report. There will be no debate on these items, but members of the Scrutiny Committee and members of the public may ask questions or comment on the items if they comply with the Council's rules on Public Speaking set out below.

### **Items for Debate by the Committee and then Decision by the Executive Councillor**

These items will require the Executive Councillor to make a decision after hearing the views of the Scrutiny Committee.

There will be a full debate on these items, and members of the public may ask questions or comment on the items if they comply with the Council's rules on Public Speaking set out below

### **Decisions of the Leader**

Items for debate by the committee and then decision by the Leader of the Council

#### **5 MID-YEAR FINANCIAL REVIEW (MFR) - TREASURY MANAGEMENT STRATEGY REPORT 2013/14 TO 2016/17**

Attached separately

#### **6 REVIEW OF STREET BASED ANTI-SOCIAL BEHAVIOUR (Pages 25 - 74)**

### **Decisions of the Executive Councillor for Customer Services and Resources**

Items for debate by the committee and then decision by the Executive Councillor for Customer Services and Resources.

#### **7 UPDATE ON DISCRETIONARY HOUSING PAYMENT (Pages 75 - 90)**

- 8 MAKING ASSETS COUNT (MAC) - STRATEGIC ASSET MANAGEMENT**  
*(Pages 91 - 104)*
  
- 9 WIDE AREA NETWORK** *(Pages 105 - 114)*
  
- 10 E-MAIL, FILE AND STORAGE SYSTEM AND SERVER UPGRADES**  
*(Pages 115 - 124)*

Items for decision by the Executive Councillor for Customer Services and Resources, without debate.

- 11 CUSTOMER SERVICE TELEPHONE AND ONLINE PAYMENTS UPGRADES** *(Pages 125 - 134)*
  
- 12 RE-TENDERING OPTIONS FOR DEBIT & CREDIT CARD CONTRACT**  
*(Pages 135 - 138)*
  
- 13 PROCUREMENT FOR SERVICES FOR THE PLACEMENT OF RECRUITMENT ADVERTISING AND PUBLIC AND STATUTORY NOTICE** *(Pages 139 - 142)*

## Information for the Public

**Location** The meeting is in the Guildhall on the Market Square (CB2 3QJ).

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- For questions and/or statements regarding items on the published agenda, the deadline is the start of the meeting.
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**STRATEGY AND RESOURCES SCRUTINY COMMITTEE**

8 July 2013  
5.00 - 7.15 pm

**Present:** Councillors Pitt (Chair), Cantrill (Vice-Chair), Ashton, Benstead, Boyce, Herbert, O'Reilly and Rosenstiel

Leader of the Council: Councillor Bick

Executive Councillor for Customer Services & Resources: Councillor Smith

**Officers Present:**

Chief Executive: Antoinette Jackson

Director of Environment: Simon Payne

Director of Resources: David Horspool

Head of Corporate Strategy: Andrew Limb

Head of Legal: Simon Pugh

Head of Property Services: David Prinsep

Corporate Project Manager: Frances Barratt

Support Services Manager: Karl Tattam

Committee Manager: James Goddard

Committee Manager: Claire Tunnicliffe

<b>FOR THE INFORMATION OF THE COUNCIL</b>
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**13/38/SR Apologies for absence**

No apologies were received.

**13/39/SR Declarations of interest**

No declarations of interest were made.

**13/40/SR Minutes of the previous meeting**

The minutes of the meetings held on 9 April and 23 May 2013 were approved and signed as correct records.

**13/41/SR Public Questions**

None were received.

## **13/42/SR 2012/13 Revenue and Capital Outturn, Carry Forwards and Significant Variances - Customer Services and Resources Portfolio**

### **Matter for Decision**

The report presented a summary of the 2012/13 outturn position (actual income and expenditure) for services within the Customer Services & Resources portfolio, compared to the final budget for the year. The position for revenue and capital was reported and variances from budgets highlighted, together with explanations. Requests to carry forward funding arising from certain budget underspends into 2013/14 (and for capital later years) were identified.

### **Decision of the Executive Councillor for Customer Services and Resources**

Resolved to recommend the Council to:

- (i) Carry forward £105,170 of revenue budgets from 2012/13 to 2013/14, as detailed in Appendix C in the officer's report.
- (ii) Carry forward capital resources to fund re-phased net capital spending of £881,000 from 2012/13 into 2013/14 and future years, as detailed in Appendix D as set out in the officer's report.

### **Reasons for the Decision**

As set out in the officer's report.

### **Any Alternative Options Considered and Rejected**

Not applicable.

### **Scrutiny Considerations**

The committee received a report from the Director of Resources regarding Revenue and Capital Outturn.

In response to a question by Councillor Pitt, the Director of Resources stated that SC539 was listed as 0 in the final budget because it was rephased as part of the BSR. It appeared in the list as 0 for technical budgetary reasons.

The Committee resolved by 4 votes to 0 to endorse the recommendations.

The Executive Councillor approved the recommendations.



**Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

Not applicable.

**13/43/SR Electoral Management Software - Project Appraisal****Matter for Decision**

The Executive Councillor was asked to recommend this scheme for the procurement of electoral management software for approval by Council, subject to resources being available to fund the capital and revenue costs. This would be a joint procurement with Fenland District Council with the City Council as the lead authority.

**Decision of the Executive Councillor for Customer Services and Resources**

Resolved to:

Financial recommendations

- (i) Recommend this scheme (which is not included in the Council's Capital & Revenue Project Plan) for approval by Council, subject to resources being available to fund the capital and revenue costs.
- The total cost of the project is up to £25,000 funded from Corporate Strategy repairs and renewals funding.
  - The ongoing revenue costs of the project are up to £10,000 per annum which will be funded from electoral services base budgets.

Procurement recommendations

- (ii) Approved the carrying out and completion of the procurement of electoral management software subject to:
- The permission of the Director of Resources being sought prior to proceeding if the quotation or tender sum exceeds the estimated contract.
  - The permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

**Reasons for the Decision**

As set out in the officer's report

**Any Alternative Options Considered and Rejected**

Not applicable.

## **Scrutiny Considerations**

The committee received a report from the Head of Corporate Strategy regarding electoral management software.

In response to the Councillor Rosenstiel's question the Officer confirmed that Fenland District Council were in a similar procurement position to the City Council.

The Committee resolved unanimously to endorse the recommendations.

The Executive Councillor approved the recommendations.

## **Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

Not applicable.

## **13/44/SR Office Accommodation Strategy**

### **Matter for Decision**

The report set out the Council's aspirations and approach to the future provision of office accommodation working towards a future where the City Council would require less office accommodation, thereby providing a reduction in cost and the potential to redeploy its assets to generate revenue income or capital receipts. The report described the options, funding requirements and timescales for office reallocations to vacate Lion House ahead of the termination of the lease in September 2014.

### **Decision of the Executive Councillor for Customer Services and Resources**

- (i) Approved the aspirations of the long term strategy.
- (ii) Supported the approach to the further development of long term strategy, noting the desires of the Committee to consider the wider options and with suitable Member engagement.
- (iii) Approved the approach, described as option 2, to vacate Lion House.
- (iv) Approved option 2 based on internal borrowing for the cost of change to be repaid out of savings and the income generated by Option 2.
- (v) Agreed to review the financial implications of the office accommodation strategy in the mid-year Financial Review in September.

### **Reasons for the Decision**

As set out in the officer's report.

### **Any Alternative Options Considered and Rejected**

Not applicable.

### **Scrutiny Considerations**

The committee received a report from the Corporate Project Manager regarding the Office Accommodation Strategy.

The committee made the following comments on the report:

- (i) Questioned whether the Guildhall was the right building to accommodate a modern office working environment.
- (ii) With additional staff relocating into the Guildhall the question was raised if the building was being used to its full potential in terms of commercial income.
- (iii) The Council needed to use its buildings in a more effective way than in the past. For example, taking more commercial bookings. The Guildhall may not meet modern plan office needs, but was recognised as the Civic Centre of the City; so it was hard to move in short to medium term.
- (iv) Stated unease at the timing of the relocation as it was so close to the expiry of the lease for Lion House and asked why this report had not been made earlier.
- (v) Would have liked to have more Member consultation.

In response to Members' questions the Director of Resources said the following:

- (i) Recognised the building constraints of Guildhall as it was a listed building. Its historic layout did not reflect modern open plan designs.
- (ii) Officers were reviewing the internal layout of the Guildhall and options for change would be reported back to a future Committee.

Councillors requested a change to recommendation 2.2. Councillor Pitt formally proposed to amend the following recommendation from the Officer's report (amendments shown as bold text):

Support the approach to the further development of the long term strategy, **noting the desires of the Committee to consider the wider options and with suitable Member engagement.**

The Committee unanimously approved this amended recommendation.

The Committee resolved unanimously to endorse the recommendations as amended.

The Executive Councillor approved the amended recommendations.

### **Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

Not applicable.

### **13/45/SR Shared Services - Payroll**

#### **Matter for Decision**

The report summarised the detailed Draft Business Case which had been drawn up by officers of both Cambridge City Council and South District Council authorities and sought in principle approval for the establishment of a shared payroll service in partnership with South Cambridgeshire District Council.

#### **Decision of the Executive Councillor for Customer Services and Resources**

- (i) Approved in principle the establishment of a shared Payroll Service with South Cambridgeshire District Council as detailed in the report.
- (ii) Approved the delegation of authority to the Director of Resources, in consultation with the Executive Councillor for Customer Services and Resources, to implement the shared service subject to the viability of the Final Business Case.
- (iii) Approved the delegation of authority to the Director of Resources and the Head of Legal Services, to agree legal protocols to govern the shared services arrangements.

#### **Reasons for the Decision**

As set out in the officer's report.

#### **Any Alternative Options Considered and Rejected**

As set out in the officer's report.

#### **Scrutiny Considerations**

The committee received a report from the Support Services Manager. The Officer informed the committee that the critical mass of employees enrolled into the scheme was more important than the split between numbers in each authority.

The committee made the following comments on the report:

- (i) Encouraged partnership working and would support more shared services.
- (ii) Recommended the City Council hosted the service.

The Committee resolved unanimously to endorse the recommendations.

The Executive Councillor approved the recommendations.

### **Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

Not applicable.

### **13/46/SR Barnwell House Offices – Replacement of Windows**

#### **Matter for Decision**

To consider the replacement of the existing single glazed windows within the Barnwell House Offices with double glazed sealed units.

#### **Decision of the Executive Councillor for Customer Services and Resources**

##### Financial recommendations

- (i) Approved the commencement of this scheme, which is already included in the Council's Capital & Revenue Project Plan (PR024 – Commercial Properties Asset Replacement Programme).

##### Procurement recommendations

- (ii) Approved the carrying out and completion of the procurement of the replacement of the windows within the Barnwell House Offices subject to:
  - The permission of the Director of Resources being sought prior to proceeding if the quotation or tender sum exceeds the estimated contract.
  - The permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

#### **Reasons for the Decision**

As set out in the officer's report.

**Any Alternative Options Considered and Rejected**

Not applicable.

**Scrutiny Considerations**

The committee received a report from the Head of Property regarding Barnwell House Offices.

In response to Councillor Rosenstiel's question the Head of Property said that installing the double glazing would make the building more commercially attractive and therefore easier to rent out.

The Committee resolved unanimously to endorse the recommendations.

The Executive Councillor approved the recommendations.

**Conflicts of Interest Declared by the Executive Councillor (and any Dispensations Granted)**

Not applicable.

**13/47/SR Pensions - Auto Enrolment****Matter for Decision**

The report referred to the Pensions Act 2011 which requires employers to automatically enrol eligible employees into a qualifying pension scheme, where they were not currently a member. This task would then be repeated every three years.

**Decision of the Leader**

- (i) Approved the use of the transitional arrangements to defer the assessment of the existing workforce, under the pension's auto-enrolment arrangements, from 1st October 2013 to 30th September 2017.
- (ii) Approved the use of the option to postpone automatic enrolment for certain categories of workers for a period of up to three months (as set out in paragraph 3.7 of the agenda).

**Reasons for the Decision**

As set out in the officer's report.

**Any Alternative Options Considered and Rejected**

Not applicable.

**Scrutiny Considerations**

The committee received a report from the Director of Resources.

No comments were made on this report.

The Committee resolved unanimously to endorse the recommendations.

The Leader approved the recommendations.

**Conflicts of Interest Declared by the Leader (and any Dispensations Granted)**

Not applicable.

**13/48/SR Annual Treasury Management Report 2012/13****Matter for Decision**

The report stated that the Council is required by regulations issued under the Local Government Act 2003, to produce an annual treasury report reviewing treasury management activities and the actual prudential and treasury indicators for each financial year.

**Decision of the Leader**

Agreed to recommend the report (which includes the Council's actual prudential and treasury indicators for 2012/13) for approval by Council.

**Reasons for the Decision**

As set out in the officer's report

**Any Alternative Options Considered and Rejected**

Not applicable.

**Scrutiny Considerations**

The committee received a report from the Director of Resources.

In response to Members' questions the Director of Resources said the following:

- (i) The Council aimed to reclaim capital and interest from Icelandic Banks.
- (ii) The Council could consider selling its interest. Options would be brought back for consideration by the committee at a future meeting.

- (iii) The Treasury Management Advisor was reviewing the Council's position on a day to day basis.

The Committee resolved by 4 votes to 0 to endorse the recommendation.

The Leader approved the recommendation.

### **Conflicts of Interest Declared by the Leader (and any Dispensations Granted)**

Not applicable.

### **13/49/SR 2012/13 Revenue and Capital Outturn, Carry Forwards and Significant Variances - Strategy**

#### **Matter for Decision**

The report referred to a summary of the 2012/13 outturn position (actual income and expenditure) for services within the Strategy (previously "& Climate Change") portfolio, compared to the final budget for the year. The position for revenue and capital was reported and variances from budgets highlighted, together with explanations. Requests to carry forward funding arising from certain budget underspends into 2013/14 and future years were identified.

#### **Decision of the Leader**

Resolved to:

- (i) Carry forward £33,700 of revenue budgets, as detailed in Appendix C of the Officer's report.
- (ii) Seek approval from Council to carry forward capital resources to fund rephased net capital spending of £33,000 from 2012/13 into 2013/14 as detailed in Appendix D of the Officer's Report.

#### **Reasons for the Decision**

As set out in the officer's report

#### **Any Alternative Options Considered and Rejected**

Not applicable.

#### **Scrutiny Considerations**

The committee received a report from the Director of Resources.

No comments were made.



The Committee resolved unanimously to endorse the recommendations.

The Leader approved the recommendations.

### **Conflicts of Interest Declared by the Leader (and any Dispensations Granted)**

Not applicable.

## **13/50/SR 2012/13 Revenue and Capital Outturn, Carry Forwards and Significant Variances - Overview**

### **Matter for Decision**

Members were presented with a summary of the 2012/13 outturn position (actual income and expenditure) for all portfolios, compared to the final budget for the year. The position for revenue and capital was reported and variances from budgets highlighted. Explanations had been reported to individual Executive Councillors/Scrutiny Committees.

### **Decision of the Leader**

Resolved to:

#### Revenue

- (i) Agree the final carry forward requests, totalling £717,250, as detailed in Appendix C of the Officer's report, be recommended to Council, subject to the final outturn position.

#### Capital

- (ii) Seek approval from Council to carry forward (net) capital resources to fund re-phased capital spending of £11,967,000 as shown in Appendix D - Overview.

### **Reasons for the Decision**

As set out in the Officer's report.

### **Any Alternative Options Considered and Rejected**

Not applicable.

### **Scrutiny Considerations**

The committee received a report from the Director of Resources.

The committee commented on the report that all Councillors were concerned that slippage was occurring in the delivery of capital projects. The Council needed to deliver projects it undertook to do, and have the necessary funding available to do so.

In the discussion the following points and responses were made:

- (i) The Director of Resources said actual expenditure on capital schemes and programmes during 2012/13 is £20,237,000 giving an overall under-spend of £13,377,000. Of this net underspend £11,967,000 is due to net slippage.
- (ii) The Director of Resources said the Housing Revenue Account (HRA) has affected the total figure. Variance for the General Fund was similar to the last financial year, but the HRA variance was changeable.
- (iii) The Director of Environment said the aim was to deliver projects in the Capital Plan, but some work was held up whilst the Council sought specialist staff to undertake it.
- (iv) In response to Councillor Ashton's specific concerns regarding slippage, the Leader said that he was unhappy with slippage and that delivery could have been better. The Council needed to deliver what it promised to do, but needed to plan better so delivery was more in-line with expected timescales.
- (v) Councillor Cantrill said the Council needed to deliver identified projects and feedback progress to Councillors and residents. There were three projects where slippage exceeded £100,000 but were affected by circumstances outside of the Councils' control such as Clay Farm which was a joint project with other authorities.
- (vi) The Director of Environment said changes to Executive Portfolios led to an apparent duplication of details in P113 and P134 of the Officer's report. Officers updated the information on a monthly basis as part of a comprehensive monitoring system.
- (vii) In response to Councillor Herbert's specific concern that smaller project slippage was greater than larger projects, Councillor Cantrill said that some project delivery was delayed by the need to undertake consultation. A faster process would be to drive through projects without seeking views, but this may not be the preferred option. Officers needed to manage expectations to ensure delivery was realistic.

The Scrutiny Committee considered the recommendations and endorsed them by 4 votes to 0.

The Leader approved the recommendations.

### **Conflicts of Interest Declared by the Leader (and any Dispensations Granted)**

Not applicable.

### **13/51/SR CCTV Operations and Shared Services**

#### **Matter for Decision**

Cambridge City Council (CCC) and Huntingdonshire District Council (HDC) have both operated CCTV services for many years as part of their respective Community Safety initiatives. Following agreement by the leaders of both Councils to investigate the potential for sharing CCTV services, an officer group has considered a range of options for working collaboratively and the report recommended pursuing a shared service.

#### **Decision of the Leader**

Resolved to:

- (i) Seek in-principle agreement for establishing a joint CCTV service with Huntingdonshire District Council (HDC).
- (ii) Delegate authority to the Director of Environment, in consultation with the Leader of the Council, Chair and Opposition Spokes to establish a shared service, based in Huntingdon, on the basis of a detailed business case.

#### **Reason for the Decision**

As set out in the Officer's report.

#### **Any Alternative Options Considered and Rejected**

Not applicable.

#### **Scrutiny Considerations**

The committee received a report from the Director of Environment.

The committee made the following comments on the report:

- (i) Expressed concern that services could be relocated to Huntingdon and questioned whether HDC operators would have the specialist knowledge of the City to operate the service.
- (ii) Requested Cambridge City Council 'host' CCTV services.

- (iii) Requested further information on where the money would be saved for the service that would be delivered.

In response to Members' questions the Director of Environment said the following:

- (i) It was vital that operators would be given appropriate training; and this was part of the proposal.
- (ii) There were similar levels of service standards and professionalism in Huntingdon and Cambridge.
- (iii) Staff would be appointed on merit to the shared service as part of the recruitment process.
- (iv) Officers undertook to include the code of conduct in the key principles of the Officer's report (section 8.3).
- (v) There will be full consultation arrangements established with staff, Trade Unions, the Chair and Executive Councillor for the Strategy and Resources Scrutiny Committee, Opposition Spokespersons and other key stakeholders. Any issues would be reported back to committee.

Councillors requested a change to recommendation 2.2). Councillor Rosenstiel formally proposed to amend the following recommendation from the Officer's report (amendments shown as bold text):

To delegate authority to the Director of Environment, in consultation with the Leader of the Council, **Chair and Opposition Spokes** to establish a shared service, based in Huntingdon, on the basis of a detailed business case.

The Committee unanimously approved this amended recommendation.

The Committee resolved unanimously to endorse the recommendations as amended.

The Leader approved the amended recommendations.

**Conflicts of Interest Declared by the Leader (and any Dispensations Granted)**

Not applicable.

**13/52/SR Greater Cambridge City Deal – Update on Negotiations**

**Matter for Decision**

To consider whether Cambridge City Council should continue negotiations for a City Deal with local partners and Central Government.

**Decision of the Leader**

Resolved to continue negotiations for a City Deal with local partners and with Central Government.

**Reason for the Decision**

As set out in the Officer's report.

**Any Alternative Options Considered and Rejected**

Not applicable.

**Scrutiny Considerations**

The committee received a report from the Head of Corporate Strategy.

The committee made the following comments on the report:

- (i) The City Deal would be beneficial to the City.
- (ii) The City Deal offered the potential for infrastructure investment.
- (iii) The City Deal would allow the Council to continue building relationships with outside organisations.
- (iv) The Committee resolved unanimously to endorse the recommendation.

The Committee unanimously resolved to endorse the recommendation.

The Leader approved the recommendation.

**Conflicts of Interest Declared by the Leader (and any Dispensations Granted)**

Not applicable.

**13/53/SR District Heating Scheme – Update and Appointment of City Council Representatives to Sponsors Board****Matter for Decision**

The report referred to the City Council's partnership working with the University of Cambridge to explore the potential for a city centre district heating scheme. The Council is about to sign a memorandum of understanding with the University, and establish a sponsors board.

The Council will have three members on the board, but only one vote. The report sought agreement to appoint those members, and on how the single vote will be operated.

### **Decision of the Leader**

- (i) Approved the draft Memorandum of Understanding listed in Appendix A of the Officer's report.
- (ii) Agreed to nominate two members from the largest Group on the Council (including at least one Executive Councillor), and to ask the Leader of the largest opposition Group to nominate one member, to represent the City Council on the Cambridge District Heating Scheme Sponsors Board.
- (iii) Agreed that the City Council's vote in the District Heating Scheme Sponsors Board shall be used by the Executive Councillor, taking account of the views of the City Council's representatives on the Board.
- (iv) Noted the update on progress with the project and proposed way forward.
- (v) Delegated authority to the Director for Environment to submit a bid for external funding to support development of the proposal from the Department for Energy & Climate Change.

### **Reason for the Decision**

As set out in the Officer's report.

### **Any Alternative Options Considered and Rejected**

Not applicable.

### **Scrutiny Considerations**

The committee received a report from the Director of Environment.

The committee made the following comments on the report:

- (i) Welcomed the partnership working with Cambridge University.
- (ii) Welcomed the scheme but queried if it could deliver.
- (iii) In response to Members questions the Director of Environment acknowledged that a further review was required on the Mill Road Depot. This tied into the accommodation strategy.

The Scrutiny Committee considered the recommendations and endorsed them by 4 votes to 0.

