



ENVIRONMENT SCRUTINY COMMITTEE

To: Scrutiny Committee Members: Gawthrope (Chair), Perry (Vice-Chair), Baigent, Gehring, Gillespie, Pitt, Ratcliffe, Robertson, C. Smart and M. Smart

Alternates: Councillors Moore, Sarris and Hipkin

Executive Councillor for Environment and Waste: Councillor Roberts

Executive Councillor for Planning Policy and Transport: Councillor Blencowe

Despatched: Thursday, 3 March 2016

Date: Tuesday, 15 March 2016

Time: 5.30 pm

Venue: Committee Room 1 & 2 - Guildhall

Contact: Claire Tunnicliffe **Direct Dial:** 01223 457013

AGENDA

1 Apologies

To receive any 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 (*Pages 5 - 20*)

To approve the minutes of the meeting held on 12/01/2016 as a correct record.

4 Public Questions

Please see information at the end of the agenda

Decisions for the Executive Councillor for Planning Policy and Transport

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

5 Shared Services - Building Control Business Plan *(Pages 21 - 42)*

Decisions for the Executive Councillor for Environment and Waste

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

6 Silver Street Public Conveniences Improvement *(Pages 43 - 60)*

7 Business Regulation Plan 2016/17 *(Pages 61 - 76)*

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ENVIRONMENT SCRUTINY COMMITTEE

12 January 2016

5.30 - 9.30 pm

Present: Councillors Gawthrope (Chair), Perry (Vice-Chair), Baigent, Gehring, Gillespie, Pitt, Ratcliffe, Robertson, C. Smart and M. Smart

Principal Accountant (Services), Business Transformation: Chris Humphris

Head of Legal Services: Simon Pugh

Urban Design and Conservation Manager; Glen Richardson

Environmental Health Manager: Yvonne O' Donnell

Fleet Manager: David Cox

Commercial Operations Manager: Sean Cleary

Project Engineer, Streets and Open Spaces: John Richards

Principal Conservation and Design Officer: Christian Brady

Senior Engineer, Streets and Open Spaces: Declan O'Halloran

Committee Manger: Claire Tunncliffe

FOR THE INFORMATION OF THE COUNCIL

16/37/ENV Apologies

There were no apologies for absence.

16/38/ENV Declarations of Interest

No declarations were declared.

16/39/ENV Minutes

Minutes of the meetings held on 6 October were approved and signed as a correct record.

16/40/ENV Public Questions

1) Dr Michael Fox:

Does the Council believe particularly in the case of dog barking, that it's recently introduced more punitive policy of seeking a noise abatement order at the earliest opportunity has produced better results than early engagement and dialogue with the owners of potentially offending dogs.

The Environmental Health Manager responded that there had been no changes in policy to seek a noise abatement order at the earliest opportunity. Due process would always be followed in line with agreed policy.

On the advice from the Head of Legal Services the second question from Dr Fox was not discussed as it related to live legal proceedings

2) Mrs Penny Heath:

- i. Could the committee explain what safeguards were in place to protect one of the City Councils most important assets, Queens Green, a Grade 2, piece of common land and part of the world famous Backs.
- ii. Queens Green has slowly morphed from a quiet piece of common land into a municipal 'park' with benches and bins plonked at all angles since Tourists were allowed to be dropped off on the Backs.
- iii. Many residents were uncomfortable that tourism is running the show and no one is accountable.

The Green Open Space Manager replied that the existing open spaces of environmental and recreational importance in the City were currently protected through Policy 4/2 of the Cambridge Local Plan 2006. This was likely to be superseded by Policy 67 in the draft local plan. Queens Green was one of those open spaces. The policy stated development would not be permitted which would result in the loss of open space of environmental and/or recreational importance.

The Open Space and Recreation Strategy 2011 included an assessment of the sites value. This Strategy shows whether each site was important for environmental and/or recreational reasons, according to the assessment criteria.

Historically, the Council had protected open spaces for environmental and/or recreational importance. In addition to assessing all sites against the established criteria for environmental and recreational importance, recent audit work had included a quality assessment.

At the last audit completed by Streets and Open Space, Queens Green scored 60% for quality. The site had limited disabled access, offered a limited range of activities and the recreational value is scored low.

The provision of both bins and benches was important to ensure that the environmental and recreational contribution of Queens Green were maintained and therefore warranted the open protected status.

There was no Conservation Management Plan for Queens Green, but there was a Landscape Management Plan created for the Backs by a collaboration of Colleges and the City Council for the Backs, Queens Green had been included in this.