The Leader approved the recommendations.

### **Conflicts of Interest Declared by the Leader (and any Dispensations Granted)**

Not applicable.

### **13/54/SR Restructure of Resources Department**

#### **Matter for Decision**

To consider recommending to Council to make the changes outlined in the report including investing the role of Section 151 officer in a new post of Head of Finance and creating a new post of Director (provisionally called Director of Business Transformation) to replace the post of Director of Resources.

#### **Decision of the Leader**

Recommended to Council to support the Chief Executive's recommendations:

- (i) To create a new post of Head of Finance which will become the Council's Section 151 Officer on appointment.
- (ii) To delete the post of Head of Accounting Services.
- (iii) To create a new post of (provisionally titled) Director of Business Transformation.
- (iv) To delete the post of Director of Resources and to approve notice of redundancy being given to the Director of Resources in the event that he is not appointed to another post.
- (v) To delegate authority to the Chief Executive to amend the Council's Constitution and Scheme of Delegation to reflect these changes.
- (vi) To delegate authority to the Chief Executive to take all steps necessary to implement the new structure (other than those delegated to the Employment (Senior Officer) Committee), including the timetable for implementation of the Director and Head of Service proposals and the final determination of the structure of the Finance service below Head of Service level.
- (vii) To authorise the Chief Executive to designate and make arrangements for the section 151 role and Director role on an interim basis should this become necessary.
- (viii) To make allocation from underspend in the 2012/13 budget to fund one-off redundancy and recruitment costs, should these be required.

#### **Reason for the Decision**

As set out in the Officer's report.

**Any Alternative Options Considered and Rejected**

Not applicable.

**Scrutiny Considerations**

The committee received a report from the Chief Executive.

The committee made the following comments on the report

- (i) Supported the restructure proposal and stated this was not a reflection on the individuals concerned.
- (ii) Recognised the proposal offered a more strategic arrangement of the Council's resources.
- (iii) Agreed the restructure was necessary to move the organisation forward.

The Committee resolved unanimously to endorse the recommendations.

The Leader approved the recommendations.

**Conflicts of Interest Declared by the Leader (and any Dispensations Granted)**

Not applicable.

The meeting ended at 7.15 pm

**CHAIR**





To: The Leader and Executive Councillor for Strategy:  
Councillor Tim Bick  
Executive Councillor for Housing

Report by: The Director of Customer and Community Services

Relevant scrutiny committee: Strategy & Resources  
14/10/2013  
Scrutiny  
Committee

Wards affected: All Wards

**REVIEW OF STREET BASED ANTI-SOCIAL BEHAVIOUR**  
**Not a Key Decision**

**1. Executive summary**

- 1.1 The Executive Councillor agreed that a biennial review of street life issues should be taken to Strategy and Resources Committee. Following the first review presented to the Committee in October 2012 a series of workshops took place in early 2013 with City Councillors, representatives from statutory organisations and support agencies, to consider the management of individuals and trends associated with street based anti-social behaviour (ASB).
- 1.2 The report attached as Appendix 1 details the priorities set by the workshops, as well as findings from further research suggested by those workshops. The research included a detailed look at the quantitative data available to estimate the level of street based anti-social behaviour across the City. Qualitative data was collected through surveys and fora with residents, professionals and service users. National best practice around street life issues was also examined.
- 1.3 The report (Appendix 1) shows that significant resources support people with a street based lifestyle and that there is evidence of duplication and gaps in provision of service (Sections 3-5).
- 1.4 The findings also suggest that street drinkers are not a homogenous group and there is a need to have a flexible individual person centred approach, street drinkers do however broadly fall into three categories; those with low needs who may be able to access private rented accommodation and be supported by the single homeless

service; a second group that may have higher needs related to alcohol, drug and mental health issues and who wish to be supported and find permanent accommodation; and a third small group of people who are responsible for a significant amount of anti-social behaviour and do not presently want to engage with support services (Section 10).

- 1.5 An examination of national best practice shows a lack of hard evidence to suggest that wet centres are an effective tool for addressing street life anti-social behaviour( Section 9).
- 1.6 Consultation with the public suggests there is a need to be more proactive in providing information on the level of street based anti-social behaviour and how to report incidents (Section 1).
- 1.7 The recommendations are based around a management approach that will endeavour to address duplication and gaps in service, develop a model that will better serve the identified groups, and have greater impact in reducing street based anti-social behaviour.

## **2. Recommendations**

The Executive Councillor is recommended:

To note the attached report at Appendix 1 and supporting documents.

To consider the recommendations summarised as follows:

1. Develop and provide a programme of intensive tenancy support, for individuals moving in to general housing stock following homelessness or living in temporary accommodation.
2. Incorporate the provision of tenancy starter packs within the support programme. Consider using donations to the Alternative Giving Campaign to fund these packs.
3. Refresh the Task and Target Group to develop an inter-agency approach that offers intensive support to those who choose to engage and takes prompt enforcement measures towards unacceptable behaviour.

4. Develop different management models for each of the 3 main identified groups, to best serve the needs of the individual, in line with the Integrated Offender Management and Together for Families initiatives.
5. Develop a communication programme for the public, to give information on: reporting street based ASB, the kind of behaviour that is unacceptable, and the actions that can realistically be taken against street based ASB.
6. Set up a multi-agency group to take a strategic overview of street life issues, monitor patterns and take forward the work on the recommendations from this report.
7. Maintain a watching brief with regard to wet centres and review the current approach if more compelling evidence of their success arises in the future.

### **3. Background**

Three priority areas for further work were suggested by the workshop participants:

- The need for better analysis of street life issues, particularly in relation to the quantitative data available on anti-social behaviour in the City and its relationship to the community who have a street based lifestyle;
- Improved tenancy support; and
- To look at the public perception and consider the need for better public information to be made available.

The Community Safety Partnership funded a four month research post to look at these priority areas and make recommendations on the future work on street life issues. The results of the research are in the report entitled “Review of Street Based Anti-Social Behaviour” attached as Appendix 1.

Results from the detailed quantitative research undertaken are detailed in the report entitled ‘Estimating the Scale and Nature of Street Based Anti-social Behaviour in Cambridge City’ attached as Appendix A.

## 4. Implications

### (a) Financial Implications

The financial implications are limited as the recommendations are based around reviewing current resources and potentially targeting them in a different way.

### (b) Staffing Implications

There are no staffing implications at this point.

### (c) Equal Opportunities Implications

Equal Opportunities implications have been considered throughout this research project. An EQIA has not been conducted at this stage and will be completed as part of any further development of the recommendations.

### (d) Environmental Implications

- Nil

### (e) Procurement

Not applicable

### (f) Consultation and communication

Consultation was carried out with Cambridge residents and service users through surveys and fora.

Residents were encouraged to be involved in focus groups through advertising on the Councils website and various social media sites along with leaflet and letter drops around the city.

Meeting and interviews with representatives from a number of statutory and voluntary agencies took place, to discuss what is working well for them, what concerns they have and what they believe could be done to better address the issues around street based ASB.

### (g) Community Safety

As discussed in the report.

## 5. Background papers

- Wet Centre Research
- Results from residents and service user surveys and fora
- <http://homeless.org.uk/costs-homelessness> for reports detailing information about cost benefit analysis and social returns on investments

## **6. Appendices**

**Appendix 1:** Review of Street Based Anti-Social Behaviour

**Appendix A:** Estimating the scale and nature of street based anti-social behaviour in Cambridge City

## **7. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact:

Name:	Lynda Kilkelly
Phone Number:	01223 - 457045
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# Review of Street Based Anti-Social Behaviour

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**Marianne Crozier**  
Project Officer

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## **Background**

The Executive Councillor agreed that a biennial review of streetlife issues should be taken to Cambridge City Council's Strategy and Resources Committee. Following the first review presented to the Committee in October 2012, a series of workshops took place in early 2013 attended by City Councillors, representatives of statutory agencies and support organisations, to consider the management of individuals and trends associated with street based anti-social behaviour (ASB).

Agreed priorities that emerged from the workshops were:

- The need for a better analysis of street life issues, particularly in relation to the quantitative data available on ASB in the City and its relationship to the community who have a street based lifestyle;
- Improved tenancy support; and
- To look at public perception around this issue and consider the need for better public information to be made available.

The Community Safety Partnership funded a research project with these workshop priorities forming the framework for the research. The scale and nature of street based ASB across the City was estimated through quantitative research and an examination of national best practice. Qualitative data was collected through surveys and fora with residents, professionals and service users. This report contains recommendations based on the outcomes from the workshops and the research carried out.

## **Recommendations:**

1. Develop and provide a programme of intensive tenancy support for individuals moving in to general housing stock, following homelessness or after having lived in temporary accommodation.
2. Incorporate the provision of tenancy starter packs within the support programme. Consider using donations to the Alternative Giving Campaign to fund these packs.

3. Refresh the Task and Target Group to develop an inter-agency approach that offers intensive support to those who choose to engage and takes prompt enforcement measures towards unacceptable behaviour.
4. Develop different management models for each of the three main identified groups, to best serve the needs of the individual, in line with the Integrated Offender Management and Together for Families initiatives.
5. Develop a communication programme for the public giving information on: how to report street based ASB; the kind of behaviour that is unacceptable and the actions that can realistically be taken against street based ASB.
6. Set up a multi-agency group to take a strategic overview of street life issues, monitor patterns and take forward the work on the recommendations from this report.
7. Maintain a watching brief with regard to wet centres and review the current approach if more compelling evidence of their success arises in the future.

## Review of Street Based Anti-Social Behaviour

### 1 Introduction

- 1.1 Following the review and workshops The Community Safety Partnership agreed to fund a four month research post to look at the priority areas and make recommendations around future work on street based ASB issues.
- 1.2 The intention was to establish a clear picture about the level of street based ASB across the city, using both quantitative and qualitative data. The research results provide baseline data from which to benchmark against in the future, allowing for quarterly update reports and monitoring of trends.

### 2 Better Analysis of the Issue

- 2.1 Appendix A provides a profile using quantitative data of street based ASB in Cambridge over a two year period (2011/12-2012/13), with particular focus on the central parts of the City as defined in appendix A.
- 2.2 An extended city centre map was drawn up to cover the wards where the highest volume of incidents of street based ASB have been recorded. A map of the area can be seen at page 15 of Appendix A.
- 2.3 Detailed analysis of ASB within Cambridgeshire City revealed the following key findings:
  - ASB associated with the keywords *begging, homeless, drunk, alcohol and abusive language* accounted for 47% of all ASB within the 'extended city centre area' in 2012/13;
  - ASB associated with just *begging and homeless* accounted for 16% of the total ASB within the extended city centre area' in 2012/13;

- ASB associated with all the keywords recorded a reduction of 26% between 2011/12 and 2012/13. Whilst ASB associated with *begging and homeless* reduced by 12% over the same period;
- It was notable that over a half of the 100 incidents in the sample were linked to alcohol. In particular, issues of street drinking and the night time economy;
- Some of the street drinking is clearly linked with individuals that have a street based lifestyle. Not all members of the street life community are homeless and not all members of the groups mentioned are causing disruption;
- Peaks for ASB across the day can be seen. Incidents associated with the night-time economy tend to be between 11pm and 4am, although there is likely to be some contribution to the early evening peak;
- Of the incidents reviewed in the sample, it was evident that a quarter related to begging or those thought to be homeless; and
- Certain individuals that are known to services appear to cause a substantial amount of work. Seven repeat offenders were linked with 7% of ASB with keywords within the 'extended city centre area'.

### **3 Provision of Engagement and Support Workers across the City**

- 3.1 Across the City there are a large number of organisations whose focus is to provide engagement and outreach support for individuals who are homeless or who live a street based lifestyle. Specialist support workers are also available for those who have substance abuse or mental health issues, for people who have recently been given tenancies, those who are struggling to maintain their tenancies, and those who are living in various types of supported accommodation.

- 3.2 As well as having provided initial funding for many projects; the City Council's commitment to working with those who are homeless or are at risk of homelessness is substantial in terms of annual grant funding. The budget allocation for 2012/13 in terms of tackling rough sleeping and ASB, homelessness prevention and other services for the homeless was just under £600,000, not including £323,000 allocated for the sub-regional single homeless service. Further ongoing funding has also been made available for a pre-tenancy worker at Riverside English Churches Housing Group; funding for cold weather provision; for a specialist employment service for those who are homeless, at risk of homelessness or in housing need; and emergency bed space for homeless young people, amongst others.
- 3.3 Cambridge is and has been for some time home to a sizable community who have a street based lifestyle. This is demonstrated by the number of individuals who have accessed the Cambridge Street and Mental Health Outreach Team (CRI), in a single year. For instance, during the year ending March 2013 the Street Outreach Team worked with 491 new clients, including people with no local connection, temporarily in the City, rough sleepers, those accessing cold weather provision, and people who do not have recourse to public funds. The Street Outreach Team are part funded by a contract from the City Council of £175,000 per annum and have developed close working relationships with many members of the street based community over the years.
- 3.4 Wintercomfort is a day centre that provides facilities to those people who are homeless or unsuitably housed. The team, including six project workers, provides meaningful activities and offers its clients access to important diversionary avenues including training and social enterprise work. Two workers from the Street Outreach Team also cover the welfare service at Wintercomfort. The City Council give funding of around £85,000 per annum to Wintercomfort.
- 3.5 Jimmy's Assessment Centre, after an extensive refurbishment in 2012, offers an accommodation resettlement service, workshops

and learning opportunities, laundry facilities, sports and leisure activities, computers and IT information points, guest advocacy and support, move-on houses and a comprehensive range of visiting support organisations, all designed to give guests the best possible chance of moving on and breaking the cycle of homelessness. The City Council provide funding of £51,270 per annum to assist the assessment centre in Jimmy's.

- 3.6 Cambridge Link-up are a street community group whose membership comprises of homeless, ex-homeless and vulnerably housed individuals. The group is fully constituted and as such is able to effectively represent the views of the street life community to policy makers, local authorities and partner agencies. Link-up also raises funds for activities that help build the self esteem and confidence of this group.
- 3.7 Flack is a social enterprise whose members and peers are or have been homeless. It produces a local listings guide that is designed, written, edited and distributed by its members and as such offers a way for individuals to become involved with very meaningful daytime activities. Flack is also closely linked in with local homeless services and can direct individuals towards assistance where necessary.
- 3.8 Cyrenians provide a range of accommodation support and specialist services for homeless people. The organisation was set up with the aim of offering a real alternative to traditional homeless hostels. Cambridge Cyrenians oversee a number of small shared houses where residents are encouraged to take responsibility for their own lives and maintain a constructive influence over their surroundings. An important feature of the houses is the input that residents have in the decisions affecting their house. Cyrenians also provide support to those people in their tenancies as well as helping them move on to new tenancies. The Jubilee project is a 10 bed hostel that will house ex-offenders and support their move into independent living by giving them the support and skills needed.

- 3.9 The Cyrenians manage a residential hostel open to 40+ year olds where residents are able to use alcohol. It has six beds and operates a six person waiting list. The minimum stay is six months and there is no maximum. Residents are able to drink alcohol while at the hostel in a controlled way. There is an agreed amount of alcohol that each resident will have each day. Residents money is looked after by the centre staff to enable it to be managed properly.
- 3.10 Riverside English Churches Housing Group runs temporary accommodation in Cambridge for homeless people with medium to high support needs. The service at one site has been remodelled alongside a major building refurbishment. The service will form two parts: a 24 bed adult foyer focussed on improving training and employment opportunities for its residents and an existing 30 bed main hostel. These tenants are supported by a dedicated team of eight support workers, one resettlement worker, two student social workers and one team leader who offer person-based support focussing on the needs and aspirations of the individual.
- 3.11 Chronically Excluded Adults (CEA) Service works with the most chaotic and excluded adults across the county and it targets clients who have fallen between services in the past. There is a small group of clients each of whom have a coordinator. The service follows a person-centred approach to tailor a support package to improve outcomes for individuals.
- 3.12 Other organisations specialise in supporting these individuals once in tenancies, and offer them support so that they can successfully maintain their tenancies.
- 3.13 Cambridgeshire's Floating Support Service, Circle Support is comprised of a team of 12 frontline floating support workers who work with individuals across the City to maintain their tenancies. They work with homeless people who are about to get a tenancy and individuals whose tenancies are at risk.
- 3.14 The Single Homelessness Service is a new project funded (£323,000) by the Department for Communities and Local



Government (DCLG). Based at the City Council it covers the local sub-region. It aims to offer accommodation for single homeless people who meet specific criteria, including having low support needs, and who do not have a tenancy elsewhere.

- 3.15 This service will have two rapid response support workers to offer support to individuals with low needs moving into private shared accommodation. They will work with them for up to 12 weeks, assisting them with the practicalities of moving into a new property, such as help with setting up bill payments. They will also provide them with other support and ensure that they have access to specialist support teams if necessary.
- 3.16 There is also a dedicated police team that works with individuals with a street based lifestyle who are responsible for crime and ASB on the streets of the City. The City Council fund a Street Life Officer post for £30,550. This Police team works closely with the City Council as part of the Task and Target group, liaises with council officers about ASB and works with some of the outreach teams. This specialist team has a focus on enforcement and has developed close working relationships with colleagues in both statutory and voluntary services. They have been able to work effectively together to tackle issues of street based ASB across the city using both support and enforcement tools.
- 3.17 Cambridgeshire Drug and Alcohol Action Team provide drug and alcohol treatment services for Cambridgeshire residents. Inclusion offers services to those affected by their own or someone else's drug misuse. Addaction offers confidential and free counselling, support and advice to individuals, principally for alcohol problems, but also for a combination of alcohol and drug problems.

#### **4 Outcomes for the client**

- 4.1 A perusal of the significant number of support agencies (as shown above) and interviews with professionals in a number of these agencies demonstrates both gaps and duplication in the services provided. Many professionals emphasised the lack of adequate and appropriate support for their clients when they eventually



succeed in getting a tenancy. This can lead to problems maintaining these tenancies; sometimes clients then move back to a street based lifestyle.

- 4.2 Although many clients who are homeless or living in temporary accommodation look forward to getting their own home, often the start of the tenancy presents its own problems. A comment from one professional demonstrates this: “Clients think that as soon as they get out of the hostel and into a flat all of their problems will be solved, but this just isn’t the case. This will be the most difficult time for them and is when the feelings of isolation and loneliness kick in”.
- 4.3 Professionals emphasise that this is why it is so important that adequate and appropriate support is there during this time. Despite the best intentions of the support agencies, there isn’t always enough of the more intensive support and guidance required in the first few weeks and months of these new tenancies. This is the time when tenancies can break down quite quickly. Individuals may feel a sense of isolation in their new home. They may invite friends with a street based chaotic lifestyle to their new home creating ASB issues. Eventually they could be drawn back into excessive drinking and ASB, which can result in the loss of the tenancy. Professionals have also said that the loneliness people experience can be so severe when a person has been used to communal living within a hostel setting, that they may prefer to be with their friends on the street and rough sleep rather than stay alone in a property.
- 4.4 If the focus on support packages was shifted slightly to provide as a matter of course a more intensive support programme at the beginning of a tenancy, along with some of the other new approaches listed below, it may help to ensure from the outset that new tenancies for previously homeless people have more chance of being successful in the long term.
- 4.5 A formalised programme for new tenants who have previously been homeless is essential to help them to gain realistic

expectations and to give them practical and specialist support and knowledge about what is expected of them as a new tenant. It should be realistic about the potential difficulties those moving into permanent accommodation are likely to face, in terms of social and lifestyle changes. There is also a need for such a programme to give new tenants practical skills around shopping, cooking, and managing bills, how to register with utility companies and how to budget.

- 4.6 A tenancy starter pack could be linked to the completion of or signing up for the programme. The packs could include linen, towels, crockery, cutlery and small electrical items. Looking nationally, many organisations that support the resettlement of people who have been homeless offer tenancy starter packs in order to give new tenants as much of a sense of ownership of their new property as possible.
- 4.7 There may not be sufficient time for people moving on to new accommodation to complete the programme before they move into the property, but the programme could be extended into their initial settling in support package.
- 4.8 Funding additional support is obviously a challenge in the current climate and there is a need to look at how we use existing resources, as well as the availability of new funding when considering the development of any new models.
- 4.9 Money donated through the Alternative Giving Campaign could be used to buy equipment for tenancy starter packs. The Alternative Giving Campaign encourages people who live in or who visit Cambridge to donate money to one of the charities in Cambridge working with those who have a street-based lifestyle rather than giving money directly to people begging. The scheme could be expanded so that money donated could be put directly into buying equipment for the starter packs. Donors could be made aware of what their money will be going towards and that they are donating to a specific practical solution that could make a positive difference.

## **5 Duplication of support**

- 5.1 As seen there are a large number of different organisations who offer support to those who are, or who are at risk of becoming, homeless in Cambridge. This can lead to a duplication of the services offered; there are opportunities for better targeting of existing resources.
- 5.2 A current individual known to the council is someone who has had a street-based lifestyle for a number of years. This case is notable because in the past year the client has been involved with at least 11 different agencies. Despite this amount of contact; the person's name was still recently put forward by the police as one of the most problematic individuals with a street-based lifestyle. This suggests that there could be a duplication of services involved with these individuals, and that despite intensive, long term resources going into working with some individuals; it has not affected a change of behaviour or move towards a positive solution for them.
- 5.3 This is an extreme example, however support workers I spoke to advised that there are regularly four or five different agencies working with one individual who has previously been homeless and moved into accommodation. Each agency has specialisms which cannot be performed by others; however it would help the client if they had one co-ordinating support worker to minimise the number of separate visits service users receive, thus reducing the risk of duplication of work and improving the experience for the service users.
- 5.4 The County Council have acknowledged this as an issue and advised that all new contracts with support services and those bidding for new tenders will have it written into their contracts that there must be cross service working. This will compel agencies to have a more joined up approach to working with each other and service users, developing new ways of working, and reducing duplication of work.
- 5.5 The wider use of E-CINS, a new multi-agency data sharing tool, could help to reduce the duplication of work. It would allow more

efficient information sharing between agencies, with information on which agencies are working with a client and what they are doing for the client. This would allow professionals to tailor their own input in a targeted way to ensure minimal duplication. The County Council will be putting the use of E-CINS as a requirement for new support contracts. The police also consider that E-CINS is a good tool for immediate information exchange between parties and could speed up the process in terms of action being taken. Data protection issues would have to be taken into account to ensure the privacy of the client is protected.