- 3) Councillor Hipkin stated the following points relating to item 7 of the agenda.
- i. Welcomed the recommendation.
 - ii. The proposal was a demonstration of community involvement.
 - iii. Barrow Road was a unique example of suburban architecture of the Arts & Craft movement, the layout of the road is similar to that of Letchworth Garden City.
 - iv. While modifications of the street scene had not always been successful, it had many qualities, such as the green open verges, of the layout and architecture that made Barrow Road such an unusual street in Cambridge.
 - v. An area with conservation status did not mean restriction for future planning applications.

16/41/ENV Planning Policy & Transport Portfolio Revenue and Capital Budgets

Matter for Decision

To consider the budget proposals relating to the Planning Policy & Transport portfolio which were included in the Budget-Setting Report 2016/17 to be considered at the following meetings:

- 18 January 2016: Strategy & Resources
- 21 January 2016: The Executive
- 8 February 2016: Strategy & Resources
- 25 February 2016: Meeting of Full Council

Decision of the Executive Councillor for Planning Policy and Transport.

Review of Charges:

- i. Approved the proposed charges for this portfolio's services and facilities, as shown in Appendix A of the Officer's report.

Revenue:

- ii. Considered the revenue budget proposals as shown in Appendix B of the Officer's report.

Capital:

- iii. Considered the capital budget proposals as shown in Appendix C of the Officer's report.
- iv. Adjusted capital funding for items 2 (c) of the Officer's report.

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 Principal Accountant which detailed the budget proposals relating to the Planning Policy & Transport portfolio.

In response to the Committee's comments the Director of Environment responded with the following:

- i. Regarding Cambridge University's offer to pay for a full time planning officer post; this would not be the first time that the City Council had entered into a Planning Performance Agreement with an applicant.
- ii. A Planning Performance Agreement was an established practice which allowed the City Council to enter an agreement with the applicant to undertake work within a set time scale and ensure staff resources were in place. This would have no impact upon the decision making process.
- iii. Planning Performance Agreements were supported by national guidance and further information could be provided to the Committee. This was an accepted practice on major growth sites which required specialist planning officers. Without these agreements this would put additional pressure on staff resources.
- iv. The existence of a Planning Performance Agreement meant that the statutory time limits for determining the application no longer applied (to the extent that the agreement specified a longer period for the decision, in which case the agreement would count in the same way as an agreed extension of time).

The Executive Councillor for Planning Policy and Transport stated a minimal increase had been agreed in parking charges for 2015/16 and there had been an over achievement in revenue.

As the cost to the proposed improvements to the Council's Car Parks could be met without raising charges it was felt unnecessary to do so for 2016/17.

The Committee **resolved 6 Votes to 1** to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor

16/42/ENV Review of the Cambridge Core Area Conservation Area Appraisal

Matter for Decision

To approve the Cambridge Historic Core Conservation Area Appraisal review for public consultation.

Decision of the Executive Councillor for Planning Policy and Transport.

- i. Approved the Cambridge Historic Core Conservation Area Appraisal review for public consultation.

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 Principal Conservation and Design Officer which referred to an update and review of the Cambridge Historic Core Conservation Area Appraisal. The report sought approval for public consultation on the review document.

In response to the Committee's comments the Urban Design and Conservation Manager and Principal Conservation and Design Officer responded with the following:

- i. Noted the comments with regards to minor typographical errors, page numbering and layout of the document.

- ii. Had been working with Belfour Beatty and Cambridgeshire County Council on the street lighting replacement programme in the City Centre for the past five years. An agreement had been reached and work had begun in the City Centre.
- iii. Particular emphasis had been made on street lighting replacement in the historic core of the City to ensure this would be sensitive to the surroundings, particularly the Richardson Candles along King's Parade.
- iv. Future development of the Market Place could be part of the public realm strategy but an access study would have to be undertaken in partnership with Cambridgeshire County Council.
- v. With regards to large vehicles entering the City Centre this would be a policy decision and not one that that could be resolved from this appraisal.
- vi. The consultation process would be a web based document.

The Committee **resolved unanimously** to endorse the recommendations.

The Executive Councillor approved the amended recommendations.

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

No conflicts of interest were declared by the Executive Councillor

16/43/ENV Pro-active Conservation Programme

Matter for Decision

To approve the pro-active conservation programme and agree the preparation of a draft conservation area appraisal for Barrow Road.

Decision of the Executive Councillor for Planning Policy and Transport.

- i. Agreed the pro-active conservation programme as set out in the Officer's report and Appendix 1 of the Officer's report.
- ii. Agreed to the preparation of a draft conservation area appraisal for Barrow Road as set out in this report.

Reason for the Decision

As set out in the Officer's report.

Any Alternative Options Considered and Rejected

Not applicable.

Scrutiny Considerations

Councillor Avery stated the following points:

- i. Welcomed the recommendation which had the support of residents of Barrow Road.
- ii. Impressed with the working relationship between residents and Officers.
- iii. Barrow Road was seen as a key part of the development of the history of Cambridge and it was important to preserve this history.

The Committee received a report from the Principal Conservation and Design Officer which referred to work that had been completed as part of the Council's pro-active conservation work program to date and the projected work for 2016-17.

The report also sought approval from the Executive Councillor for Planning Policy and Transport on a specific request to designate Barrow Road a conservation area.

In response to the Committee's comments the Urban Design and Conservation Manager and Principal Conservation and Design Officer responded with the following:

- i. With regards to the Article 4 Direction referenced in the report concerning the Mill Road Conservation Area this would allow the City Council to remove permitted development rights. This meant the occupant would have to submit a planning application for work which normally did not need one, as the work had been deemed not to be in keeping with the area of acknowledged importance. This would allow officers and Councillors to consider certain matters further.
- ii. Article 4 Directions could not be issued retrospectively.
- iii. Residents of Barrow Road had put forward a proposal to contribute towards the costs to undertake a draft conservation area appraisal but it would be the decision of the City Council to decide if Barrow Road warranted conservation status.
- iv. Officers worked closely with residents association and ward councillors to highlight the issues of rendering and cleaning of the brick work on what was acceptable in a conservation area.
- v. City Council Conservation Officers were involved in City Deal projects.
- vi. Parking issues could and are addressed in conservation reports but this was a separate policy issue for the relevant local authorities.

The Committee **resolved unanimously** to endorse the recommendations.

The Executive Councillor approved the amended recommendations.

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

No conflicts of interest were declared by the Executive Councillor

16/44/ENV Replacement of Car Parking Equipment at Queen Anne Terrace, Grafton East and Grafton West Multi-Storey Car Parks

Matter for Decision

To consider the replacement of the current parking operating system and equipment at Grafton East, West and Queen Anne Terrace multi-storey car parks.

Decision of the Executive Councillor for Planning Policy and Transport.

- i. Approved the replacement of car parking control equipment at Grafton East, West and Queen Anne Terrace Multi Storey Car Parks, as detailed in the attached appendices, which has been properly planned and is ready for implementation.
- ii. Recommend the replacement of car parking control equipment at Grafton East, West and Queen Anne Terrace Multi Storey Car Parks is put forward for funding approval in the Budget Setting Report (BSR).
- iii. Agreed to delegate authority to the Director of Environment, following consultation with Executive Councillor for Planning Policy and Transport, to exercise the option in the 2013 contract with APT-Skidata Limited to order the supply and installation of replacement of car parking control equipment at Grafton East, West and Queen Anne Terrace Multi Storey Car Parks.

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 Commercial Operations Manager which referred to the replacement of the current parking operating system and equipment at Grafton East, West and Queen Anne Terrace multi-storey car parks.

The new system would include 'pay on foot technology' to control access to and facilitate payment for parking across the three multi-storey car parks, and enable the Council to explore other payment options such as web-based, cashless payment systems and allow the introduction of pre-booking facilities and mobile wallets.

In response to the Committee's comments the Commercial Operations Manager replied the new equipment would allow for future new technology in contactless payment, pay by phone and direct payment via phone apps.

The Committee **resolved unanimously** to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

16/45/ENV Car Parks Card Payment Processing Services

Matter for Decision

To approve a project to procure and award two separate contracts to provide authorisation and processing services for card payments in the City's off-street car parks.

Decision of the Executive Councillor for Planning Policy and Transport.

- i. Approved the carrying out and completion of the procurement of a payment service provider to accept card payments for all Cambridge City Council multi-storey car parks. The contract will be for 3 years with a 2 year optional extension period. The value of this new contract would be approximately £150,000 over five years based on the charges made by our current contractor. Charges may vary dependant on the number and value of card transactions.

- ii. Approved the carrying out and completion of the procurement of an acquiring bank to arrange the acceptance and approval for all card payments across all Cambridge City Council multi-storey car parks. The contract will be for 3 years with a 2 year optional extension period. The value of this new contract would be approximately £605,000 over five years based on the charges made by our current contractor. Charges could vary dependant on the number and value of card transactions.
- iii. Noted there were no Capital costs arising from this scheme. The revenue costs associated with this contract would be paid from existing revenue budgets subject to:
 - If the quotation or tender sum exceeded the estimated contract value by more than 15% then the permission of the Executive Councillor and Director of Business Transformation would be sought prior to proceeding.