- 5.6 It is widely acknowledged by the majority of professionals that there is willingness across all agencies to work together and do all they reasonably can within the constraints of legislation and funding, to deal with an ultimately extremely complex issue. There are models being used presently, with both vulnerable families and prolific offenders, that could be adopted to address the problems faced by some of those with a street based lifestyle such as Together for Families and Integrated Offender Management.

## **6 Task and Target Group**

- 6.1 The Task and Target Group is a multiagency group that meets monthly to discuss problematic individuals who have a street based lifestyle, as well as hotspot areas for issues such as ASB, rough sleeping and begging. It looks at solutions in terms of both enforcement and support.
- 6.2 There is a small group of individuals who are regularly discussed at meetings but where no permanent resolution has been found. This suggests that there is a small core group across the city who are continually responsible for nuisance behaviour, but who do not wish to engage with support offered, and for whom enforcement action may be appropriate if they choose not to engage. This is borne out by the research on incidents of ASB committed by a core group of seven individuals referred to in the data analysis and in case study A below.

- 6.3 Looking at records of 18 Task and Target meetings held during 2010/11, one individual was discussed at every meeting and five individuals were spoken about at over half of the meetings. 24 individuals were discussed at less than five of the meetings. This suggests that most people who come to the attention of the group need focussed quick intervention that delivers a solution, leaving a small number of clients who are more problematic to deal with.
- 6.4 A similar picture emerges when looking at records of the September 2012 to July 2013 meetings. 37 people were spoken about at one or more of the Task and Target meetings; six of these individuals had actions agreed about them at every meeting. Despite this no solutions were found that addressed the problematic behaviour of these six people and they continued to represent concerns for the Task and Target group.
- 6.5 It is worth noting also that three individuals discussed at the 2011 meetings were still being discussed when the Task and Target group reconvened after a break of six months in 2012. There is a case for refreshing the Task and Target Group along the lines of best practice elsewhere. Ensuring that the individuals discussed at the group have relevant and achievable action plans in place, implemented by a multi agency group that can be robust in its approach against continued unacceptable behaviour.
- 6.6 Camden and Lambeth Street Outreach Teams favour a model that works around the Task and Target meeting. New referrals to their group are offered the opportunity to sign up to an Acceptable Behaviour Contract (ABC). A typical ABC is very support focussed but also makes it clear what is expected in terms of behaviour, and what action could be taken if the client is responsible for ASB.
- 6.7 The Lambeth and Camden model relies heavily on close working relationships with front line workers from other organisations including rangers, refuse collectors and street cleaners. The information that they have regarding the whereabouts of rough sleepers and other hotspot areas is often current, and they may go

to areas not ordinarily looked at by outreach workers, so their input is invaluable in terms of keeping on top of new hotspots.

- 6.7 Looking at what happens elsewhere and as part of a review of the Task and Target Group, consideration should be given to a new approach to the running of the group in terms of its professional make up, who can be adopted on to the group, and what its terms of reference are. Consideration should be given to whether or not the small group of particularly problematic and chaotic individuals with a street based lifestyle could be added to and discussed under the existing Integrated Offender Management system or a similar model, which uses both support and enforcement tools and intensive monitoring as an effective way of achieving changes in behaviour.

## **7 Case Study**

- 7.1 Client A has displayed problematic behaviour within the City for a number of years and was being discussed on the 2010 minutes that were examined, and was also discussed at all of the 2012/13 Task and Target meetings.
- 7.2 Client A was mentioned as displaying problematic and aggressive behaviour particularly, when intoxicated. This person was begging and had been made the subject of an ASBO which was breached on a number of occasions. This individual has also had a number of stays in prison. Very recently Client A received a longer prison sentence; when examining police data it would seem that this person had been responsible for 1% of the total number of incidents of ASB within the extended City Centre over a two year period and 2% of all incidents found using the keyword search (*begging, homeless, drunk, alcohol and abusive language*).
- 7.3 Several of the incidents referred to begging. There is evidence that Client A was stopping people and begging rather than just sitting with a cap or a sign. There were also several incidents of aggressive behaviour, including shouting at members of the public and street cleaners, and throwing rubbish at houses. There are also incidents of Client A being verbally abusive and accosting

female students. Most of the incidents were in 2012, and most occurred in daylight hours.

- 7.4 Looking at this case study, it seems that Client A, despite having had access to a huge amount of support and officer involvement over the years, and also being subject to enforcement, continually displayed problematic and anti-social behaviour with brief periods of respite in between.

## **8 Core group of Street drinkers**

- 8.1 The evidence indicates that Cambridge has a small group of people, who have tenancies but who lead a street-based lifestyle and who do not engage with available support services. Significant resources over a long period have gone into efforts to engage this group, who are apparently, currently, resistant to a change in lifestyle. It is not best use of resources to continue to support these individuals as we presently do with no apparent impact on either their street life behaviour or their welfare or safety. Best practice elsewhere suggests that a management approach which allows individuals who so choose, to decline support or interventions and to drink as they please (some programmes provide a place for the drinking as discussed later) is a more realistic approach. The option for them to engage remains.
- 8.2 If there is evidence that individuals indulge in unacceptable behaviours then it should be understood that enforcement action will be taken by the police or council promptly. It helps if individuals understand what kind of behaviour is expected of them and the kinds of behaviour that the general public do not have to tolerate. In some places Acceptable Behaviour Contracts (ABC) are used to encourage street drinkers to be clear on these points and to understand that breach of the ABC may result in an ASB injunction or an Anti-Social Behaviour Order against them.
- 8.3 This approach should free up resources for those who wish to engage with support services and find assistance in moving on to a more productive lifestyle.



## 9 Wet Centre

- 9.1 Research was undertaken to consider the merits of existing day wet centres in other cities and the impact this approach might have on street drinking in Cambridge. The research looked at models that have worked as pilots, including a short pilot run in Colchester as well as permanent day wet centres in Manchester, Camden and Leicester and a significant piece of work that considered the establishment of a wet centre in Cambridge in the past.
- 9.2 The last in-depth evaluation of wet centres was in 2003<sup>1</sup>. Other more recent evaluations are limited to a number of local authorities who have run either permanent or temporary centres and who have measured the local impact.
- 9.3 The rejection of the proposed Cambridge City Council wet centre in 2006 was based on the high cost of setting up and running the centre, the difficulty of finding a suitable venue in Cambridge and the anticipated adverse impact on successful policies such as the reconnections and engagement policies.
- 9.4 Nottingham recently closed their wet centre because of funding cuts. The local media reported an increase in street drinking, associated crime and anti-social behaviour. This increase has not been verified.
- 9.5 There is little hard evidence available to demonstrate positive outcomes from Wet Day Centres and much of the success that is attributed to them comes from case studies and anecdotal evidence. Many of the professionals interviewed felt that there was less chance of people engaging if they had a place to drink, and that a centre may also attract people to the City that would not otherwise come. In Cambridge this could undo the work done since 2007 with the advent of reconnections aimed at reducing inward migration.

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<sup>1</sup> **Wet Day Centres in the United Kingdom: A Research Report and Manual.** Maureen Crane and Anthony Warnes, October 2003.



9.6 However, as it is a tool used to manage street drinking in many places it was thought worthwhile to look at the possible approaches and potential impact.

#### Findings from Wet Day Centres in other areas

9.7 Colchester ran a 3 month pilot costing £15,000. The centre was open one day a week from 9.30-3.30 and was offered as a first point of contact to street drinkers not engaging with other services. Service users were allowed to bring in a limited amount of alcohol and were given the opportunity to engage with project workers. Some of the targeted group did not attend. The project was thought to be a success with the police reporting anecdotally that petty crime, anti-social behaviour and street drinking were down.

9.8 Manchester has a permanent 'Wet Garden' where people can drink in a supervised and supported environment. The facility is typically used by 10-20 street drinkers who are encouraged to develop and maintain the garden. The scheme claims an increase in the number of referrals made to alcohol detox, more control by the people involved over their drinking, better maintenance of tenancies.

9.9 Leicester provides a centre with access to food, drinks and support services. Service users must be assessed as alcohol dependent, homeless or at risk of becoming homeless. The number of units of alcohol permitted at the centre is limited.

#### Considerations for opening a wet day centre in Cambridge City

9.10 There is little hard evidence available, from existing permanent or pilot projects, to suggest that wet centres have a direct impact on the levels of ASB in an area. Establishing a wet centre can be costly but this could be mitigated by taking the Colchester approach to running the centre in an existing facility for a limited period each week.

9.11 There may be merit in running a limited wet centre pilot in Cambridge to test if a reduction in street based ASB could be achieved and if reducing the visibility of the core group of street

drinkers in the city would change public perception. However, it should be noted that even a limited pilot would be costly in Cambridge and would still encounter the problems discussed in 9.3.

- 9.12 It has been found elsewhere that the core group that cause the majority of the problems and who do not engage at present can be hard to convince to attend a wet centre, particularly if the amount of alcohol allowed is limited. If as in the case of Manchester the group were given meaningful activities they may be convinced. It should also be noted it could serve to attract more people to the city possibly undoing the work that has been done with reconnections to reduce inward migration.

## **10 A Different Approach**

- 10.1 The term street drinkers is a term that is being used to homogenise a diverse range of individuals all with their own complex set of needs.
- 10.2 There will always be a need to have a flexible person centred approach. Evidence from best practice suggests that the street life community can be broadly divided into three groups with considerably different service needs. Resources could be differently targeted at these groups.
- 10.3 The first group of people is a group with low needs who may be able to access accommodation through the private rented sector and the single homeless service relatively quickly. This group will be supported and monitored by the single homeless service and their support workers where appropriate.
- 10.4 The middle group would likely be the largest group who may have some individuals who have higher needs in terms of alcohol, substance misuse or mental health issues. They may be living in temporary accommodation or have a street based lifestyle, but typically show a willingness to engage with support services. They may wish to enter treatment programmes and get a permanent tenancy. Individuals who fall into this category would be eligible

for the tenancy sustainment programme when they are offered a property, and would be assigned a named key worker from the most appropriate support agency. If they do not engage or their behaviour becomes unacceptable, action will be agreed by the Task and Target Group who will be responsible for monitoring this group both in terms of referring them to support and agreeing enforcement action where appropriate.

- 10.5 The final group, likely to be smallest group, consists of the most problematic individuals who are responsible for a significant amount of anti-social behaviour and do not presently want to engage with support services offered to them. They may have tenancies but still have a street based lifestyle. Consideration could be given to developing the role of the Chronically Excluded Adults Team in terms of supporting this group: keeping them safe and achieving the best solution for them in the most flexible way working closely with the Integrated Offenders Management programme or a similar model.
- 10.6 The essence of everything said above is to have differentiated methods to tackling different types of street based ASB whilst focussing on the development of a strong inter-agency approach to it.

## **11 Public Perception of Street Based ASB across the City**

- 11.1 Two questionnaires were developed with the intention of understanding more about residents' and service users' experiences of the city centre and to ascertain whether street life problems were a prominent issue for people.
- 11.2 We asked open questions that allowed respondents to give a broad view of their experience in the City. Looking at the information gathered it would seem that service users across the board are more acutely aware of issues around drunken behaviour in the city centre at night, particularly around Regent Street. Quite a number of respondents reported that they tend to avoid this area for fear of being a victim of crime or ASB. Sample quotes included "I dislike the city centre late in the evening, lots of young intoxicated

people around in big groups”. “Regent Street late at night: too many people drinking and likely to get into fights”. “Generally I avoid town (Regent Street) on weekends”. “I don’t see why I should meet my friends to go out and have some drunk person start on me for no reason”.

- 11.3 There was a fairly poor response in terms of numbers of residents who wanted to be part of a focus group, which suggests that the issues we are asking about are perhaps not of great concern to the majority of residents. However, they are of concern to a small group of people, who either live or work in areas where the street based community tend to gather. Concerns about ASB associated with those with a street based lifestyle were regularly raised at area committees and some residents’ meetings and street surgeries.
- 11.4 Alcohol related ASB was raised as a priority at seven out of nine of the most recent West Central Area Committee meetings. It was discharged as a priority for only one meeting and brought back as a priority at the next meeting. On-going work could be undertaken to better inform the public about how to report a problem or an incident of ASB. It would help the public if they had clear indications about the nature of the information that is useful to enable referrals to the right agencies. There is a need for clear information for residents who are reporting complaints about those with a street based lifestyle in terms of what is ASB and what isn’t.

## **12 Other Considerations**

- 12.1 Police colleagues advise that although Cambridge has traditionally been seen as an attractive destination for street drinkers, there have been some successes in terms of licencing issues. This was backed up anecdotally during focus groups where two residents advised that since the review of a licence of a shop on Norfolk Street there has been a marked reduction in the incidents of street based ASB.

- 12.2 New ASB legislation will become law in April 2014 and this may be useful in offering new tools and powers for tackling this kind of ASB.
- 12.3 The number of individuals verified as sleeping rough in the City has increased from 183 in 2011/12 to 229 in 2012/13. The Street Outreach team annual report shows that 27 of these individuals were verified in more than one quarter, as people remain on the streets for longer due to lack of available bed spaces. Over the year the service saw 15 individuals verified as rough sleeping who had tenancies but chose to sleep rough.
- 12.4 2012/13 has been acknowledged as an exceptionally challenging year in terms of a reduction in bed spaces across the city as well as nationally. For instance, one of the bigger hostel accommodations in the City has been partially closed over much of 2013 whilst undergoing a major refurbishment; making over 30 bed spaces unavailable. The hostel is set to reopen in September 2013. As the demand for bed spaces increases nationally, accommodation providers are changing their criteria for access which in turn means that the number of people excluded from hostels has increased, resulting in more rough sleepers on the street for longer.
- 12.5 Rough sleeping is often quite hidden with individuals finding out of the way places to sleep. Some frequently used areas include commercial properties, garages behind shops and car parks. Residents do report finding people sleeping rough in residential doorways or parking areas and some residents report feeling scared or intimidated. Given the low number of reports to the police for rough sleeping it would appear to remain “below the radar” in a large proportion of cases. Outreach work continues to be the key method of engaging with these individuals.

## **13 Conclusions**

- 13.1 Although significant resources are going into supporting people with a street based lifestyle, there is evidence of duplication of services and also of gaps in provision. The research suggests the

need for the development of a management model along the lines of Together for Families in order to deliver a more outcome focused service, particularly at the point when a previously homeless person gets a new tenancy.

- 13.2 There are a small number of street based individuals who cause a significant amount of anti-social behaviour and who because they do not currently engage with support services, require a tailored approach, such as that delivered by the Chronically Excluded Adults Scheme and the Integrated Offender Management model.
- 13.3 There is a lack of hard evidence to suggest that a wet centre would be an effective tool for addressing street based anti-social behaviour in Cambridge and could instead have a counter productive effect on existing policies around reconnections and engagement.
- 13.4 There is a need for a group of representatives from the statutory agencies such as the Police, City Council, County Council and support agencies to take a strategic overview of street life issues, monitor emerging patterns and take forward the future work.
- 13.5 Finally there is evidence to suggest that there is a need to be more pro-active in providing information for the public on both the levels of street based anti-social behaviour and how and who to report incidents to.

# Estimating the scale and nature of street based anti-social behaviour in Cambridge City

Report Date: August 2013

## Section1: Summary

The following points are key findings from the analysis in support of wider Cambridge City Council and Community Safety Partnership work to reduce anti-social behaviour (ASB).

ASB in Cambridge City has shown reduction over the recent years. This is in line with the County and National trend.

It is worth remembering that ASB is affected by an individual's perceptions and experiences. What is considered anti-social to one person is not by another. Feedback from surveys about what is most disruptive to the majority should be kept in mind when planning services and interventions. This way a response will be proportionate to the problem.

ASB does not occur uniformly across the City and geographic hotspots exist. Heavily used areas are prone to higher levels of ASB particularly when used by a variety of groups of people. Cambridge City has a large number of green spaces which are popular with residents and tourists.

Street drinking and street based ASB is a problem faced in other locations across the country. Street drinkers is a term that is used to homogenise a diverse range of people. There may be methods of engagement that are more suitable for some people than others. An individual's needs should be taken into consideration to achieve the most appropriate outcome; this may be support, enforcement or a combination of both.

Detailed analysis of ASB within Cambridgeshire City revealed the following key findings;

- ASB associated with the keywords begging, homeless, drunk, alcohol and abusive language accounted for 47% of all ASB within the 'extended city centre area' in 2012/13.
- ASB associated with just begging and homeless accounted for 16% of the total ASB within the extended city centre area' in 2012/13.
- ASB associated with all the keywords recorded a reduction of 26% between 2011/12 and 2012/13. Whilst ASB associated with begging and homeless reduced by 12% over the same period.
- It was notable that over a half of the 100 incidents in the sample was linked to alcohol. In particular, issues of street drinking and the night time economy.
- Some of the street drinking is clearly linked with individuals that have a street based lifestyle. Not all members of the street life community are homeless and not all members of the groups mentioned are causing disruption.



- Peaks for ASB across the day can be seen, those associated with the night time economy tend to be between 11pm and 4am, although there is likely to be some contribution to the early evening peak.
- Of the incidents reviewed it was evident that a quarter related to begging or those thought to be homeless.
- Certain individuals that are known to services appear to cause a substantial quantity of work. Seven repeat offenders were linked with 7% of ASB with keywords within the 'extended city centre area'.

## **Section2. Background**

### **2.1 Introduction**

The purpose of this report is to provide a profile of street based anti-social behaviour (ASB) in Cambridge City over a two year period (2011/12 – 2012/13). The focus is on the central parts of the City (as defined in Appendix 1 and for this report will be referred to as 'extended city centre area').

The report reviews national data and case studies as a means of providing a comparison and context for the local picture. Further key findings from analysis of police recorded ASB for the relevant two year period are included.

An overview of all local ASB is included to enable the scale of street based ASB to be estimated, as well as in-depth analysis of cases and geographic areas.

### **2.2 Methodology**

Cambridgeshire Constabulary record incidents of ASB, in three categories in accordance with the national guidance: nuisance, personal and environmental. However, for the purposes of this analysis these groups do not provide enough detail to understand the nature of street based ASB within the city. Therefore the data was analysed in the following ways:

- An overview of all ASB over a two year period (2011/12 and 2012/13)
- Geographic information was used to extract only ASB incidents within a certain area – known as the 'extended city centre area'.
- A keyword search of the free text field using: begging, homeless, alcohol, abusive language and drunk within the 'extended city centre area'
- Analysis of a subset of the data from the keyword search examining incidents containing begging and homeless within the 'extended city centre area'.

It is worth remembering that ASB incident data are not an accredited national statistic because of well-known problems: the data is not subject to the requisite level of data assurance, there are problems with multiple reporting of a single incident, and inconsistencies exist between constabularies regarding reporting.

## Section 3: Analysis

### 3.1 Evidence from Elsewhere

#### *National picture*

The following are key findings from the Crime Survey England & Wales 2011/12. It should be noted that respondents are more commonly asked about drinking related behaviour in general and that responses relate to that rather than any specific groups causing, or locations of, ASB.

#### Drink related behaviour and groups hanging around on the street:

##### *Individuals*

- 15% of respondents reported a high level of *perceived* ASB (an indicator developed from the averaging of responses to seven questions)
- Drink-related behaviour and [non-specific] groups hanging around in the streets were the two most commonly reported types of ASB experienced/witnessed, 11% and 12% of respondents respectively.
- A majority of respondents that experienced/witnessed drink related, or groups hanging around in the streets (82% and 76% respectively), reported that it had little or no effect on their daily routine
- A majority reported 'low' impact on their quality of life of these ASB types (74% and 68% respectively), but 22% and 25% reported moderate impact.

*\*Note here that 'groups hanging around on the street' were not necessarily drink related and had a greater effect than drink related behaviour. This could perhaps be because large groups are intimidating/take up space/are noisy.*

##### *Businesses*

- 12% of all businesses experienced ASB within the previous 12 months
- 35% of these businesses (i.e. 4.2%) reported being impacted by drink related behaviour and groups hanging around on the street, but again this refer to the general population and cannot be linked directly to street-life.
- These numbers may be influenced heavily by hospitality trade businesses, 43% of which reported issues with drink related behaviour.
- Likewise the retail and wholesale sector reported high amounts of ASB from groups hanging around on the streets (40%)

##### *Street life*

- ASB by members of the street-life community (i.e. begging, vagrancy or homeless people) were witnessed by less than 1% of respondents
- Also not directly attributable to the street-life community, 4% of respondents reported being intimidated, verbally abused or harassed on the street. It is likely a proportion of this will be associated with individuals that have a street based lifestyle; however there was insufficient evidence to infer any further detail.

## **Regional examples of street-life or street drinking associated ASB**

### *Norwich:*

- Anti-social drinkers (generally) are currently a police priority
- Goal is to reduce street drinking [assume in DPPO area], by confiscating alcohol, and reducing the impact on local residents and businesses.
- Patrols have been increased in known hotspots and 200 bottles and cans were seized in three weeks according to recent press.

### *Hounslow (2005):*

- Conducted an assessment /mapping of the nature and prevalence of the street drinking problem.
- Found several types of street drinking (drinkers), not just street life community
- Majority interviewed were not engaged with local alcohol services.
- Public concern was mainly about the visibility and perceptions, most felt they required 'help'.
- Hounslow found evidence from areas that had experienced street drinking that suggested a multi-agency approach – enforcement tactics, environmental improvements, and service provision.
- 54% of street drinkers were in receipt of job seekers benefit.
- 31% of street drinkers were also rough sleeping; a further 8% were squatting.
- Main reasons given for street drinking were: can't afford to drink in pubs, loneliness/isolated /to meet friends and being in relaxing /calming places.
- The target population were relatively static in nature and size and therefore it was felt that an intensive period of co-ordinated action would have an impact on the local problem in Hounslow.
- Accompanying figures from this report can be found in Appendix 2

## **Consultation document by Ranzetta consulting aka Alcohol Academy**

The general message from the document was that whilst there are competing objectives (harm reduction versus addressing ASB) both can be addressed with a careful and co-ordinated approach.