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 Commercial Operations Manager which referred to a project to procure and award two separate contracts to provide authorisation and processing services for card payments in the City's off-street car parks.

In response to the Committee's comments the Commercial Operations Manager responded with the following:

- i. The highest value of risk would be £20,000; the risk would be minimal.
- ii. There would be the options of same day or next day transfer.

The Committee **resolved** unanimously to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

16/46/ENV Environment & Waste Portfolio Revenue and Capital Budgets

Matter for Decision

To consider the budget proposals relating to this Environment, Waste and Public Portfolio which were included in the Budget-Setting Report 2016/17 to be considered at the following meetings:

- 18 January 2016: Strategy & Resources
- 21 January 2016: The Executive
- 8 February 2016: Strategy & Resources
- 25 February 2016: Meeting of Full Council

Decision of the Executive Councillor for Planning Policy and Transport.

Approved the proposed charges for this portfolio's services and facilities, as shown in Appendix A of the Officer's report.

Revenue:

- i. Consider the revenue budget proposals as shown in Appendix B of the Officer's report.

Capital:

- ii. Consider the capital budget proposals as shown in Appendix C of the Officer's report.
- iii. Adjust capital funding for items 2 (c) as shown in the Officer's report.

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 Principal Accountant which detailed the budget proposals relating to the Environment and Waste portfolio.

In response to questions the Principal Accountant and Executive Councillor for Environment and Waste responded with the following:

- i. With regards to the updated cost of the North West Cambridge collection vehicle, this would be purchased to meet the underground waste collection which had been an integrated part of the design of the development to increase recycling rates. This would also help to meet the urban design targets. The City Council would pay for the portion of the vehicle which would be the equivalent to the cost of a City Council

- standard refuse truck, the vast bulk of the cost would be met by the University of Cambridge. If the vehicle broke down a truck would be hired for the period of down time.
- ii. The electric vehicle for the pest control team would be the second van for their department.
 - iii. Smaller electrical vehicles were viable for the Council as the power was not there for larger vehicles. These smaller electric vehicles would be charged from Mill Road Depot but additional charge points could be considered.
 - iv. Electric vehicles that were to be purchased would hold a charge for 100 miles.
 - v. The electric vehicles would come with a 100,000 mile warranty. Servicing the vehicle would be cheaper as there would be no components to change such as oil or filters. The heating system of these vehicles run separately to the battery and therefore the charge would last longer.
 - vi. The increase to the Hazardous Domestic Collections for Shared Waste Service was to cover the harmonisation fees to cover the services that were being offered. These charges were the first stage to work towards a same single charge for all the local authorities concerned.
 - vii. Agreed it was important to maintain the post of the Recycling Officer but the budget was limited and the City Council were currently looking at different ways to improve recycling under the current volunteer recycling scheme.
 - viii. Recycling figures for Cambridge had reduced by 1%, split equally between green and blue waste.

The Committee **resolved 7 votes to 0** endorsed the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

16/47/ENV Fleet Replacements 2016/17 to 2019/20

Matter for Decision

To consider the purchase of the Council's fleet vehicles, plant and equipment scheduled for replacement in the financial year 2016/17.

Decision of the Executive Councillor for Planning Policy and Transport.

- i. Approved the Fleet Replacements project 2016/17, as detailed in the attached appendices of the Officer's report which had been properly planned and is ready for implementation.
- ii. Agreed to delegate to the Director of Environment to call-off and award a specific contract or specific contracts from appropriate framework agreements of The Procurement Partnership Limited (TPPL), Crown Commercial Service (CCS) or Eastern Shires Purchasing Organisation (ESPO) for the purchase of vehicles as set out in the Project Control Document attached to the Officer's report.

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 Fleet Manager which referred to the purchase of the Council's fleet vehicles, plant and equipment scheduled for replacement in the financial year 2016/17, as part of a rolling programme necessary to replace out of life vehicles and those with unsustainable maintenance costs.

In response to the Committee's comments the Fleet Manager and Executive Councillor for Environment & Waste responded with the following:

- i. It was not currently possible to have electric refuse vehicles as they were simply too large to charge.
- ii. Alternative energies such as cooking oil had not been considered to fuel the Council vehicles.
- iii. The maximum number of electric vehicles that the Council could afford had been proposed.

The Committee **resolved** unanimously to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

16/48/ENV Options Regarding Silver Street Public Toilets

Matter for Decision

To agree to support further investigation of the options for improving the existing toilets as laid out in Officer's report.

Decision of the Executive Councillor for Planning Policy and Transport.

- i. Agreed to support the recommendations for further investigation of the options for improving the existing toilets as laid out in the Officer's report.