### Street drinking:

- Involves complex issues and there are no quick wins
- Often allotted a disproportionate amount of attention due to high visibility and outspoken local resident groups
- Street drinkers are often treatment resistant
- Street drinkers is a term that is being used to homogenise a diverse range of subsets, all with their own complex set of needs

### Enforcement/interventions

- DPPO'S – 700 zones across the country, very popular. Often used by partners to address street drinking ASB. However, zones can be misinterpreted as zones where alcohol is 'banned' and policing can be resource intensive
- Dispersal zones – reduce loitering by groups of 2 or more – a temporary measure - used where ASB is a problem.
- ASBO's – individual focus – difficult to obtain if not in conjunction with another conviction

- Environmental controls – e.g. removal of benches, adding CCTV etc may also cover licensing restrictions of premises associated with areas of high ASB – working with licensed premises owners.
- Case management of key individuals
- Alternative spaces – wet centres – may reduce street drinking during opening hours - Ranzetta claim little evidence of positive impact and suggest designated ‘alternative areas’ that are less formal.
- Alcohol Treatment Requirement (ATR) for offenders with identified alcohol problems.
- Reconnections – case managing individuals to re-engage with ‘society’ in places where they are most likely to succeed. These include the controversial example of helping those from A8 nations find work in their home countries.

### **3.2 Cambridge City Analysis**

Overall police recorded ASB has been decreasing over the last few years. It has been a priority of the Community Safety Partnership and a variety of interventions have been used to tackle the cause, the individuals’ involved and public perception.

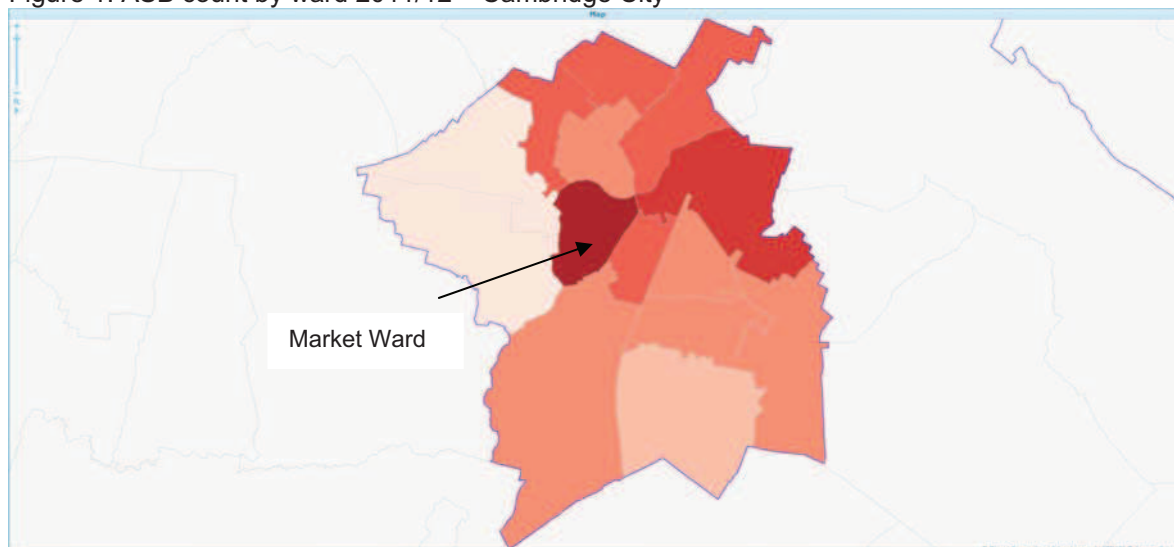
The following findings from the analysis aim to provide greater understanding of the nature of the problems within the centre of Cambridge.

- **Cambridge City- Overview**

Cambridge City accounted for 27.9% (6,355) of the ASB incidents in Cambridgeshire in 2011/12. The highest counts of incidents were in Market (1,237), Abbey (671) and Arbury (495) wards. These wards are also the highest in the County. As Cambridge City has a vibrant day time and night time economy this is unsurprising. It has high footfall both during the day and night and services the need for a wide range of people.

The map below shows, in broad terms, the distribution of ASB in the City. It highlights the high volume of incidents in Market ward and the reason for the focus on this geographic area.

Figure 1: ASB count by ward 2011/12 – Cambridge City<sup>1</sup>



- **Keyword Dataset**

Police records of ASB were extracted based on a search for five keywords; begging, homeless, alcohol, abusive language and drunk. These have been some of the issues most raised as a concern.

ASB with these keywords accounted for nearly half of ASB within the ‘extended city centre area’. Understanding the nature of these ASB incidents is important if appropriate interventions delivered and reductions are to be made.

Analysis of anti-social behaviour reported within the Cambridge City ‘extended city centre area’ revealed a higher proportion of ‘nuisance’ behaviour compared to ‘personal’ ASB. This is to be expected as there is likely to be fewer residential/ neighbour disputes reported in this location.

Analysis of ASB in 2011/12 and 2012/13 revealed reductions of all ASB. The reduction seen in reported ASB incidents containing the keywords ‘begging’ and ‘homeless’ was not as large as the overall reduction of ASB, or ASB associated with all keywords (see table 1).

Table 1: Street-life associated ASB incidents within the ‘extended city centre area’, determined from keyword search

Year	All ASB	Begging/homeless	Proportion of total	All keywords	Proportion of total
2011/12	2,069	286	13.8%	987	47.7%
2012/13	1,572	251	16.0%	732	46.6%
% change	-24.0%	-12.2%		-25.8%	

Keyword<sup>2</sup> analysis of free text fields for ASB incidents enabled some disaggregation of the types of nuisance ASB reported. Further analysis was also conducted to provide context of what types of incidents are most common within the keyword subset. A hundred cases were reviewed by a member of the Research and Performance team and the project lead. A query was also run using

<sup>1</sup> Image taken from Cambridgeshire Community Safety Atlas  
<http://www.cambridgeshireinsight.org.uk/interactive-maps/crime>

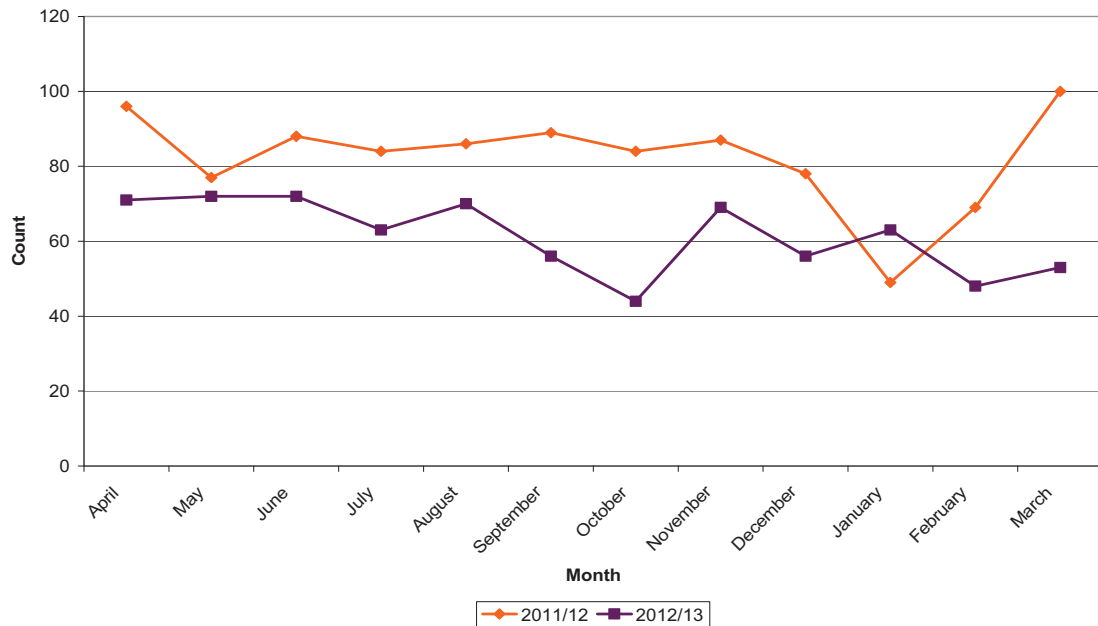
<sup>2</sup> Keywords used in search were homeless, abusive language, drunk, begging and alcohol

only homeless and begging as keywords. Separating these keywords differentiated street-life related incidents and street-drinking incidents.

### Peak Times

Figure 2 shows the monthly breakdown for both years. There is no clear seasonal pattern consistent across both years. It is possible that weather patterns had an influence each year. Typically cooler months had slightly lower in ASB. There is no apparent reason for the peak in March 2012 and it is not reflected in 2013.

Figure 2: Monthly recorded ASB containing the keywords within the 'extended city centre area'



Analysis of weekdays on which ASB occurred revealed Friday – Sunday as the only days with any particular difference from other days, which recorded a slightly higher proportion of incidents (see figure 3). This may reflect the increase in footfall in the City over the weekend, with the increase on a Friday night possibly relating to the impact of the night time economy on ASB.

Figure 3: Days of the week for recorded ASB containing the keywords within the “extended city centre area” area

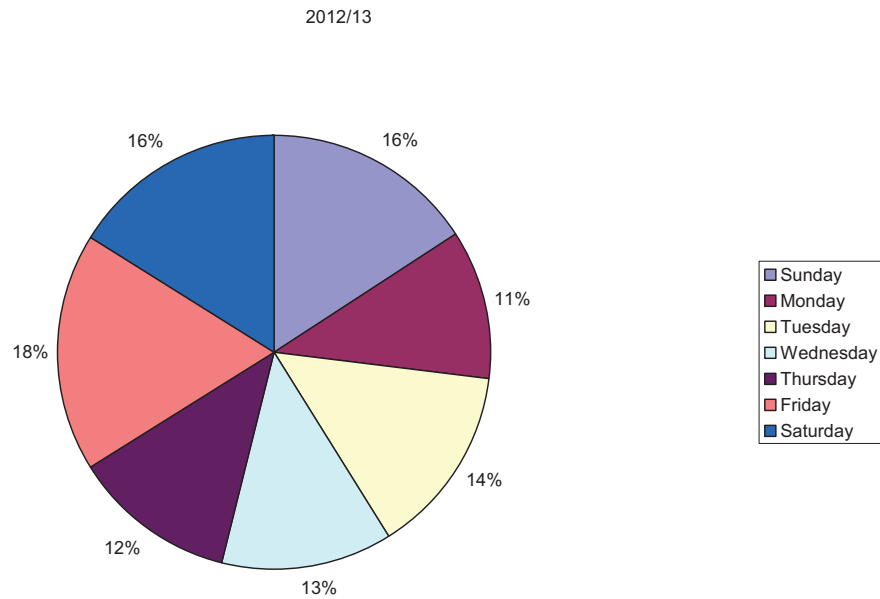
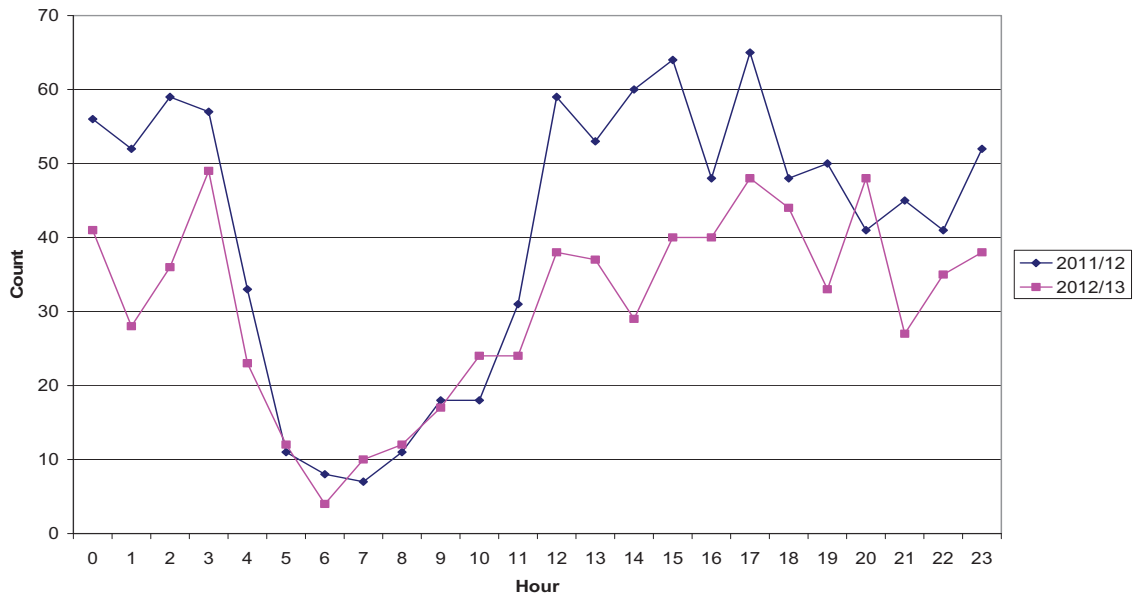


Figure 4 gives some additional weight to the consideration that a considerable proportion of ASB within the ‘extended city centre area’ could be related to the night time economy with clear peaks in recorded ASB at between midnight & 1am and 3 & 4am.

Increased levels of incidents are also seen during the afternoon and early evening. There are several probable factors here. Late afternoon will see commuters moving around the City and a general increase in people trying to use the same space at the same time. It is felt by officers that individuals who are likely to beg are aware of the commuter routes and are there and more visible. This is also a time when children and young people are in transit from school to home, although within the City centre they may represent only a small number of people.

Early evening will again be a time when different groups of people are within the City centre, businesses closing for the day, those starting to frequent the licensed premises could all be exposed or cause ASB.

Figure 4: Hour of the day for recorded ASB containing all the keywords within the “extended City centre” area



**Geographic distribution of incidents**

The maps below (figure 5) show the location of ASB incidents in Cambridge City and demonstrate that ASB within the City and ‘extended city centre area’ includes issues beyond the scope of this report.

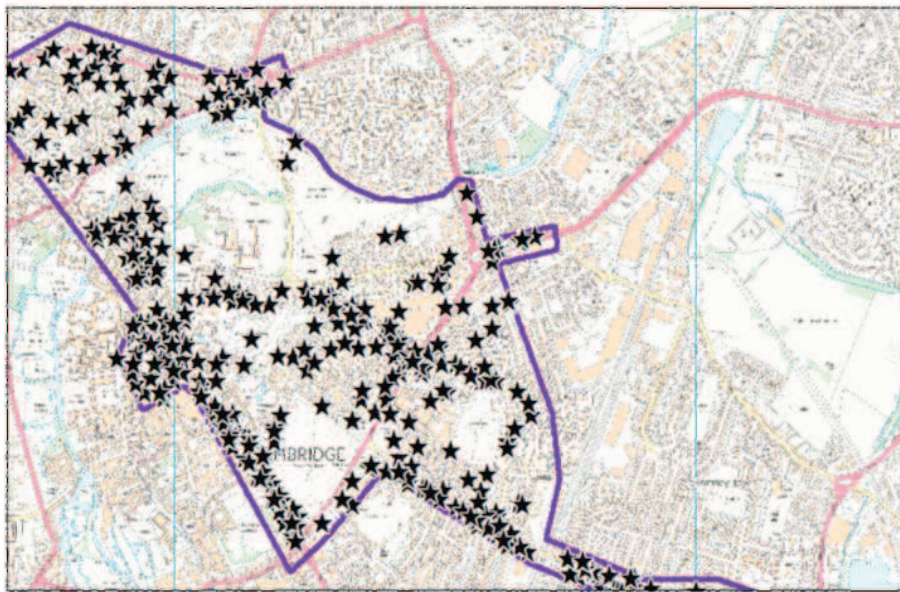
The first Map shows those incidents that contained the keywords and occurred within the area of interest. The second map shows all ASB incidents over the two year period.

What can be seen from them is that other ASB occurs within the area of interest. It is possible that some of this ASB might be related to alcohol, or street based ASB, but has not come within the definition used within this report. A proportion of these incidents will be quite unrelated to this project and involve a wide range of problems and groups of people.

Further there could be some incidents of street based ASB that sit just outside the designated area of interest for this project. Known hotspots for street ASB and problem areas have been included (hence the unusual shape of the ‘extended city centre area’).

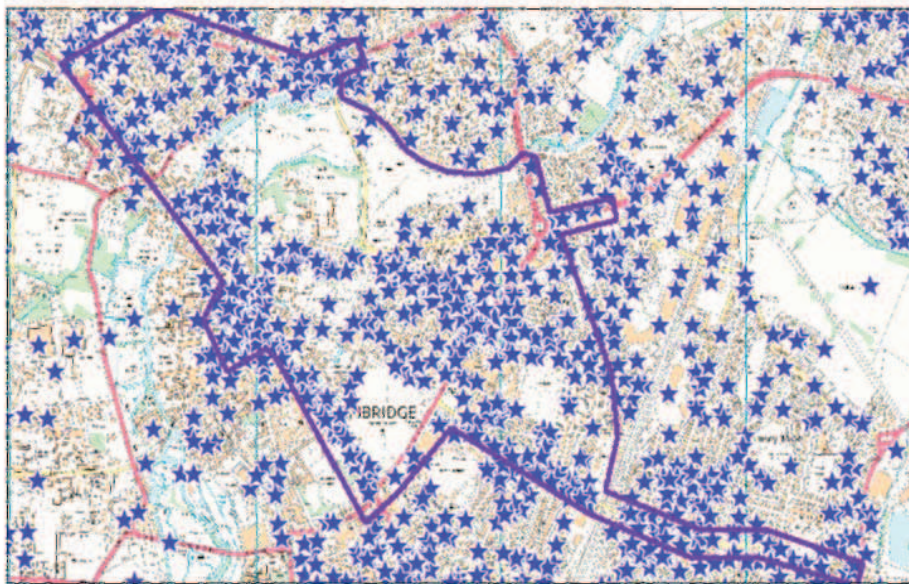


Figure 5: Maps showing location of ASB incidents- 2011/12 & 2012/13 combined



ASB within the 'extended city centre area' and containing key words - 2011/12 and 2012/13

All ASB recorded during 2011/12 and 2012/13



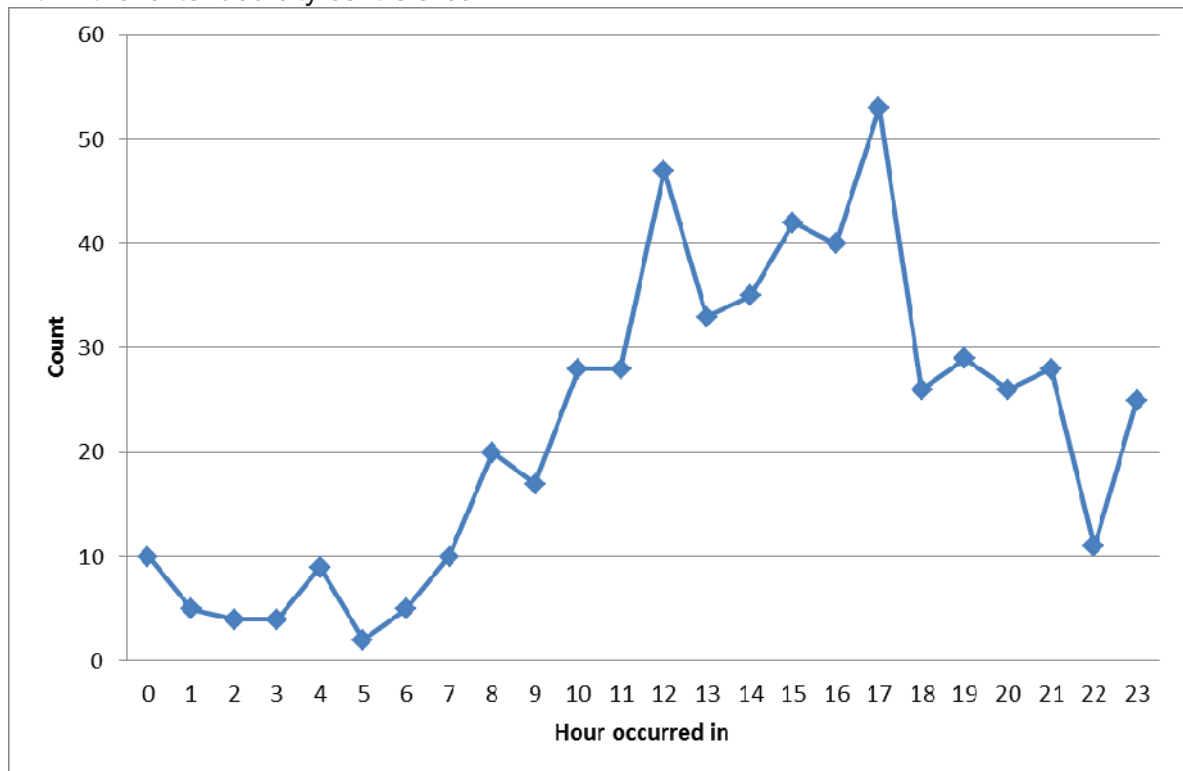
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- **Rough Sleeping**

Rough sleeping is often quite hidden with individuals finding out of the way places such as garages, behind shops and car parks. Areas more frequently used are commercial properties but residents also report finding people sleeping rough in residential doorways or parking areas. Some residents report feeling scared or intimidated, however, given the low number of reports to the police for rough sleeping, it would appear to remain 'below the radar' in most cases. Outreach work continues to be the key method of engaging with these individuals.

The figure 6 shows a slightly different picture of the peak times of ASB, including keywords begging and homeless, than that of ASB with all keywords. In particular there is no peak between midnight and 4am. Based on the time the reports start to increase and the peak time it would seem reasonable to conclude that a large proportion of reporting of rough sleeping by homeless people and begging are from those in transit to and from work.

Figure 6: Hour of the day for recorded ASB containing keywords begging and homeless within the 'extended city centre area'



- **Analysis of sample**

A random sample of 100 cases within the 'extended city centre area' that contained one or more of the five keywords was examined in detail to further understand the nature of the problems within Cambridge City.

**Key Findings**

Incidents were classified in two ways to enhance the understanding of where things took place and the types of incidents they were. Results are summarised in table 2 below. Problems with classifying incidents were due to the level of reporting and the recording of detail for incidents. General public calling the

constabulary did not always answer all questions and staff receiving the call recorded as much as possible but incidents were not always clear.

### ***Location type***

Of the 100 incidents reviewed 66 could be classified as occurring in the street. Not all ASB that is reported, even within the city centre, occur on the street. Examples include residents dissatisfied with the City Council and causing a disruption on site, users of the night-time economy causing a disturbance within a premises, a fight within a residential location and a theft in a shop. This highlights some of the issues in relying purely on number of incidents of ASB when describing the problem: not all incidents within the area of interest and with the keywords fit into clear and separate categories.