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 Senior Engineer, Streets and Open Spaces, which referred to investigation work undertaken to date on improving the existing City Council provided public toilets located beneath the Silver Street river bridge approach.

The report proposed that further work should be undertaken on four options in order to inform further consideration, and discussions with planning, conservation and heritage interests.

Draft architectural drawings of the suggested proposals were handed round for the Committee's information.

In response to the Committee's comments the Project Engineer and Senior Engineer, Streets and Open Spaces, noted the Committee's advice that option 4 should not be further investigated. This related to the proposal of providing new remote provision on Queens Green.

- i. The Committee **resolved** unanimously to endorse further investigation of the options for improving the existing toilets as laid out in the Officer's report.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

The meeting ended at 9.30 pm

CHAIR

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To: Executive Councillor for Planning Policy and Transport

Report by: Simon Payne: Director of Environment

Relevant scrutiny committee: Environment Scrutiny Committee
15 March 2016

Wards affected: Abbey Arbury Castle Cherry Hinton Coleridge East Chesterton King's Hedges Market Newnham Petersfield Queen Edith's Romsey Trumpington West Chesterton

SHARED SERVICES - BUILDING CONTROL BUSINESS PLAN

Non – Key Decision

1. Executive summary

Approval is sought for the business plan for the shared Building Control service. The principles of which were approved by this Council on the 13th July 2015 at Strategy and Resources Committee.

2. Recommendations

The Executive Councillor is recommended to approve the business plan for shared Building Control attached at Appendix 1.

3. Background

- 3.1 In July 2015, Cambridge City Council, Huntingdonshire District Council and South Cambridgeshire District Council each approved a lead authority model for a shared Building Control service, where an agreed lead council would be responsible for the operational delivery of the service. It was also proposed that staff would be employed by the lead council via a Transfer of Undertakings (Protection of Employment Regulations) or TUPE Transfer as it is more commonly known.
- 3.2 The outline business case to allow a shared Building Control service to move forward was approved at the same time and as a result, the shared services formally consulted with staff and their representatives

over the summer. Subsequently, preparations were made for the implementation phase, with a go-live date of 1st October 2015 (the date from which the nominated lead councils would become the Employing Authority and staff would transfer).

- 3.3 At the same meeting, approval was given for the establishment of a Joint Committee without delegated powers the purpose of which is to oversee and provide advice on the delivery of shared services, with the Leader of each Council being the nominated representative. The terms of reference of this Joint Committee will be considered at Strategy and Resources Committee on 19 March 2016.
- 3.4 A Sovereignty Guarantee was also endorsed by each council, detailing how local autonomy would be safeguarded in respect of continuing to elect local councillors; making decisions on council tax; publishing budgets and accounts and setting spending priorities, whilst operating within a shared service partnership arrangement.
- 3.5 It was recommended that in order to enable effective management of the shared service programme, that a phased approach be taken. It was agreed that Building Control forms part of Phase 1.

4 Phase 1 Implementation

- 4.1 On 1st October 2015, Cambridge City became the Employing Authority for Building Control. All impacted staff from Huntingdonshire and South Cambridgeshire District Councils successfully transferred under TUPE to their new employer.
- 4.2 The three councils had previously agreed that the achievement of the following outcomes constitute the primary objectives of the sharing services:
 - Protection of services which support the delivery of the wider policy objectives of each Council
 - Creation of services that are genuinely shared between the relevant councils with those councils sharing the risks and benefits whilst having in place a robust model to control the operation and direction of the service
 - Savings through reduced managements costs and economies of scale
 - Increased resilience and retention of staff
 - Minimise the bureaucracy involved in operating the shared service
 - Opportunities to generate additional income, where appropriate

- Procurement and purchasing efficiencies, and
- Sharing of specialist roles which individually, are not viable in the long-term

4.3 Since the go-live date of 1 October 2015, each shared service has been working to review staffing structures, working practices and overall service provision in order to deliver the desired outcomes of the shared service partnership, as outlined above.

4.4 A key part of the service reviews has been the development of a set of forward-looking business plans that set out the key priorities, objectives, activities and measures of success for each service. These can be found at Appendix 1. It is recommended that the business plan is endorsed to enable the shared service to work to an agreed direction and deliver an agreed set of objectives. In the event that there are any revisions to the business plan that are due to operational matters a decision will be made by the Director of Environment (or successor) in consultation with the Executive Councillor.

5. Implications

(a) Financial Implications

As set out in business plan attached.

(b) Staffing Implications

As set in business plan attached.

(c) Equality and Poverty Implications

An EqIA had been carried out for this project and submitted to the Strategy and Resources Committee held in July 2015. There are no changes to this document.