### ***Incident type***

A quarter (25) was related to the night-time economy, not all of which occurred on the street. These typically involved drunk individuals causing a disturbance within or while being ejected from a licensed premises.

Nearly a quarter (23) was related to 'street drinking' whilst there is a temptation to equate street drinking with members of the street life community, due to the nature of Cambridge City this is not true for all cases. This is also supported by previous reports from Hounslow and the CSEW. A number of occasions of street drinking related to groups of people drinking; some were students, some were related to international football games, or balls and parties. Descriptions of the groups did not always make it clear who was involved just the impact that the drinking was having on the informant, often due to increased noise and abusive language, which was not always directed at members of the public.

A quarter (25) of incidents were associated with at least one of the following; begging, rough sleeping/ homeless, known members of street life communities. Informants are not always aware of the identity of the individuals causing concern and therefore some incidents may cross into the street life category, but the information is not contained within the record. This therefore may lead to an underestimate of ASB associated with problematic individuals.

Within the sample only 4 incidents related to young people, 2 of which were related to underage drinking.

A small but notable proportion of incidents were not actually ASB, including an assault and a theft, or were calls that upon investigation by the police were revealed to be something else e.g. a fight within an house of multiple occupancy (HMO).

Table 2: ASB by incident and location type within the 'extended city centre area'

Incident Type	Street based ASB			Total
	Yes	No	Not known	
Alcohol related disorder		2		2
Begging	4			4
Drunk people		2		2
Group hanging around		1		1
Homeless person/people	6	5		11
Night-time economy	14	11		25
Other not ASB		4		4
Other nuisance	1	5		6
Rough sleeping	3			3
Street drinking	23			23
Street life	11	1		12
Unknown			3	3
Young people	4			4
<b>Grand Total</b>	<b>66</b>	<b>31</b>	<b>3</b>	<b>100</b>

It is clear from these findings that alcohol is a substantial underlying issue in relation to ASB within the 'extended city centre area'. With at least 54 of the 100 incidents reviewed being associated with alcohol.

- **Repeat offenders**

As part of the analysis a detailed search was conducted of seven individuals known to agencies for causing repeated problems and nuisance. The aim was to establish if a small number of individuals cause a disproportionate level of ASB.

Over both years their names appear 116 times within the comments of ASB incidents in 2011/12 and 2012/13. This is 3% of all ASB and 7% of ASB with keywords within the 'extended city centre area'. A substantial number of incidents are not linked to a named individual. Therefore establishing what proportion of incidents an individual or group is associated with is extremely difficult. Some individuals were linked to 30 incidents by name within the two year period.

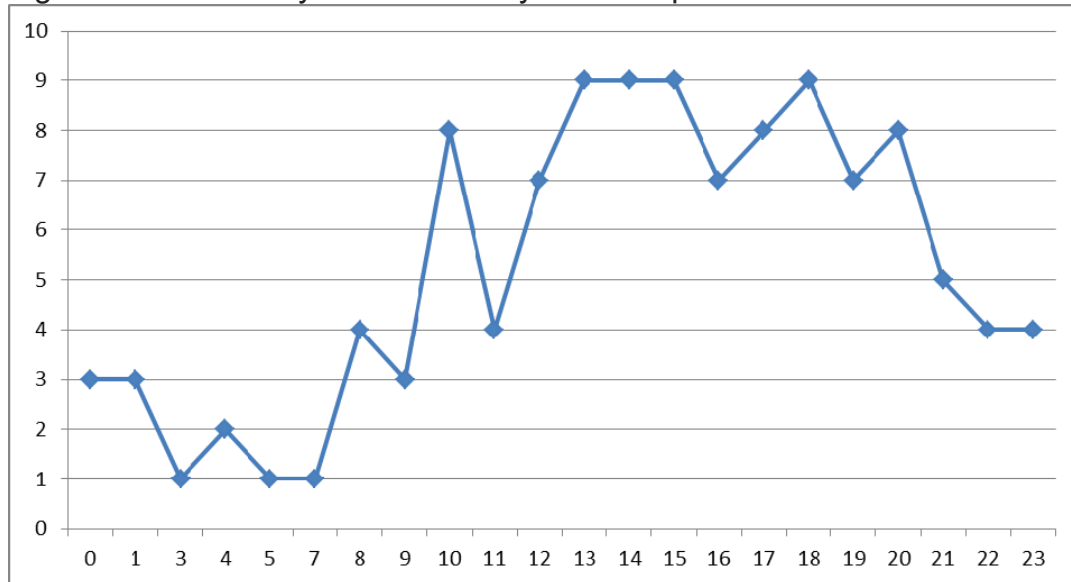
Collecting this type of data is time consuming and requires reading all incidents or using names to extract the relevant incidents. The second method was used in this circumstance; the drawback is that this relies on the names being consistently entered within the police system. If time had allowed, further searches could have been run with possible variations on spelling on all seven individuals. This may have produced a slightly higher (and therefore more accurate number of incidents) but was beyond the scope of this paper.

As an example seven spelling variations for the surname of one individual were checked. This produced an additional nine incidents, within the two year period. Taking the total from 30 to 39 incidents linked to the same person.



Analysis of the 116 incidents of ASB linked with the seven problem individuals known to services included time of day to increase the understanding of when peak times were. Due to the small numbers caution must be taken when interpreting the chart below. The number of incidents starts to increase in late morning and fluctuate during the day and evening but reduces during the night.

Figure 7: Incidents by hour in the day for the repeat offenders



*Case Study Example*

A case study of one of the more problematic individuals is included below

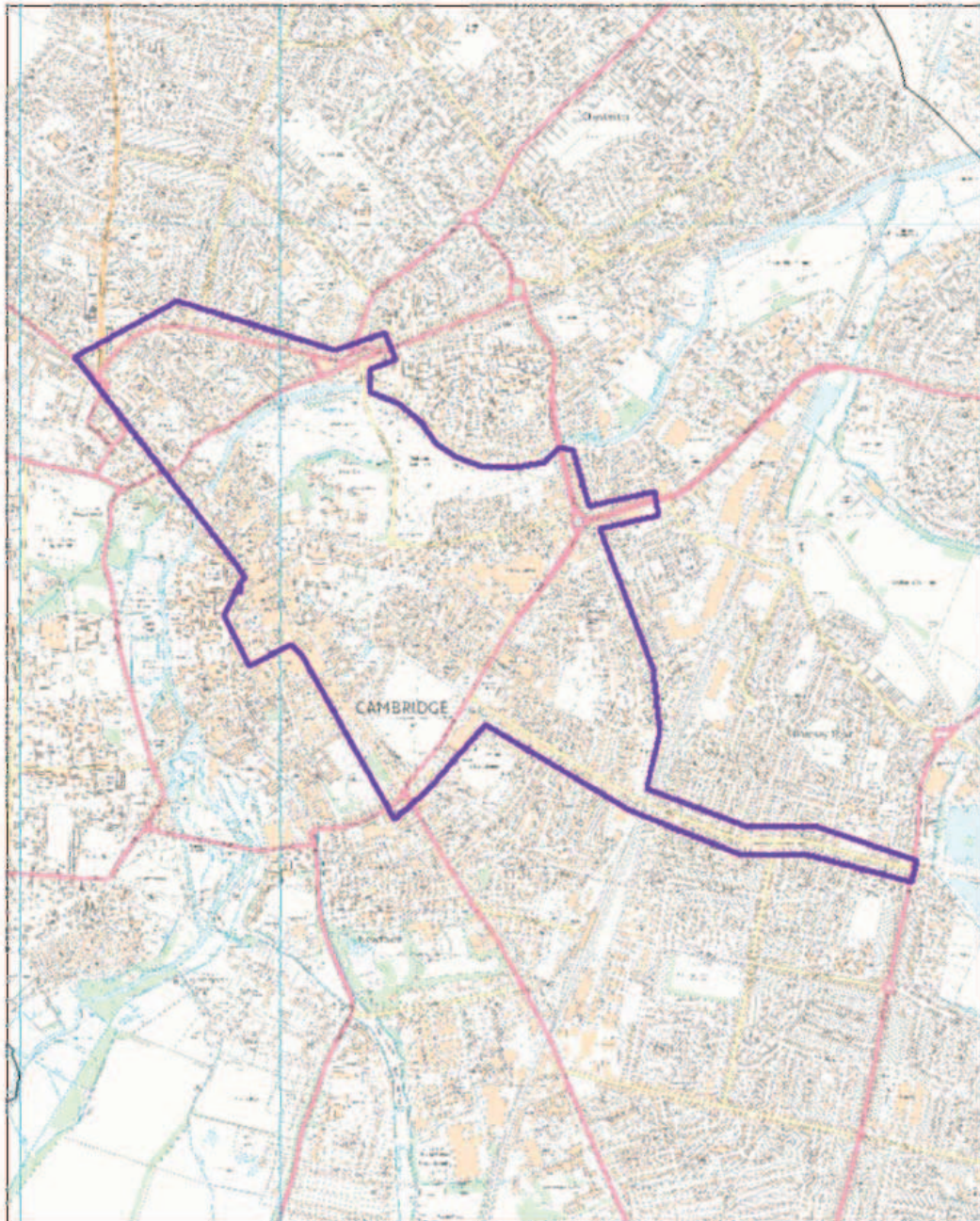
Person A had 39 incidents on the system in the 2 years sampled. It fair to say this is probably less than he actually committed, but those are the ones where his surname, with either the correct spelling or one of seven variations, were included.

Several of the incidents refer to begging, there is definitely evidence that he is actually stopping people and begging rather than just sitting with a cap or sign. There were also several incidents of aggressive behaviour including shouting at people including street cleaners and throwing rubbish at houses. Not all direct 'victims' reported, witnesses also reported seeing the behaviour, demonstrating that one individual's behaviour can affect several others. Further there are also incidents where he was verbally abusive and 'accosting' female students. Most of the incidents were in 2012. Most occurred during daylight hours.

## Appendix 1: Map of 'extended city centre area' location

Rationale for the shape of the 'extended city centre area': The area of interest was agreed based on feedback from officers and intelligence relating to key hotspots for ASB. In particular the City centre itself, Mill Road, Mitchams Corner, the Grafton centre and key green spaces were included.

"extended town centre" for examination of street based ASB



Produced by Cambridge County Council, Research & Performance team

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## Appendix 2: Extract from Hounslow report

Figure 7: Average number of incidents of street drinking in Hounslow during different times of day, from October 2004 – October 2005.

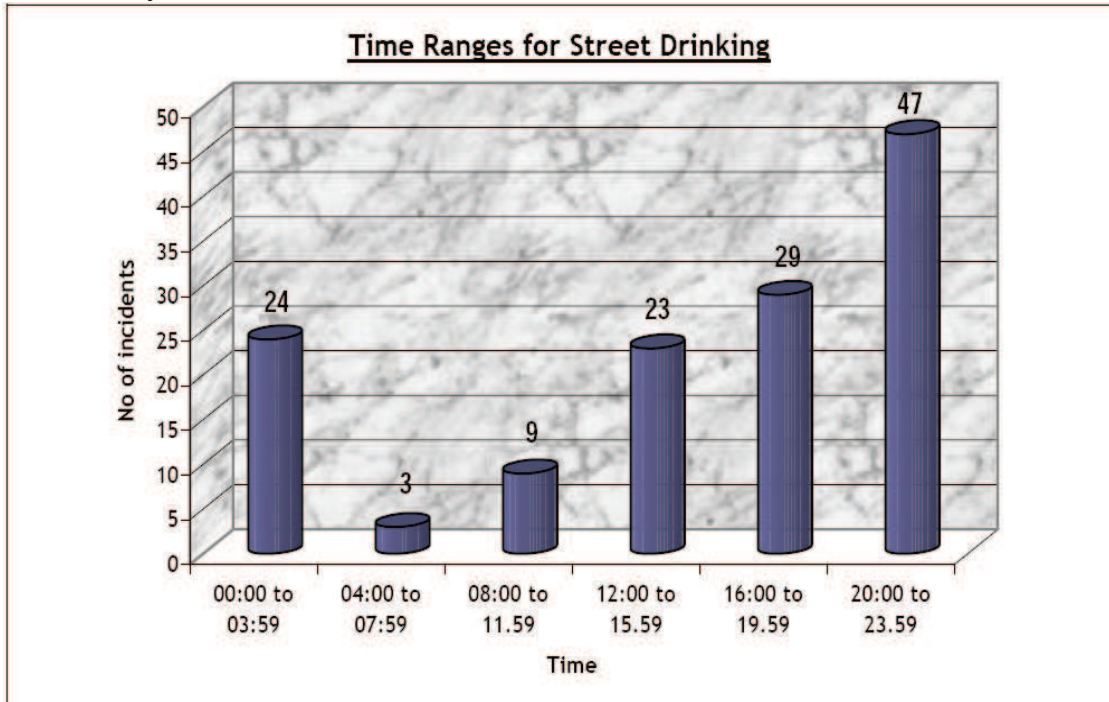
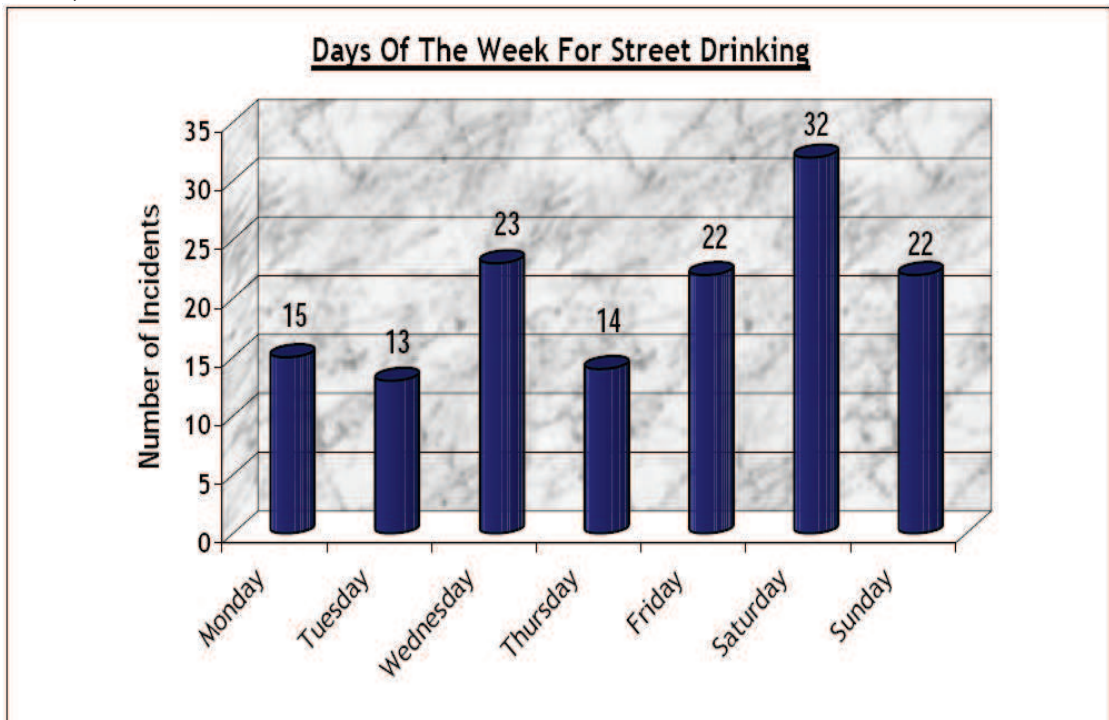


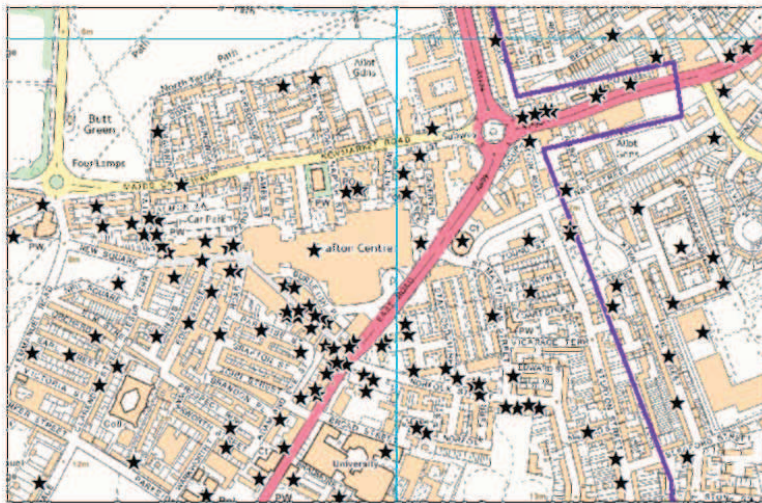
Figure 8: Average number of Incidents of street drinking in Hounslow on each day of a week, from October 2004 – October 2005.



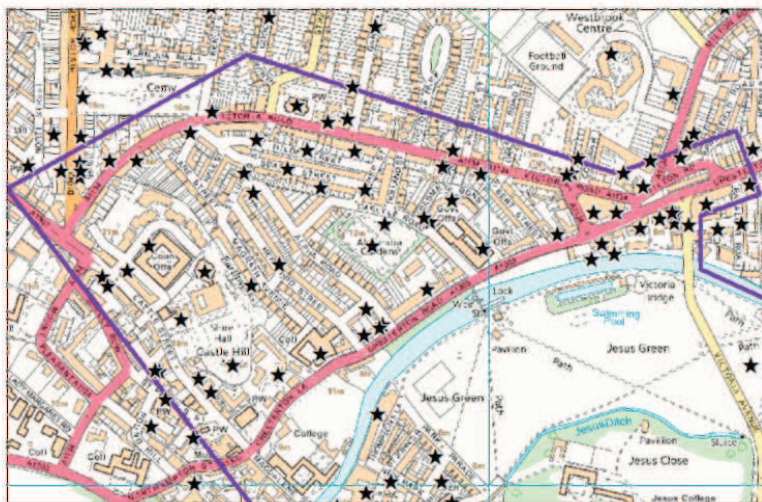


## Appendix 3: Additional Maps: Keyword ASB incidents 2011/12 & 2012/13

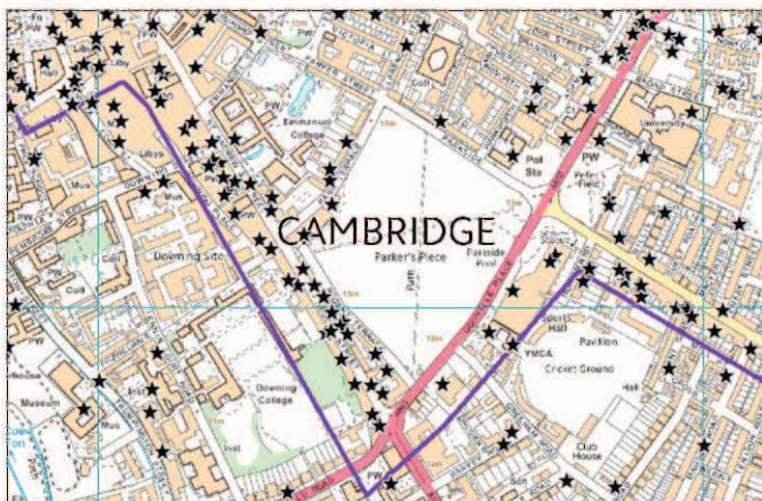
### Grafton Centre



### Mitcham's Corner



### Regents street





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## About the Cambridgeshire County Council Research and Performance Team

The Research and Performance Team is the central research and information section of Cambridgeshire County Council. We use a variety of information about the people and economy of Cambridgeshire to help plan services for the county. The Research and Performance Team also supports a range of other partner agencies and partnerships.

Subjects covered by the Research and Performance Team include:

- Consultations and Surveys
- Crime and Community Safety
- Current Staff Consultations
- Data Visualisation
- Economy and The Labour Market
- Health
- Housing
- Mapping and Geographic Information Systems (GIS)
- Population
- Pupil Forecasting

For more details please see our website:

[www.cambridgeshire.gov.uk/business/research](http://www.cambridgeshire.gov.uk/business/research)

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To: Executive Councillor for Customer Services and Resources  
Report by: Alison Cole, Head of Revenues and Benefits  
Relevant scrutiny committee: Strategy 14 October 2013  
and Resources  
Wards affected: All Wards

## **Discretionary Housing Payment & Welfare Reform Transitional Funding**

Non Key Decision

### **1. Executive summary**

- 1.1 This report provides an update on the use of Discretionary Housing Payment (DHP), current DHP funding and new additional funding to help with the housing needs of those affected by housing benefit reforms.
- 1.2 Details of awards of Discretionary Housing Payment are detailed in 3.2.
- 1.3 Information relating to the introduction of a transitional funding payment is at 3.12 and details of the current spending on Discretionary Housing Payment are at 3.8.

### **2. Recommendations**

The Executive Councillor is recommended to:

- acknowledge the impact of the welfare reforms and the support given to tenants affected by the changes,
- note the current levels of spend and continue to monitor this,
- approve the use of the additional transitional funding as set out in 3.12.

### **3. Background**

- 3.1 The welfare reform changes, including the introduction of the benefit cap, removal of the spare room subsidy in the social rented sector and reductions in local housing allowances has had a major impact on some claimants. The advice being given to claimants who find

themselves in need of additional financial assistance in relation to housing costs has been to claim a DHP.

- 3.2 A DHP can be claimed and awarded in addition to housing benefit where it is considered that there is a need for further financial assistance towards housing costs. There is an overall cash limit that cannot be exceeded without breaking the law, as shown in section 4 below. Although Government funding has been increased for 2013/14, there is still a limit on the amount that can be awarded.
- 3.3 A DHP policy was agreed at Strategy and Resources Committee on 9 April 2013. This policy set out the criteria for how DHP funding can be used and to what extent it could be used to cover the shortfall between housing benefit entitlement and the amount of rent charged for defined categories of claimants. In agreeing this policy statement, the Council is protecting the most vulnerable in the community.
- 3.4 The Department for Work and Pensions (DWP) informed the council via housing benefit Circular S/5 2013 that it is to be allocated a share of additional funding to ease the transition of housing benefit changes. It is the Government's intention that these funds are used to provide targeted support to help to meet the housing needs of claimants affected by housing benefit reforms.

#### Award Details

- 3.5 As of 28 August 2013, there were 290 claims for DHP, of which;
  - 233 were successful and an amount of DHP was awarded,
  - 57 were unsuccessful and the top four reasons are listed below:
    - 24 had available income to fund shortfall
    - 11 were due to revision of bedroom requirements, so that a reduction no longer applied
    - 6 were deemed not to be vulnerable
    - 3 had high levels of capital/savings

The Discretionary Housing Payment procedure approved at Strategy and Resources on 9 April 2013, detailed a process for requesting a reconsideration of a decision and appealing a decision. There are currently no unresolved issues that would lead to challenges and appeals.

3.6 137 of those who received a DHP were due to the spare room subsidy changes, of these;

- 4 received help with moving costs to alternative accommodation,
- 37 received help with housing costs pending a move to alternative accommodation,
- 5 received support with housing costs until commencing employment,
- 26 had additional needs as a result of a disability, and
- 65 were for other reasons, the top four reasons being:
  - large debts – debt advice and applications to Homelink
  - short-term illness/disability – reviews carried out at appropriate stages
  - child/ren in short-term care and shared custody – reviews carried out at appropriate stages
  - additional room for carer, but still had too many bedrooms – referral to Homelink

3.7 A proactive approach is being taken to awarding DHP payments where data suggests compliance with the criteria or eligibility for an award. This work is carried out in compliance with the framework within the Discretionary Housing Payments (Grants) Order 2001.

3.8 Cambridge has so far this year, spent/committed 44% of the Government contribution. On this basis, it is estimated that the total spend for the financial year will be just under the Government contribution level of £182,340.

3.9 It must be stressed that, at this point in time, it is not possible to draw any final conclusions for the call on the DHP funding for the remainder of the financial year for a number of factors including:

- DHP for claimants receiving local housing allowance are typically only for 3 months before a review and possible renewal; that process is only just starting, and

- An anticipated increase in claims for DHP as City Homes and registered social landlords increase recovery action against those in arrears.
- 3.10 A review of housing benefit awards not currently affected by the spare room subsidy reduction is currently being undertaken to ensure that the correct household details are held. Where the correction of information leads to a reduction in housing benefit, it may in turn lead to an increase in the number of claims for DHP.
- 3.11 Revenues and Benefits are committed to making sure that no tenant is evicted unnecessarily by ensuring that housing benefit entitlement is correct, and that where appropriate a DHP has been claimed and awarded.

### Transitional Funding

- 3.12 The Government has provided extra funding to local authorities to help ease the transition of the housing benefit changes. Cambridge City Council has been allocated the sum of £21,667.
- 3.13 It is the Government's intention that these funds are used to provide targeted support to help to meet the housing needs of claimants affected by housing benefit reforms. For example, this could involve preventing homelessness, supporting people who need to move, and giving money advice.
- 3.14 This money can be used to provide the resources needed for the provision of advice services, and could also be used to provide additional awards of DHP over and above the Government contribution.
- 3.15 These funds are not intended to meet new administrative burdens arising from welfare reforms. The DWP has separately provided Cambridge City Council with the sum of £27,056 to support the costs of implementing welfare reform changes as announced in Subsidy Circular S4 2013.
- 3.16 Examples of potential use of funding include:
- support for housing options or homelessness teams to deal with claimants affected by the reforms,
  - obtaining services, such as money advice or help finding work, provided by partner organisations,
  - pooling resources for joint initiatives between different local authorities,

- lump sum costs associated with housing such as removal costs, rent in advance and deposits

3.17 The Government intends to monitor how the transitional funding is used by the Council. There are also new arrangements in place for feedback to the DWP on the use of DHP spending.

3.18 It is proposed that the additional transitional funding is targeted for use on advice services and in particular to provide the services of a visiting officer to call upon those in need in their homes to better ascertain the level of need.

## **4. Implications**

### Financial Implications

4.1 Each Local Authority receives a Government contribution and is notified of this by the Department for Work and Pension's Subsidy Circular. For 2013/14 this Government contribution for Cambridge City Council is £182,340.

4.2 There is a cash limit on the total amount an authority may spend on Discretionary Housing Payments, which is two and a half times the Government Contribution. For 2013/14, the overall total limit will be £455,850, including the Government contribution. The Council cannot exceed this amount without contravening the regulations.

### Staffing Implications

4.3 From 1 April 2013, Welfare Reforms have and continue to have an affect on a significant number of benefit claimants. It is inevitable that claims for DHP will increase as a result of these reforms increasing demand on existing resources. Training has been given to front line staff on how to identify and support claims for DHP. Dedicated staff within Benefit Assessment Teams consider applications for DHP and meet regularly to ensure a consistent approach to the decision making process.

4.4 The introduction of Risk Based Verification in April 2013 reduced staff time in verifying claims, which will alleviate some, but not all of the additional demands brought by the increasing number of claims for DHP.

## Equal Opportunities Implications

4.5 DHP may be claimed by anyone receiving housing benefit. An Equality Impact Assessment (EqIA) was carried out in relation to the DHP policy, which includes details of the possible negative impacts of the welfare reforms and the action that will be taken to mitigate these. This EqIA has been reviewed and is attached. Requests for DHPs and outcomes will be monitored and reported.

## Environmental Implications

4.6 There are no environmental implications from this proposal.

## Procurement

4.7 There are no additional procurement implications from this proposal.

## Consultation and communication

4.8 Claims for DHPs will be monitored to identify trends. Housing benefit decision letters sent to claimants encourage those in need of further financial support to enquire about additional help and details are also on the City's website.

## Community Safety

4.9 There are no additional implications from this proposal.

## **5. Background papers**

None

## **6. Appendices**

Appendix 1: Equality Impact Assessment

## **7. Inspection of papers**

If you have queries on the report please contact:

Author's Name: Alison Cole

Author's Phone Number: 01223 457701

Author's Email: [alison.cole@cambridge.gov.uk](mailto:alison.cole@cambridge.gov.uk)



# Cambridge City Council Equality Impact Assessment



Completing an Equality Impact Assessment will help you to think about what impact your strategy, policy, plan, project, contract or major change to your service may have on people that live in, work in or visit Cambridge, as well as on City Council staff.

The template is easy to use. You do not need to have specialist equalities knowledge to complete it. It asks you to make judgements based on evidence and experience. There are guidance notes on the intranet to help you. You can also get advice from David Kidston, Strategy and Partnerships Manager on 01223 457043 or email [david.kidston@cambridge.gov.uk](mailto:david.kidston@cambridge.gov.uk) or from any member of the Joint Equalities Group.

## 1. Title of strategy, policy, plan, project, contract or major change to your service:

Discretionary Housing Benefit (DHP)

## 2. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?

Discretionary Housing Payments (DHPs) were introduced in July 2001 as a mechanism for Local Authorities to provide further financial assistance with housing costs. The regulations covering DHPs are The Discretionary Financial Assistance Regulations 2001. Introduction of further Welfare Reforms from April 2013 has increased the number of requests for Discretionary Housing Payments. The number, amount and duration of these awards are difficult to predict and will require careful monitoring during 2013/14.

Traditionally, Discretionary Housing Payments are not viewed as long term solutions but a short term financial assistance until a more permanent solution is found. Until the Welfare Reforms of 2013, the usual period of a DHP award was 3 months. From April 2013, awards relating to Spare Room Subsidy can be for the whole financial year, especially where the award is to support a disabled individual to stay in a specially adapted property.

The period of an award is restricted by regulations to the end of the financial year that an application is made, even in the above circumstances. A new award would have to be made for subsequent years and a review of circumstances will be carried out at that time. This can adversely affect the health of some vulnerable people who need the knowledge of financial security.

## 3. Who will be affected by this strategy, policy, plan, project, contract or major change to your service? (Please tick those that apply)

Residents

Visitors

Staff

A specific client group or groups (please state):  
Housing Benefit recipients

**4. What type of strategy, policy, plan, project, contract or major change to your service is this? (Please tick)**

- New  
 Revised  
 Existing

**5. Responsible directorate and service**

Directorate: Customer and Community Services

Service: Revenues and Benefits

**6. Are other departments or partners involved in delivering this strategy, policy, plan, project, contract or major change to your service?**

- No  
 Yes (please give details):

Customer Service Centre, City Homes, Strategic Housing

## 7. Potential impact

Please list and explain how this strategy, policy, plan, project, contract or major change to your service could **positively** or **negatively** affect individuals from the following equalities groups.

When answering this question, please think about:

- The results of relevant consultation that you or others have completed (for example with residents, people that work in or visit Cambridge, service users, staff or partner organisations).
- Complaints information.
- Performance information.
- Information about people using your service (for example whether people from certain equalities groups use the service more or less than others).
- Inspection results.
- Comparisons with other organisations.
- The implementation of your piece of work (don't just assess what you think the impact will be after you have completed your work, but also think about what steps you might have to take to make sure that the implementation of your work does not negatively impact on people from a particular equality group).
- The relevant premises involved.
- Your communications.
- National research (local information is not always available, particularly for some equalities groups, so use national research to provide evidence for your conclusions).

### (a) Age (any group of people of a particular age, including younger and older people)

Requests for Discretionary Housing Payments can come from claimants of any age, although from April 2013, Welfare Reforms are primarily affecting working age claimants and some of these claimants will have dependant children. This is particularly relevant for those affected by Benefit Cap restrictions from July 2013. As at 31 August 2013, all claims affected by the Benefit Cap included at least 3 children in the household.

### (b) Disability (including people with a physical impairment, sensory impairment, learning disability, mental health problem or other condition which has an impact on their daily life)

Welfare Reforms relating to Size Related Restrictions do affect disabled individuals and except where there is an overnight carer, where an additional bedroom may be given or due to severe disabilities that prevent siblings sharing a bedroom at night, support will have to be given using Discretionary Housing Payments. Disabilities can be both physical or mental. Training has been given to officers to identify where an additional room may be given in the assessment or a DHP application made.

**(c) Gender**

Potentially more female single parent families than male single parent families. Single parent families, irrespective of gender are treated the same under benefit rules.

**(d) Pregnancy and maternity**

Women who are pregnant may be affected by Local Housing Allowance and Social Rented Sector size restrictions until their baby is born. Staff have been trained to identify potentially affected claimants and offer DHP support until child is born if appropriate.

**(e) Transgender (including gender re-assignment)**

No effect on transgender, benefit rules are the same irrespective of gender.

**(f) Marriage and Civil Partnership**

No effect on marriage and civil partnerships as all couples, whether married, in a Civil Partnership or living together as a couple are treated the same.

**(g) Race or Ethnicity**

No specific effect on race or ethnicity, although some families may have larger numbers of children than others and may be affected by the Benefit Cap.

**(h) Religion or Belief**

No effect on religion or belief. A persons religion or belief are not affected by benefit rules.

**(i) Sexual Orientation**

No effect on sexual orientation, benefit rules are the same irrespective of sexual orientation.

**(j) Other factor that may lead to inequality (please state):**

None

## 8. If you have any additional comments please add them here

For 2013/14, 290 applications for DHP have been received, of these, 233 were successful and 57 refused. Some of these refusals were because other help and assistance was available.

Spare room subsidy restrictions that came in on 1 April 2013, accounted for 137 of the 233 awards with 26 of these granted to assist people with disabilities.

As at the end of August 2013, 44% of the Government Contribution of £182,340 has been spent or committed. We cannot draw any final conclusions for the call on the DHP funding for the remainder of the financial year for a number of factors. These include receiving renewal requests for DHP applications where they are initially for less than the full financial year and the effect on arrears recovery by City Homes and Registered Social Landlords, which may prompt more applications.

## 9. Conclusions and Next Steps

- If you have not identified any negative impacts, please sign off this form.
- If you have identified potential negative actions, you must complete the action plan at the end of this document to set out how you propose to mitigate the impact. If you do not feel that the potential negative impact can be mitigated, you must complete question 8 to explain why that is the case.
- If there is insufficient evidence to say whether or not there is likely to be a negative impact, please complete the action plan setting out what additional information you need to gather to complete the assessment.

All completed Equality Impact Assessments must be emailed to David Kidston, Strategy and Partnerships Manager, who will arrange for it to be published on the City Council's website. Email [david.kidston@cambridge.gov.uk](mailto:david.kidston@cambridge.gov.uk)

## 10. Sign off

Name and job title of assessment lead officer: Naomi Armstrong, Benefit Manager

Names and job titles of other assessment team members and people consulted:

Date of completion: 10 September 2013

Date of next review of the assessment: 30 September 2014

## Action Plan

Equality Impact Assessment title:

Date of completion: 10 September 2013

Equality Group	Age
Details of possible disadvantage or negative impact	<p>Elderly or very young claimants or those with children may find it difficult to move if rent is not met by Housing Benefit. Large families may find it difficult to access appropriate affordable accommodation.</p> <p>With the implementation of Benefit Cap, larger families or those living in expensive accommodation may find themselves subject to the Cap and have a shortfall in their Housing Benefit.</p>
Action to be taken to address the disadvantage or negative impact	<p>Monitor the requests for Discretionary Housing Payment to include where possible age. Support moving to suitable, sustainable accommodation through liaison with Housing Advice Service with short term or one off Discretionary Housing Payments where appropriate or until restrictions change.</p> <p>As at 31 August 2013, there were 27 claims affected by the Benefit Cap, all have children, the most has 7 children.</p>
Officer responsible for progressing the action	Naomi Armstrong
Date action to be completed by	30 September 2014

<b>Equality Group</b>	<b>Disability</b>
Details of possible disadvantage or negative impact	Disabled customers may require larger accommodation to store medical equipment or may need to live close to support networks or medical facilities.
Action to be taken to address the disadvantage or negative impact	Monitor the requests for Discretionary Housing Payment to include where possible disability. Where appropriate award additional payments where a property has been substantially adapted. Look at additional support where larger accommodation is required. Liaise with Housing Advice Service if a claimant is able to and wants to move. As at the end of August 2013, 26 DHPs were made on the basis of disability.
Officer responsible for progressing the action	Naomi Armstrong
Date action to be completed by	30 September 2014

<b>Equality Group</b>	<b>Gender</b>
Details of possible disadvantage or negative impact	None identified
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Pregnancy and Maternity</b>
Details of possible disadvantage or negative impact	Pregnant women may be affected by bedroom calculations before baby is born.
Action to be taken to address the disadvantage or negative impact	Advertise that where claimant is pregnant and restrictions on eligible rent apply, that assistance may be available. Where a request is made and there is maternity income be supportive in a claim for Discretionary Housing Payment. Staff awareness required.
Officer responsible for progressing the action	Naomi Armstrong
Date action to be completed by	30 September 2014

<b>Equality Group</b>	<b>Transgender</b>
Details of possible disadvantage or negative impact	None identified
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Marriage and Civil Partnership</b>
Details of possible disadvantage or negative impact	None identified
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Equality Group</b>	<b>Race or Ethnicity</b>
Details of possible disadvantage or negative impact	All claims affected by the Benefit Cap as at the end of August 2013 have a number of children (ranging from 3 children to 7 children). It is often families from ethnic backgrounds that may have larger families and may therefore be affected by the new rules disproportionately.
Action to be taken to address the disadvantage or negative impact	Advise people affected of assistance as appropriate. Monitor take up due to Benefit Cap.
Officer responsible for progressing the action	Naomi Armstrong
Date action to be completed by	30 September 2014



<b>Equality Group</b>	<b>Religion or Belief</b>
Details of possible disadvantage or negative impact	As with above, larger families may become subject to Benefit Cap and some families with particular religions or beliefs may have larger families.
Action to be taken to address the disadvantage or negative impact	Advise people affected of assistance as appropriate. Monitor take up due to Benefit Cap.
Officer responsible for progressing the action	Naomi Armstrong
Date action to be completed by	30 September 2014

<b>Equality Group</b>	<b>Sexual Orientation</b>
Details of possible disadvantage or negative impact	None identified
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Other factors that may lead to inequality</b>	
Details of possible disadvantage or negative impact	Wider Welfare Reforms may have an impact on claimants' ability to fund shortfalls in rent.
Action to be taken to address the disadvantage or negative impact	Advise claimants who are in difficulty that additional funding may be available, support moves to sustainable accommodation. Offer budgeting advice through Third Sector organisations. Monitor take up of Discretionary Housing Payments and the reasons for awards. Cambridge CAB have been offered a grant through Community Development to give debt advice at Mandela House.
Officer responsible for progressing the action	Naomi Armstrong
Date action to be completed by	30 September 2014

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## CAMBRIDGE CITY COUNCIL

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REPORT TO: Executive Councillor for Customer Services and Resources

Report by: Director of Resources

Relevant Scrutiny Committee: Strategy & Resources Scrutiny Committee  
14/10/2013

WARDS:All

### **MAKING ASSETS COUNT – STRATEGIC ASSET MANAGEMENT**

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#### **1 INTRODUCTION**

1.1 This report seeks authority to progress work towards the creation of a publicly-owned Joint Venture to deliver the Making Assets Count Programme.

#### **2. RECOMMENDATIONS**

2.1 The Executive Councillor is recommended to:

a) Agree in principle to the proposal to create a publicly-owned Joint Venture (MAC Public Property Partnership), in which the City Council would be a key partner, to manage public sector property assets across Cambridgeshire.

b) That work is undertaken to develop the detail of the proposal and that this work be reported back to Members.

#### **3. REPORT STRUCTURE**

3.1 This report outlines the basis of the proposal for the establishment of a publically-owned Joint Venture to deliver the MAC programme. This is shown in paragraph 3 based on wording that has been jointly

developed for presentation to each of the MAC partners' decision-making processes.

- 3.2 Paragraph 4 and subsequent sections consider the particular issues and implications for the City Council specifically in coming to a conclusion and recommendation.

#### 4. **BACKGROUND**

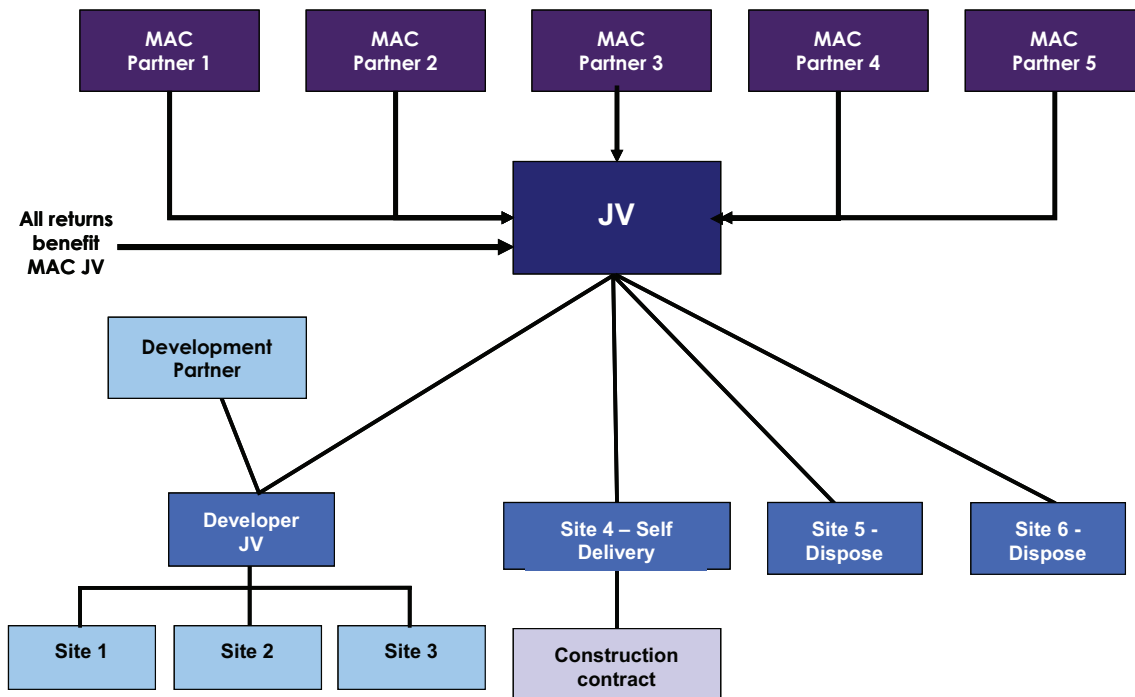
- 4.1 The Making Assets Count (MAC) Programme started in 2010. MAC brings Cambridgeshire public sector organisations together in a partnership that uses their combined property portfolio in a more efficient and effective manner. The primary drivers for MAC are to deliver better public services for communities and reduce the cost of property occupation. MAC seeks to 'sweat assets – save services'.
- 4.2 MAC is a partnership of all five District Councils, the County Council, Police Service, Fire Service and Health providers. There has also been consultation and involvement from parts of the Government including Communities and Local Government (CLG), Homes and Communities Agency (HCA), Job Centre Plus and Treasury. The voluntary sector has also been involved.
- 4.3 Collectively Cambridgeshire's public sector asset base that can be involved in MAC has a net book value of circa £586 million (as at 31<sup>st</sup> March 2012). This includes the property portfolios of all five District Councils, the Police, Fire and Health Services and the County Council. The City Council portfolio involved in MAC is the non-housing property estate. These assets form a substantial asset base for MAC to deliver benefits for Cambridgeshire.
- 4.4 Benefits to the MAC partners include:
- Reduced overall footprint of estate and lower property costs.
  - Delivery of significant property-related revenue savings
  - Capital gains through the disposal of redundant properties.
  - Service alignment benefits through service and partner co-location.
  - Improved public services and creation of new retail, housing and community facilities for communities.
  - Regeneration, economic development and growth across Cambridgeshire.
  - Support for jobs and skills in the construction industry.

- Mapping all public sector assets through 'Mapping the Public Realm' to support improved property management and service delivery
- Improved energy efficiency and carbon emission reductions.
- Government support for MAC through the 'Leaner and Greener: Delivering Effective Estate Management' and 'Leaner and Greener II: Putting Buildings to Work' reports and by MAC being a Capital Asset Pathfinder in 2010.