(d) Environmental Implications

Low Positive Impact. Reduction in accommodation and energy use associated will have a positive impact. Potential negative impact from increased travel will be mitigated by increased mobile and remote working.

(e) Procurement

No issues

(f) Consultation and communication

All customers have been kept up to date by email and were invited to a meeting of stakeholders in January 2016. The meeting was held in workshop format with attendees invited to feedback on their priorities for the shared service. Further meetings are programmed with the next one to be arranged in April 2016.

(g) Community Safety

No issues

6. Background papers

These background papers were used in the preparation of this report:
Shared services report – Strategy and Resources – 13 July 2015

7. Appendices

7.1 Shared Building Control Business Plan

8. Inspection of papers

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

Author's Name:	Simon Payne - Director of Environment
Author's Phone Number:	01223 - 457109
Author's Email:	simon.payne@cambridge.gov.uk

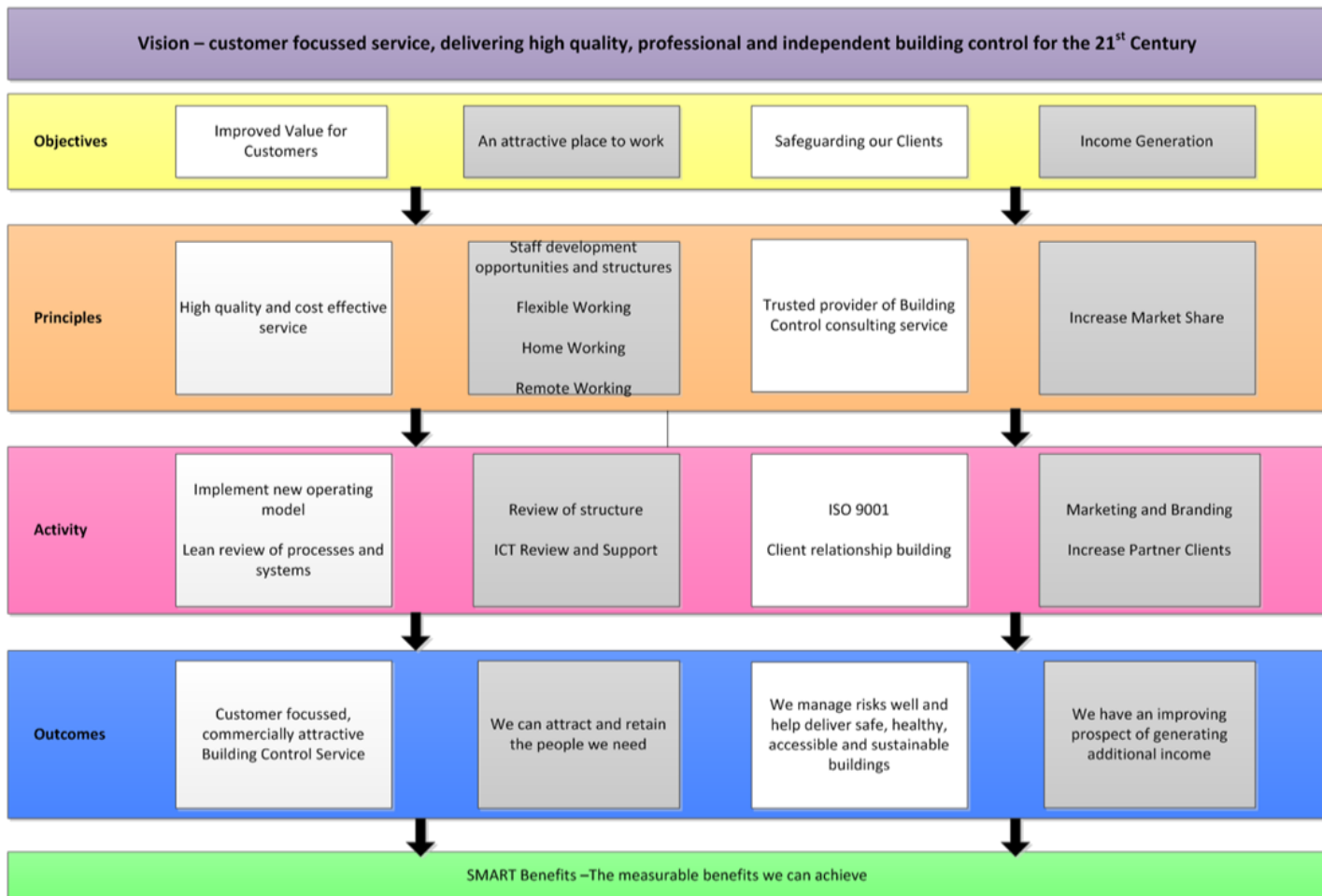
BUSINESS PLAN FOR BUILDING CONTROL 2016/17