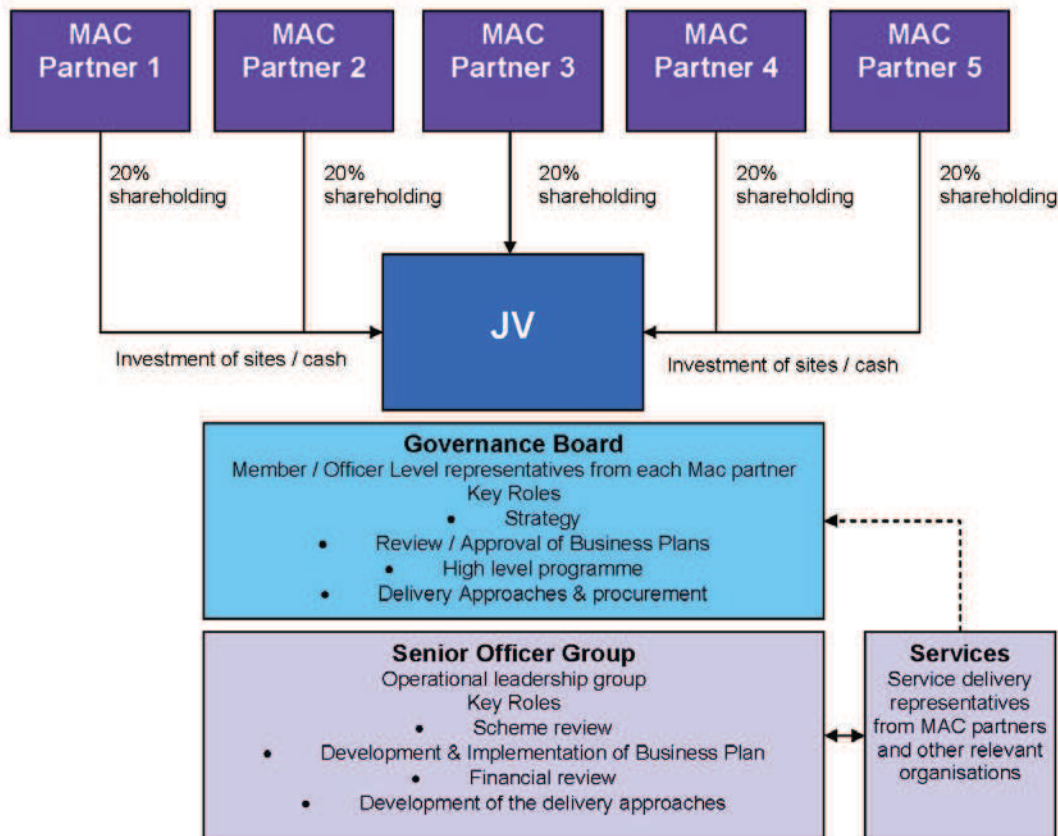
Appendix 1 is a Mapping the Public Realm map of Ely showing the public sector estate.

- 4.5 MAC projects include market town regeneration schemes, a Joint Operations Centre in the south of the county, delivery of Cambridgeshire's Asset Management Strategy, and development of efficient short-term arrangements for MAC partners to share space and reduce costs.
- 4.6 In order to deliver these benefits the MAC partners agreed that innovative approaches should be investigated. In 2012, four projects were chosen from MAC's wider portfolio of projects across Cambridgeshire to exemplify and test how this approach could be delivered.
- 4.7 MAC therefore produced Outline Business Cases for four market town/city projects (March, Ely, St Ives, St Neots). Consultants GVA were then appointed to identify and structure optimal delivery model(s) for these example schemes and for the wider management of public sector assets across Cambridgeshire.
- 4.8 Various delivery models were examined and suggested by GVA. The model that was supported by MAC partners to best balance risks, benefits, control and agility for the partners was an 'Amalgamated' partnership approach, where:
- MAC partners form a public/public Joint Venture (JV) (MAC Public Property Partnership) and transfer relevant assets into this structure.
  - Not all assets have to be transferred.
  - The MAC Public Property Partnership, as an arms-length body but with governance from investing bodies, then delivers projects, manages transferred assets and pays dividends to MAC partners who become shareholders in the JV.

4.9 The proposed structure of the MAC Public Property Partnership is detailed in the diagram below. The 'JV' in the dark blue box represents the MAC Public Property Partnership.



4.10 The governance of the MAC Public Property Partnership would likely reflect a 'one member one vote' arrangement, with dividends returned to the partners in proportion to the assets invested in the JV. The indicative governance structure set out by GVA is based around a Governance Board composed of Members and an Operational Board composed of Service leads/Senior Officers. A diagram showing the indicative governance structure is included below.



#### 4.11 The advantages of working in partnership through the MAC Public Property Partnership for the City Council include:

- Potential share of profits, as if MAC develops in partnership with partners then the City Council shares in the uplift value.
- Significant revenue savings (for example, the GVA work showed a potential saving of 50% against current costs).
- MAC takes more shared risk but for potentially significant reward.
- The MAC Public Property Partnership can act with more agility and pace than if partners were involved as separate organisations. A significant decision-making process would otherwise need to be undertaken each time a collaborative project or asset management opportunity needed to be realised.
- Developer interest in this approach is strong in Cambridgeshire.
- As well as development and financial benefits, there are likely to be significant business benefits for the partners involved.
- The Public Sector controls what it wants.
- There are property portfolio benefits and risk diversification.
- The approach is scalable and applicable across Cambridgeshire and can include different/additional public sector assets.

- Opportunities to include relevant derelict properties in the work of the MAC Public Property Partnership.

#### 4.12 Key Issues for Members to note:

- There is a dilution of partners' sovereignty around the assets that are put into the MAC Public Property Partnership.
- This represents an 'invest to save' opportunity for partners, as although there will be up-fronts costs in establishing the MAC Public Property Partnership, the proposals represents significant capital returns, revenue savings and business benefits to the partners involved.
- There needs to be an upfront agreement by partners to independent valuations of assets to be transferred in, and to abide by these valuations.
- The principle of this approach will need to be taken through each partner's decision-making processes.
- There needs to be clear governance arrangements for the MAC Public Property Partnership.
- The governance structure will ensure effective dialogue between MAC Public Property Partnership and services so that their needs are met.
- MAC is working with Government to ensure Stamp Duty Land Tax is not a barrier to establishing the MAC Public Property Partnership. Positive signals from Communities and Local Government (CLG) regarding this issue have been forthcoming.

4.13 The principle of the Amalgamated Approach was supported by the MAC Programme Board (30<sup>th</sup> April 2013), Cambridgeshire Public Service Board (8<sup>th</sup> May 2013) and Leaders and Chief Officers meeting (24<sup>th</sup> May 2013).

4.14 In conclusion, by pooling assets and creating the MAC Public Property Partnership structure to deliver the Amalgamated Approach:

- Assets are sweated which will allow key services to be saved.
- Improvements are made to service delivery.
- Significant money is saved and capital receipts generated.
- Wider economic benefits are delivered.
- Allows agility and quick responses to market opportunities.
- Removes burden of managing property/having asset management service for individual organisations – these functions transferred to JV at lower cost.



- But individual organisations will have to accept dilution of sovereignty.

## **5 ISSUES FOR THE CITY COUNCIL**

5.1 A number of issues need to be considered, including:

### **Governance**

5.2 Although details are yet to be agreed amongst partners (this is seen as the next step for those partners agreeing in principle, and will be reported back as the next stage of work) the proposal at this stage is that governance should be based on a 'one member, one vote' arrangement. This would be based on Member and officer involvement, as laid out in the report.

5.3 This could be seen to involve a dilution of the current sovereignty for all partners relating to any assets that are put into the partnership JV, but it is recognised that partners could choose how many / few of their assets they would put in. It would be important that clear objectives were set for any assets that were included. This may be not too great an issue if the overriding factor is seen as financial return, rather than employment creation or other factors.

5.4 This approach would mean that all partners could have an influence in the JV irrespective of the level of the assets that they have put into it.

### **Financial Gains**

5.5 It is proposed that partners in the JV would share the overall 'profit' based on the ratio of the assets that they had put in.

5.6 This means that the 'profit' associated with individual transactions that could have been achieved independently of the JV would be shared with partners, but equally that partners would receive a share from projects they had no direct involvement in. The principle is that the overall position would be financially better for each partner compared to acting alone, and would produce a smoother income stream with a reduction in the overall level of risk. It would also provide a vehicle for delivering schemes bringing together the assets of multiple partners which may be more difficult (or even practically impossible) to deliver otherwise.

- 5.7 Assets would be put into the JV on the basis of agreed independent valuations, to avoid disagreements arising.
- 5.8 Whilst assets transferred-in form the basis for shares of 'profits', the fact that such transactions would attract Stamp Duty Land Tax (SDLT) under current regulations would effectively provide a barrier except in cases where there are development proposals generating sufficient benefit to offset these costs. MAC has been lobbying Government for exemption from SDLT in this case, and although there has been no formal conclusion to this there have been indications of support.
- 5.9 The MAC JV may provide the most economically advantageous options for re-investing capital receipts derived from disposals within the current portfolio, when compared to other market opportunities.

### **Risk**

- 5.10 Whilst part of the approach is to encourage taking greater risk in developing assets, it offers the offsetting benefit that it effectively spreads the risk amongst a wide range of different projects across partners.
- 5.11 Whilst public sector bodies are traditionally relatively risk-averse this could provide an opportunity to make more entrepreneurial asset-based projects more acceptable, giving access to the potential for greater financial gains.

### **Wider Opportunities**

- 5.12 The structure envisaged for the JV could also provide the basis for the incorporation of other delivery vehicles which are currently being considered by individual partners, the flexibility to allow for this could be considered as part of the next phase of work. This may require a variation on the structure as detailed in this report.
- 5.13 The City Council and South Cambridgeshire District Council are the only members of the MAC Partnership to retain direct provision of social housing. It was agreed at an early stage in the Partnership discussions that social housing would not be considered for inclusion in any JV structure.

## **6 Summary and Recommendation**

- 6.1 Although the Council has seen a limited number of proposals emerging so far that have a direct impact on the City area (principally the Joint Operations Centre), agreeing in principle to the creation of the JV and working with partners on the detail for a final decision would enable us to retain the ability to influence the outcome.
- 6.2 The Council would not be required to put any assets into the JV, and the proposals allow for the continuation of separate management of assets where the Council feels that this creates a better outcome.
- 6.3 The JV proposed would provide a good vehicle for delivering a wide range of individual solutions required to implement specific projects. It would also create a means of achieving appropriately agile decision-making when dealing with asset decisions.
- 6.4 On this basis it is recommended that the Council:
- agree in principle to the creation of the JV
  - work with partners to develop appropriate detail for this structure
  - give final consideration based on the detailed report at the conclusion of the next phase.

## **7.0 IMPLICATIONS**

### **(a) Financial Implications**

The following bullet points set out details of significant implications identified by officers:

- Revenue costs for the establishment of the Joint Venture (JV) structure are yet to be determined but these costs would be shared amongst the partners involved in the formation of the JV.
- As an example of the potential financial returns involved, the capital cost for the four market town case studies is estimated at £80m. The potential capital surplus created for the MAC partners is £39m-£43m and there is a 50% reduction in revenue costs (saving £1m p.a.).

- However, the capital and revenue financial benefits of MAC are not just related to these market towns. If the benefits are extrapolated across the whole public sector estate then there are substantial financial and efficiency gains to be made.
- Developing this proposal represents value for money based on the potential returns. Property assets relevant to the proposal will be transferred to the JV.
- Performance has the potential to be improved through the ability of the JV to deliver benefits in a more agile manner than acting unilaterally.

**(b) Staffing Implications**

None

**(c) Equal Opportunities Implications**

An equality impact assessment has not been prepared for this item.

The following bullet points set out details of significant implications identified by officers:

- The proposals could improve access to services by bringing existing and new services together in new, multi-functional properties.
- Co-located services and modern facilities would maintain and improve workforce and customer equality, fairness and diversity.
- The design of hubs would have due regard to the Council's Equality Act duties.
- Community Impact Assessments will be undertaken as part of the proposal and for individual projects/hubs.

**(d) Environmental Implications**

Property resources could be used in a more sustainable way to create low-carbon and centrally-located hubs and residential/retail development.

**(e) Procurement**

There are no procurement considerations in this report.

There are, however, legal and risk issues associated with the creation of the new vehicle. The following bullet points set out details of significant implications identified by officers:

- There are a variety of legal structures that the MAC Joint Venture could use, identified through the GVA report and earlier exploratory reports from consultants DTZ and Mills & Reeve.
- Each structure has a number of advantages and disadvantages and these will be examined to determine the most appropriate structure for MAC.
- There are reputational implications of not pursuing the opportunities presented by a JV and risks associated with taking a new approach to asset management.
- The key risk is a dilution of sovereignty over the assets transferred. This can be managed by a strong legal and operational structure that clearly defines the Council's service requirements and returns financial benefits to the Council in relation to the level of initial investment in the JV.

**(f) Consultation and communication**

Each MAC partner is reporting through its own decision making processes to consult its key stakeholders as to whether or not the JV approach is supported in principle. The Cabinets at Cambridgeshire County Council and South Cambridgeshire District Council have already approved the approach outlined in this report.

**(g) Community Safety**

There are no community safety considerations in this report.

**BACKGROUND PAPERS:** The following are the background papers that were used in the preparation of this report:

▬

To inspect these documents contact David Horspool, Director of Resources on 01223 457007 or Dave Prinsep, Head of Property Services on 01223 457318.

The author and contact officer for queries on the report is David Horspool, Director of Resources on 01223 457007.

Report file:

Date originated: 30 September 2013

Date of last revision: 30 September 2013





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## Cambridge City Council

**To:** Executive Councillor for Customer Services and Resources  
**Report by:** Tony Allen, ICT Client Manager  
**Scrutiny committee:** STRATEGY AND RESOURCES  
SCRUTINY COMMITTEE  
14 OCTOBER 2013  
**Wards affected:** All

### **Project Appraisal and Scrutiny Committee Recommendation**

**Project Name: Wide Area Network**

#### **Recommendation/s**

##### **Financial recommendations –**

- The Executive Councillor is asked to recommend this scheme (which is not included in the Council's Capital & Revenue Project Plan) for approval by Council, subject to resources being available to fund the capital and revenue costs.
- The total cost of the project is £142,000, financed from repairs and renewals funding.
- The ongoing additional revenue costs of the project are £14,000 per annum, funded from existing revenue budget provisions.
- The Executive Councillor is asked to delegate authority for the placing of further orders within this contract to the Director of Resources (or successor post) in consultation with the Executive Councillor, Chair and Spokes of the Strategy and Resources Scrutiny Committee, provided available funding sources are in place and up to a maximum limit of £300,000 capital and £190,000 revenue.

## Procurement recommendations:

- The Executive Councillor is asked to approve the carrying out and completion of the procurement of a Wide Area Network (WAN) utilising the Cambridgeshire Public Sector Network (CPSN) framework contract.
- Subject to:
  - The permission of the Director of Resources being sought prior to proceeding if the quotation or tender sum exceeds the estimated contract.
  - The permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

## Project Name: Wide Area Network

### 1 Summary

#### 1.1 The project

Purchase and commission a new Wide Area Network to provide a modern data communications infrastructure for the Council.

#### Target Dates:

Start of procurement	October 2013
Award of Contract	October 2013
Start of project delivery	October 2013
Completion of project	January 2015
Date that project output is expected to become operational (if not same as above)	Usage starting in March 2014 for some circuits

#### 1.2 Anticipated Capital Cost

Total Project Cost (Phase 1)	£142,000
------------------------------	----------

Cost Funded from:

Funding:	Amount:	Details:
Reserves	£0	
Repairs & Renewals	£142,000	27735 Telephone Exchange R and R Fund, 27729 CCTV R and R Fund, 23545Car Park equipment R and R Fund
Developer Contributions	£0	
Climate Change Fund	£0	
Other	£0	

### **1.3 Procurement process**

The Council is seeking to join and implement a new Wide Area Network based on the Cambridgeshire Public Sector Network (CPSN) framework contract.

## **2 Project Appraisal & Procurement Report**

### **2.1 Project Background**

The CPSN framework is a communications network using the latest technology to bring public services together in Cambridgeshire and beyond. It will connect over 400 sites including schools, libraries, County and District council offices, community action points, emergency services, citizens' advice hubs and voluntary groups.

Cambridgeshire County Council awarded the CPSN framework contract to Virgin Media Business on behalf of the CPSN partnership to develop the 10Gb core network. CPSN offers a range of benefits including faster, safer Internet connections, more capacity, security and flexibility, as well as better data, telephone and IT services.

This project is required for the following reasons:

- It enables collaborative working with other government partners, and enables shared services, buildings and technology through a joint data infrastructure.
- Some existing network links are on old technology that is being withdrawn by the supplier or cannot be upgraded cost effectively to support the Council's increased requirements. The cost of this unavoidable work is estimated at £167,000 capital with additional revenue of at least £45,000.
- Many of the contract end dates for these circuits have now passed and the Council's contract rules require periodic re-tendering of contracts with a fixed life.
- It prepares the Council to implement new technologies supporting new ways of working, such as WiFi connections direct to the Council's network from libraries, community centres and partner buildings.
- The Council has planned to upgrade its email and web filtering facilities, there is an option to take a shared enterprise class service from CPSN to assist with the business case.

Options considered have included:

- Reviewing our existing links with Redcentric. However the organisation does not have PSN accreditation and cannot be contracted through a framework contract.
- Staying as is. However this will not support the Council's proposed shared CCTV service or other future shared services and facilities and will have a greater impact on the Council's revenue budgets.

## **2.2 Aims & objectives**

Short term objectives:

- To renew contracts for the Council's Wide Area Network and migrate phase 1 sites (Guildhall, Mandela, Mill Road, Meadows and Carparks) on to the CPSN.
- Design and set up the new network
- To implement the Guildhall connection before 1<sup>st</sup> April as a pre-requisite for the CCTV shared service.

Longer term objectives:

- Completion of migration of sites to CPSN
- Migrate the Council's email and web filtering systems and its Internet feed to CPSN and remove the Council's existing facilities.
- Good communication links underpin many of the interactions the Council has with members of the public, so effective tools to support front line services and to aid communication with the public are required. Good communication links also support new ways of working.
- This project contributes to the overall council aims and objectives by providing modern communications infrastructure that providing a flexible scalable, value for money service, enabling customer focussed services.

### **2.3 Major issues for stakeholders & other departments**

- The link to Mill Road is based on old technology that BT plan on ceasing, meaning the Council must migrate to a newer link.
- Links to community centres do not offer enough bandwidth, so will not support the Council's property strategy and flexible working/hot desking.
- The Car Park network, underpinning a £9 million income stream, has been built on enhanced consumer technology, does not offer any bandwidth expansion, is not reliable (resulting in loss of income and reputation). It also relies on multiple networks for card payment machines and office data services. By investment in the network it will enable the service to look at further income generating opportunities.
- Any WiFi service requires a second network to be set up and to be managed.
- Many of the Council's current links cannot be upgraded easily to meet its future requirements.
- The Council is currently reliant on one main Internet link. By moving to the CPSN each site effectively has its own link, improving resilience.

- The project interfaces to the property strategy so the Council is not tied to agreements beyond the end of a sites life or experiences unknown high exit costs.

## 2.4 Summarise key risks associated with the project

- The Council's compliant status to GCSx/Public Sector Network Code of Connection needs to be maintained. By migrating to the CPSN the new network the Council will meet any future increase in security requirements (e.g. there is a risk that IL2 links with PSN accredited suppliers may be mandated in the future).
- Detailed surveys of the implementation may identify additional charges that Virgin Media may need to be recovered from the Council. Until the contract is signed and the surveys have been completed this figure will be unknown. A contingency has been included within the project's capital budget.

## 2.5 Financial implications

- Appraisal prepared on the following price base: 2013/14
- Specific grant funding conditions are:
- Other comments

## 2.6 Net revenue implications (costs or savings)

Revenue	£	Comments
Maintenance	14,000	
R&R Contribution		
Developer Contributions		
Energy savings	( )	
Income / Savings	( )	
<b>Net Revenue effect</b>	<b>14,000</b>	The additional costs will be met from existing Revenue budget provision



## 2.7 VAT implications

There are no significant adverse VAT implications to this project.

## 2.8 Energy and Fuel Savings

(a) Is this project listed in the Carbon Management Plan?	No
	<b>If 'No', move to Section 2.9.</b>

### (b) Estimated Annual Energy Cost Savings

Year 1	£
Ongoing (£ per year)	£
Anticipated project lifetime (years)	<i>This is the number of years you expect the project to deliver the energy cost savings specified above for</i>
On what basis have you specified this project lifetime?	<i>EG: supplier guarantee</i>

(c) Which cost centre energy budget should these savings be retrieved from?

Cost Centre Name	Cost Centre Number	Account code	Cost Centre Manager

### (d) Monitoring of Savings

## 2.9 Climate Change Impact

Positive Impact			No effect	Negative Impact		
			Nil			

## 2.10 Other implications

An Equality Impact Assessment (EqIA) has not been prepared for this project.

## 2.11 Staff required to deliver the project

Service	Skills	Total Hours
ICT Client Team	Project and Contract Management	222

## 2.12 Dependency on other work or projects

- The Council's CCTV merger with Huntingdonshire District Council requires a link to CPSN.
- Investment in secure WiFi technology will require additional investment.

## 2.13 Background Papers

### 2.14 Inspection of papers

Author's Name	Tony Allen
Author's phone No.	01223 – 457197
Author's e-mail:	Tony.allen@cambridge.gov.uk
Date prepared:	16 September 2013

**Capital Project Appraisal - Capital costs & funding - Profiling**

**Appendix A**

	2013/14	2014/15	2015/16	2016/17	2017/18	Comments
	£	£	£	£	£	
<b>Capital Costs</b>						
Building contractor / works	0	0				
Purchase of vehicles, plant & equipment	5,000	26,000				
Professional / Consultants fees	6,000	16,000				
Other capital expenditure:	25,000	64,000				CPSN connection costs
<b>Total Capital cost</b>	<b>36,000</b>	<b>106,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Capital Income / Funding</b>						
Government Grant	0	0				
Developer Contributions	0	0				
R&R funding	36,000	106,000				27735 Telephone Exchange R and R Fund, 27729 CCTV R and R Fund, 23545 Car Parks equipment R and R Fund
Earmarked Funds	0	0				
Existing capital programme funding	0	0				
Revenue contributions	0	0				
<b>Total Income</b>	<b>36,000</b>	<b>106,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Net Capital Bid</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	

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## Cambridge City Council

**To:** Executive Councillor for Customer Services and Resources  
**Report by:** James Nightingale, Head of ICT Client Services  
**Scrutiny committee:** Strategy and Resources Scrutiny Committee, 14 October 2013  
**Wards affected:** All

### **Project Appraisal and Scrutiny Committee Recommendation**

**Project Name:** E-mail, file storage system and server upgrades

### **Recommendations**

#### **Financial recommendations –**

- The Executive Councillor is asked to approve the commencement of this scheme, which is already included in the Council's Capital & Revenue Project Plan (PR020).
  - The total cost of the project is £333,930, funded from the IT Infrastructure repairs and renewals fund and the Technology Investment Fund.
  - There are no ongoing revenue cost implications arising from the project.