Service Leads			
Head of Shared Service	Joint Director of Planning and Economic Development - <i>VACANT</i>		
	Cambridge City Council	Huntingdonshire District Council	South Cambridgeshire District Council
Director	Simon Payne	Nigel McCurdy	Jo Mills
Lead Councillor	Councillor Kevin Blencowe	Councillor Robin Carter	Councillor Robert Turner

APPROVED BY	Status	Date
Management Board	Draft	8/2/16
Shared Services Partnership Board	Draft	Electronically 17/2/16
Joint Advisory Committee	Final draft	29/2/16
Cambridge City Council [<i>Executive Councillor and Scrutiny Committee</i>]	Final	15/3/16
Huntingdonshire District Council Cabinet	Final	21/4/16
South Cambridgeshire District Council Cabinet	Final	14/4/16

3C Reporting timetable	
<p>Progress reports on Business Plan implementation and progress against key measures will be monitored at the monthly 3C Management Board meetings and then submitted every six weeks to the 3C Chief Executives' Board. Quarterly performance reports will be submitted to the Joint Shared Service Group (Leaders) prior to consideration by each partner at executive and scrutiny level.</p> <p>Progress updates in quarterly reports will inform the preparation of annual reports, to be submitted to the partners' decision-making bodies in <i>March 2017</i> as part of the strategic review process set out in Schedule 2 to the Partnership Agreement.</p>	
Version Final	Date 29/02/16

Vision



SECTION 1 – CONTEXT AND OVERVIEW

A. PURPOSE OF THIS DOCUMENT

This is the Business Plan for the Building Control Service, part of 3C Shared Services, for 2016/17. It describes how the shared service arrangement outlined in the approved Business Case will be delivered to ensure objectives are achieved and business benefits are realised within a robust governance framework and in the context of the partner councils' corporate plans.

The following objectives have been agreed:

- Protection of services which support the delivery of the wider policy objectives of each Council
- Creation of services that are genuinely shared between the relevant councils with those councils sharing the risks and benefits whilst having in place a robust model to control the operation and direction of the service
- Savings through reduced managements costs and economies of scale
- Increased resilience and retention of staff
- Minimise the bureaucracy involved in operating the shared service
- Opportunities to generate additional income, where appropriate
- Procurement and purchasing efficiencies
- Sharing of specialist roles which individually, are not viable in the long-term

The Plan is divided into the following sections:

- Section 1: Context and Overview
- Section 2: Operational Plan (business as usual activities)
- Section 3: Development Plan (service improvement & project based activities)
- Section 4: Summary of Performance Indicators

B. DESCRIPTION OF THE SERVICE

The Building Control Shared Service was created by transfer of staff to one organisation (Cambridge City Council, the “employing authority”) in October 2015, but it is not yet operating fully as a Shared Service, for a variety of operational and technical reasons. The aim is for it to be fully operational as a shared service from April 2016. Thus, this Business Plan sets out a range of development work which is still required to build the capacity of the Shared Building Control Service, and the full benefits of moving to a Shared Service are unlikely to be realised until the latter half of 2016/17.

Description & Functions of the Building Control Service

Local Authorities hold a statutory duty, to enforce the building regulations, imposed on the council under the Building Act 1984. This involves the examination of submitted plans, inspection of works on site and issuing of Approvals and Completion Certificates, and both informal and formal enforcement action. It provides an important part of the creation and conservation of safe buildings locally – contributing to both growth and heritage, and strengthening key partnerships between major partners (such as the university and colleges) and the Council. The Building Control section also carries out inspection and removal of dangerous structures.

Most of the work carried out by Building Control is subject to competition by Approved Inspectors: it is in the Councils' interest to retain fee earning work, especially work which is charged outside of the standard fee schedule and subject to an individual contract or partnership arrangement for enhanced services.

Building Control carry out work within the boundaries of the local authority areas but also enter into partnerships under the LABC partnership scheme under which they provide plan-checking and advice for partners throughout England and Wales.

Some councils have historically provided additional services within the BC work area. Currently, these are carried over into the Shared Service, but not provided across all council areas, and this will need to be subject to a review during the year to determine whether there are advantages in operating them across all areas. These include:

- street naming and numbering (CCC and SCDC)
- considerate contractor scheme (CCC)
- construction monitoring for Planning (SCDC and SCDC)

Establishing the service model will require clarity over the services to be provided and financial arrangements for services delivered on behalf of some but not all parties.