#### **Procurement recommendations:**

- The Executive Councillor is asked to approve the carrying out and completion of the procurement of hardware, software and labour to support the upgrades.
- Subject to:
  - The permission of the Director of Resources being sought prior to proceeding if the quotation or tender sum exceeds the estimated contract.

- The permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

**Project Name:** E-mail, file storage system and server upgrades

## 1 Summary

### 1.1 The project

To change the Council's e-mail system from Northgate GroupWise to Microsoft Exchange / Outlook, replace current file storage software with Microsoft products and upgrade supporting hardware.
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Target Dates: by end March 2014.
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Start of procurement	Arrangements already in place
Award of Contract	Arrangements already in place
Start of project delivery	February 2014
Completion of project	April 2014
Date that project output is expected to become operational (if not same as above)	

### 1.2 Anticipated Cost

Total Project Cost	£333,930
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Cost Funded from:

Funding:	Amount:	Details:
Reserves	£0	
Repairs & Renewals	£226,930	IT Infrastructure R&R fund (cost centre 27742)
Developer Contributions	£0	
Climate Change Fund	£0	
Other	£107,000	Technology Investment Fund (cost centre 24613)

### **1.3 Procurement process**

Procurement is required for ICT hardware and software. Both will be procured under government framework contracts via Northgate Information Solutions.

## **2 Project Appraisal & Procurement Report**

### **2.1 Project Background**

The Council has been using Novell's GroupWise for e-mail and collaboration for some time, and at the time of initial procurement this was fairly common software in local government. Most organisations are now using Exchange and Outlook, together with Microsoft file storage software, and we are now increasingly finding problems of integration, as well as being reliant on specialist support.

### **2.2 Aims & objectives**

#### Objectives

To upgrade core office systems by the end of March 2014, specifically:



- Move from GroupWise to Exchange and Outlook
- Move from Novell file storage to Microsoft.
- Move from Novell system access management systems to Microsoft (eDirectory to Active Directory).
- Upgrade related servers and storage, and complete the upgrade of the virtual server environment to a later version.

### Benefits

- Integration with third party software allows us to work more efficiently, for instance by embedding e-mail and calendar activities into business processes carried out in our main business systems, rather than undertaking two sets of tasks. Integration options are often limited in GroupWise as Exchange is the default corporate system.
- Third party tools and utilities are also limited in GroupWise, given the prevalence of Exchange.
- Specific training is required for GroupWise, whereas many users join the organisation with previous experience of Exchange.
- We already have licence rights to Outlook as part of the MS Office suite.
- An upgrade of hardware and software allows us to continue to use e-mail efficiently and effectively, as one of our key business systems. Some upgrades and renewals would be required even if we remained with Novell products.
- Novell products require specific technical knowledge that is far less readily available than Microsoft equivalents. Northgate have reflected this in their pricing of the overall FM contract, and further revenue savings will be available once the upgrade has taken place.

Alternative options: it is technically possible to remain with GroupWise, though licence renewal costs are due in April 2014, and none of the benefits above will be realised.

## **2.3 Major issues for stakeholders & other departments**

- All users of e-mail will require training.
- Mail groups and resources will need to be updated and migrated to Exchange – this will require verification and testing from users.
- Detailed design and planning is yet to take place, but it is likely that during migration there will be a period when some users exist in GroupWise, and some in Exchange. Users will need to work within the constraints that this will impose.

### **Consultation undertaken:**

- None.

## **2.4 Summarise key risks associated with the project**

Like any ICT project, there will be technical risks, as well as project ones. These will be mitigated by using an experienced team that has done similar work before.

There is a risk that resources and mailing lists are not accurately established in the new system. Key users will be used to check that the correct resources are set up for their service areas.

All historic mail will need to be migrated to Exchange, or archived prior to change over.

The period of change over needs to be carefully managed, as for a while two systems will be in use and some functions, such as calendar searches across the two, will not be possible.

All users will need to make time for training.

The risk of not carrying out the project is that we experience increasing issues with integration of our mail system with other software and that we have less choice of third party software and so potentially greater expense and limits on our ability to work in smarter ways.

## **2.5 Financial implications**

a. Appraisal prepared on the following price base: 2013/14

## 2.6 Net revenue implications (costs or savings)

Revenue	£	Comments
Maintenance		
R&R Contribution		
Developer Contributions		
Energy savings	( )	
Income / Savings	( )	
<b>Net Revenue effect</b>	0	Cost/(Saving)

## 2.7 VAT implications

There are no adverse VAT implications for undertaking this project

## 2.8 Energy and Fuel Savings

(a) Is this project listed in the Carbon Management Plan?	No
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## 2.9 Climate Change Impact

Positive Impact			No effect	Negative Impact		
			Nil			

The project will replace one e-mail system with another, so no net change is expected.

## **2.10 Other implications**

An Equality Impact Assessment (EqIA) has not been prepared for this project

## **2.11 Staff required to deliver the project**

The bulk of the resource required will be third party technical resource. City Council input will be required to input to the design, validate the set-up, test third party integration and to attend training.

## **2.12 Dependency on other work or projects**

Delivery of full functionality to the Legal case management system is dependent on the move to Exchange.

## **2.13 Background Papers**

## **2.14 Inspection of papers**

Author's Name	James Nightingale
Author's phone No.	01223 - 457461
Author's e-mail:	James.nightingale@cambridge.gov.uk
Date prepared:	5 <sup>th</sup> August 2013



**Capital Project Appraisal - Capital costs & funding - Profiling**

**Appendix A**

	2013/14	2014/15	2015/16	2016/17	2017/18	Comments
	£	£	£	£	£	
<b>Capital Costs</b>						
Building contractor / works	0					
Purchase of vehicles, plant & equipment	0					
IT Hardware	112,000					
IT Software	60,330					
Professional / Consultants fees	161,600					
Other capital expenditure:	0					
<b>Total Capital cost</b>	<b>333,930</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Capital Income / Funding</b>						
Government Grant	0					
Developer Contributions	0					
R&R funding	226,930					IT Infrastructure R&R fund (cost centre 27742)
Earmarked Funds	107,000					Technology Investment Fund (cost centre 24613)
Existing capital programme funding	0					
Revenue contributions	0					
<b>Total Income</b>	<b>333,930</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Net Capital Bid</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	

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## Cambridge City Council

**To:** Executive Councillor for Customer Services and Resources  
**Report by:** Chris Bolton  
**Scrutiny committee:** STRATEGY & RESOURCES 14<sup>TH</sup> OCTOBER 2013  
**Wards affected:** All

### **Project Appraisal and Scrutiny Committee Recommendation**

**Project Name:** Telephone payments upgrade & Online payments Configuration Management System (CMS)

#### **Recommendation/s**

##### **Financial recommendations –**

- a) The Executive Councillor is asked to recommend this scheme (which is not included in the Council's Capital & Revenue Project Plan) for approval by Council, subject to resources being available to fund the capital and revenue costs.
- b) The total capital cost of the project is £27,000. £12,000 is to be funded from the Corporate Marketing Web Development budget and £15,000 is to be funded from the Cashiers repairs and renewals fund.
- c) The on-going revenue costs are £8,300 per annum (£41,500 for 5 years), funded from the Cashiers revenue budget provision.

##### **Procurement recommendations:**

The Executive Councillor is asked to approve the carrying out and completion of the procurement of a telephone payments upgrade and an online payments CMS system.

Subject to -

- The permission of the Director of Resources being sought prior to proceeding if the quotation or tender sum exceeds the estimated contract.
- The permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

## **1 Summary**

### **1.1 The project**

The purchase and installation of the Capita call secure and online payments content management system.

Target Dates:	
Start of procurement	15 <sup>th</sup> October 2013
Award of Contract	15 <sup>th</sup> October 2013
Start of project delivery	1 <sup>st</sup> Feb 2014
Completion of project	1 <sup>st</sup> June 2014
Date that project output is expected to become operational (if not same as above)	

### **1.2 Anticipated Capital Cost**

Total Capital Cost	£27,000
--------------------	---------

### Capital Cost Funded from:

Funding:	Amount:	Details:
Reserves	£0	
Repairs & Renewals	£15,000	Cashiers R & R budget (cost centre 19547)
Developer Contributions	£0	
Climate Change Fund	£0	
Other	£12,000	Corporate Marketing Web Development budget (cost centre 00086)

### 1.3 Procurement process

The reasons for procuring the telephone payments system upgrade and online payment configuration management system from Capita are:

- Procuring an alternative corporate payment system for telephone and online payments would far outweigh the cost of upgrading the telephone and online payments systems.
- A project would be required to specify, procure and install the alternative system and migrate from Capita to a new system. This process could potentially take 9 to 12 months.
- The Council has a number of other payment modules from Capita on a perpetual licence basis. If the core Capita system was to be replaced the Council would have to either write off the existing investment and re-procure or undertake a costly, timely and risky integration project. By working with Capita we would avoid this.
- The estimated total cost for both products on a perpetual licence basis is £68,500.

Northgate will support the installation of both products in accordance with the provisions of its contract with the Council.

There is the need to include waiver recommendation – for the Executive Councillor to note that this procurement is exempt under Rule 5.1.5(c) of the Contract Procedure Rules from the requirement to go out to tender on the basis that both products can only be supplied by Capita as they are the corporate payments system supplier.

## **2 Project Appraisal & Procurement Report**

### **2.1 Project Background**

#### **Telephone payments upgrade**

Payment Card Industry Data Security Standard (PCI DSS) compliance is a set of comprehensive requirements for enhancing payment account data security for organisations who accept payments by credit or debit card.

The PCI Security Standards Council has recently issued the following guidance on telephone-based payments.....

*“Cardholder data must be protected and authentication data (post authorisation) should not be stored anywhere on the company’s systems”.*

In order to reduce the scope of PCI, companies should work towards ensuring that all risks associated with card payments are reduced as far as is practical.

The upgrade of the telephone payments system will reduce Cambridge City Council’s exposure as regards PCI scope and increase the security of our customer data.

#### **Online payments CMS**

The Council’s website is a key customer service channel and is increasingly the preferred way for customers to access our services. It’s available 24 hours a day, seven days a week, meaning customers can interact and do business with us in a more convenient way for them. It is also a much more efficient and cost effective channel costing less, per transaction, than face-to-face and telephone contact.

<b>Type of contact</b>	<b>Average cost per transaction</b>
Face to face	£14
Telephone (through call centre)	£4
Self service	20p
Web	17p

*Note: Average costs based on data gathered by SOCITM.*

We currently provide the facility for customers to pay for a limited range of our services via the Capital payment portal. For some time we have been keen to extend this to other services, including those provided by Environmental Health and Streets and Open Spaces.

### **Options available**

Currently, in order to add additional payments into the portal, we are reliant on our suppliers, their daily rates and lead times for completion of works.

As part of the web improvement project we have identified at least 30 payment processes that would benefit from being made available online now. With the existing daily rate charge, this would mean a potential (maximum) cost of £30K, to implement these payments.

At the moment, the service requesting the additional online payment has to pay the supplier cost and it is this reason that additional payments have not been added to the portal.

The implementation cost for the CMS is less than half the cost of the supplier adding the 30 payments and would provide us with the necessary tools to add new payments, as well as maintain existing ones, without any further cost now and for years to come.

This would mean we could extend and maintain our range of payments, now and in the future to ensure we are offering the customer our services in a more convenient and accessible way, while making the best use of our most efficient and cost effective customer channel.

## **2.2 Aims & objectives**

### ***Cambridge – caring for the planet***

*“A city in the forefront of low carbon living and minimising its impact on the environment from waste and pollution”*

Completion of this project will meet two strategic objectives:

- *Investing in projects to reduce our carbon footprint and our energy bills;*
- *Improving the efficiency of Council services to maintain high standards and value for money;*

Procuring these products is essential to maintaining and developing the Cambridge City Council payment applications. The telephone payments upgrade will allow Cambridge City Council to keep meet the corporate PCI compliance. Purchasing the online payments CMS means the Council will be able to provide more of its services online and process its payments more efficiently and cost effectively, now and in the future.

## **2.3 Major issues for stakeholders & other departments**

Affected stakeholders include Revenues and Benefits, Housing, Environmental and Planning services, who will need to review their payment processes and online content in order to add their payments into the portal. However, this will make the process more efficient and cost effective in the long term.

## **2.4 Summarise key risks associated with the project**

The key risk this project aims to mitigate is the Council not meeting PCI compliance standards and subsequently not being able to take payments and the resulting harm to the organisation's reputation.

Telephone and online payments are part of the major income management business systems and as such support key statutory functions on behalf of the Council.

## **2.5 Financial implications**

- a. Appraisal prepared on the following price base: 2013/14
- b. Specific grant funding conditions are: N/a
- c. Other comments

## 2.6 Net revenue implications (costs or savings)

Revenue	£	Comments
Maintenance	£8,300	£8,300 cost per annum. Total revenue cost over 5 years will be £41,500. Revenue costs to be funded from the Cashiers cost centre (19052).
R&R Contribution	0	
Developer Contributions	0	
Energy savings	( 0)	
Income / Savings	( 0)	
<b>Net Revenue effect</b>	£8,300	Cost

## 2.7 VAT implications

There are no adverse VAT implications for undertaking this project. This will, however, be kept under review by the Accountant (VAT & Treasury) as part of the procurement process.

## 2.8 Energy and Fuel Savings

(a) Is this project listed in the Carbon Management Plan?	No
	<b>If 'No', move to Section 2.9.</b>

(d) Monitoring of Savings

## 2.9 Climate Change Impact

Positive Impact	No effect	Negative Impact
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	+Low					
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### **2.10 Other implications**

There are no other known implications at this stage of the project.  
An Equality Impact Assessment (EqIA) has been prepared for this project and is attached.

### **2.11 Staff required to deliver the project**

Implementation of the pilot project is expected to be completed using current resources.

### **2.12 Dependency on other work or projects**

Not applicable

### **2.13 Background Papers**

| None

### **2.14 Inspection of papers**

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Date prepared:	5 <sup>th</sup> September 2013.

**Capital Project Appraisal - Capital costs & funding - Profiling**

**Appendix A**

	2013/14	2014/15	2015/16	2016/17	2017/18	Comments
	£	£	£	£	£	
<b>Capital Costs</b>						
Building contractor / works						
Purchase of vehicles, plant & equipment	19,000					
Professional / Consultants fees	8,000					
Other capital expenditure:						
<b>Total Capital cost</b>	<b>27,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Capital Income / Funding</b>						
Government Grant						
Developer Contributions						
R&R funding	15,000					19547 (Cashiers R&R fund)
Earmarked Funds						
Existing capital programme funding						
Revenue contributions	12,000					00086 (Corporate Marketing)
<b>Total Income</b>	<b>27,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Net Capital Bid</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	



To: Executive Councillor for Customer Services and Resources: Councillor Julie Smith  
Report by: Julia Minns  
Relevant scrutiny committee: Strategy & Resources 14/10/2013  
Scrutiny Committee  
Wards affected: All Wards

## **RE-TENDERING OPTIONS FOR DEBIT AND CREDIT CARD (MERCHANT ACQUIRER) CONTRACT** **Not a Key Decision**

### **1. Executive summary**

The Council's contract for the provision of Chip and PIN terminals and authorisation of debit & credit card transactions is due to expire in January 2014 and will need to be either re-tendered or extended.

The current contract has the option to be extended for a further eighteen months, alternatively there are a number of framework contracts available for use by the Council. The decision on the preferred provider for this contract will need to be made in December 2013, i.e. before the next meeting of this committee. Delegated authority is, therefore, being sought for the section 151 officer to either award a new contract, or extend the existing contract, based on which option it is determined will provide the best value for the Council.

### **2. Recommendations**

The Executive Councillor is recommended:

To delegate authority to the Council's section 151 officer to award the Merchant Acquirer contract to the contractor that is able to provide the best value, whether, following analysis by officers, that means extending the current contract or placing a new contract from January 2014.

### **3. Background**

3.1 The current contract is due to expire in January 2014 after an initial contract period of two years and one extension period of six months.

The contract is currently let, via the ESPO framework contract 977, to Worldpay (UK) Ltd, part of the Streamline group.

- 3.2 The costs associated with the Worldpay contract consist of the commission charges payable on transactions along with the monthly rental charges for the Chip and PIN terminals. In such contracts, the rental charges are normally fixed whereas the commission charges will vary for each contract, depending on the volume and value of the expected transactions.
- 3.3 In the last twelve months around 90,000 transactions totalling £9.4m have been processed under the current contract. The total charges for the period were approximately £64,000.
- 3.4 There are a number of framework contracts that the Council could potentially use to provide this service.
- 3.5 By assessing the tariff charges on these framework contracts the Council will be able to arrive at a decision to either;
  - Let a new contract under a suitable framework agreement, or
  - Extend the current contract again and undertake a full tender process.
- 3.6 As this work will need to be carried out before the next meeting of the Strategy & Resources Committee it will be necessary for the decision to either be made as an urgent action or delegated to an authorised officer.

## 4. Implications

### (a) Financial Implications

Comparison of tariffs shows the existing contract to be competitive in the marketplace.

Extending the contract will not realise any savings but will allow the Council to continue at the current tariffs, whilst re-letting the contract could lead to a change in costs. Potentially these costs may increase but the evaluation process will take into account the tariff rates as a key element in reaching a decision.

(b) **Staffing Implications**

None

(c) **Equal Opportunities Implications**

No staffing implications have been identified.

(d) **Environmental Implications**

None

(e) **Procurement**

If a new contract is awarded, this will be carried out via the appropriate framework contract. Any extension to the current contract will be in line with the current terms and conditions.

(f) **Consultation and communication**

None taken.

(g) **Community Safety**

None

5. **Background papers**

None

6. **Appendices**

None

7. **Inspection of papers**

To inspect the background papers or if you have a query on the report please contact:

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To: Executive Councillor for Customer Services and Resources: Councillor Julie Smith  
Report by: Head of Human Resources  
Relevant scrutiny committee: Strategy & Resources 14/10/2013  
Scrutiny Committee  
Wards affected: All Wards

**PROCUREMENT OF RECRUITMENT ADVERTISING AND PLACING OF PUBLIC AND STATUTORY NOTICES**  
**Not a Key Decision**

**1. Executive summary**

- 1.1 This report sets out the background and reasons for a request to use an ESPO Framework to procure services for Recruitment Advertising and Public and Statutory Notices.
- 1.2 The current contract was originally procured through ESPO and is due to expire 31<sup>st</sup> December 2013.
- 1.3 The option of carrying out a tender exercise was considered. However, there is a relatively small supplier market for these services and therefore the use of an ESPO framework provides an effective mechanism to test the market and benchmark service providers.

**2. Recommendations**

- 2.1 The Executive Councillor is recommended to:
  - (a) Approve the use of the ESPO framework, '3(A) Recruitment Advertising and Placing of Public and Statutory Notices', for the procurement of services for recruitment advertising and public notices.
  - (b) Delegate authority to the Director of Resources to award the contract following consultation with the Executive Councillor.
- 2.2 That the term of the contract be for up to 3 years.

### 3. Background

- 3.1 The contract for Recruitment and other advertising services was originally awarded in June 2005 following a joint procurement exercise with partner authorities. The service fell into two distinct areas:
- On-line jobs portal e-recruitment
  - Media advertising outside of the portal
- 3.2 The contract with the current provider was extended through the use of the ESPO framework in 2010.
- 3.3 The current contract ends 31<sup>st</sup> December 2013 at which point the two areas of the contract will separate. This report addresses the need to ensure a contract is in place for recruitment advertising and placement of public notices.
- 3.4 Proposals for e-recruitment through the jobs portal are currently being considered separately.
- 3.5 The framework agreement offers a simple and effective route for selecting a provider from a range of suppliers with a proven track record of delivering advertising services.
- 3.6 The framework has been advertised in full compliance with public procurement legislation. Procurement costs and timescales are therefore minimised by the use of the framework as further advertising/tendering is not required.
- 3.7 The framework has been established with tendered rates for services and details the products available from each of the service providers. There are 4 providers under the framework, one of which is our current provider. One supplier does not provide services for the placement of public and statutory notices and has been discounted on this basis. In consultation with Internal Audit, a comparison of the three remaining providers confirms that all can provide the required services and that there are no significant differences in costs overall. The rates of one provider are marginally lower for the majority of day-to-day work required by the City Council, ie.routine press advertisements and copywriting services.
- 3.8 It is proposed to call off from the framework the provider identified as providing best value in terms of cost and quality for the services the City Council requires. ESPO have advised that from their recent experience a mini tender between the providers on the framework does not tend to deliver any significant savings on price.



- 3.9 Use of the framework will require a Customer Access Agreement to be signed between the City Council and ESPO. A Supplier Contract for Services will be entered into with the chosen provider under pre-agreed terms and conditions. The agreement will detail the services required and will not preclude the option of seeking an alternative provider for one-off specialist/creative advertising requirements.

## **4. Implications**

### **(a) Financial Implications**

The approximate spend for recruitment advertising and public notices is £225,000 over a three year period. (Recruitment advertising c£130,000 and public notices c£95,000). Spend is expected to remain broadly on this level.

### **(b) Staffing Implications**

The provision of advertising services by a supplier with a proven track record will provide a cost effective mechanism to continue to recruit an effective workforce.

### **(c) Equal Opportunities Implications**

An equality impact assessment has not been prepared for this item. Equality considerations in recruitment are taken into account in the Council's recruitment policy. The procurement of advertising services is a mechanism to support the implementation of the Council's policy.

### **(d) Environmental Implications**

No environmental implications have been identified

### **(e) Procurement**

Procurement considerations in accordance with the Council's procurement framework have been taken into account in this report (3.5)

### **(f) Consultation and communication**

Strategic Procurement Manager  
Chief Executive

Senior Auditor  
Director of Resources  
Legal Services

(g) **Community Safety**

There are no community safety considerations in this report.

**5. Background papers**

None

**6. Appendices**

None

**7. Inspection of papers**

If you have a query on the report please contact:

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