Staffing

Following TUPE and the creation of the new Shared Services Manager post outlined in the business case (July 2015), the establishment now comprises:

- 1 Shared Service Building Control Manager- *Alex Neilson in interim role*
- 4 Principal Building Control Surveyors- *0.4fte vacant, currently recruiting additional post*
- 15 Surveyors/ Senior Surveyors – *7 posts vacant, currently recruiting permanent posts – in the meantime agency cover.*
- 1 Apprentice – *2nd apprentice to be recruited Summer 2016*
- 1 construction monitoring officer (SCDC/ CCC only at present)
- 1 Building Control Support Manager – *currently recruiting. Will focus on business development*
- 5 fte technical support (*recruitment needed as result of City internal review of support services; exact number of posts subject to budget following Job Evaluation*)

There is a need to review the staffing establishment in order to ensure:

- adequate and effective leadership
- experienced staff able to deliver complex projects and mentor more junior/ trainee staff
- effective business support, working as a single team across two locations.

Aims & Priorities

The aims of creating the Building Control Shared Service are to:

- improved value for customers
- an attractive place to work
- safeguarding our clients, and income generation

In addition, the ongoing aims of the BC Service are:

- delivering a statutory service to ensure the safety and quality of the built environment, and to contribute to the creation of excellent building

- maintaining and improving service quality and transparency
- achieving a balanced budget through increased partnership income, appropriate fee charges, and effective management of costs

In our first stakeholder workshop as a shared service in January 2016, customers indicated that they really value our service, and trust the local authority brand: they asked us to continue to develop that service, and not to allow financial pressures to reduce the quality of staff, or to impact on the strong relationships with customers.

Our aims will contribute to the strategic outcomes of supporting growth and the local economy.

Service Model

The Building Control service will operate a single service from two hubs, based in Cambridge City and in Huntingdon, with staff deployed on the basis of their preference and the needs of the service. We will work to support surveying staff to be as mobile as possible, so as to reduce time travelling. We will keep under review the volume and type of work commissioned from each hub, in order to deploy resources effectively, and to manage the business.

We will operate as a single business unit, with one set of charges from April 2016, and as soon as we can implement a shared ICT system, we will have a single point of billing, and will streamline initial customer contact and performance management through our business support team.

As a new service, we need to carry out a significant amount of analysis in order to build the business – and to develop our business model in response to this. This includes collecting and analysing more customer feedback data, analysis of the wider building control market in the locality, and data on costs and performance.

Customers

Customers include individual householders, local residents and businesses; small builders; larger developers, land agents and other building services professionals such as architects, construction contractors, and structural engineers; corporate clients including the University, Healthcare trusts, Public bodies and Housing Associations.

Within the Councils, there is a close relationship with Planning and Estates functions.

There is a need to do far more detailed analysis of the business, to determine:

- Numbers and types of applications dealt with in different geographical areas, and how these have changed over time;
- How well the service performs in relation to competition – in different patches and in terms of different types of work (commercial/ residential/new build);
- Strength of partnerships, and success in winning work in different areas – together with an analysis of potential future tender opportunities based on knowledge of growth sites/ aspirations of key partners and others;
- Changes in client-base

Detailed customer profiling will support the development of a more detailed business plan, potentially including investment in marketing.

Governance

The BC Shared Service Board acts as an intelligent client, monitoring the performance of the service and informing future development. It feeds into the Shared Service Management Board any issues relating to implementation/ interface with other shared service programmes.

Service Quality

Cambridge City Building Control operates a Quality Management System assured to ISO 9001:2008 (revalidation March 2017). HDC also operate ISO, but are registered separately with a different organization. ISO is an important independent assessment of quality, and the business process review required to genuinely move to a shared service needs to take account of the requirements of ISO in order to win accreditation for the new service as a loss of ISO would impact on large tender opportunities.

Quality of service is key to retaining business and in particular to winning contracts for larger works. Enhanced services can include: early consultation; same day response; close working with other parts of the Councils

Fees

From April 2016, a single fee schedule will operate for all new work commissioned against the schedule and all tenders will be priced on the same hourly rate across the service.

In addition to fees earned against the schedule of charges, there is income from major projects won by formal tender submissions and fee proposals against a set level of service. There is a greater concentration of very large projects in the city, with some extremely valuable clients, but there are significant projects across the area, and these will increase in future. The new service needs to focus on how to win major projects, and to ensuring a confident and consistent approach to such submissions, backed up by continued high levels of service delivery.

C. FINANCIAL OVERVIEW

Shared Service Budget for next year – current draft below.

We are implementing a single fee structure from April 2016, but also actively working to develop better analysis of work done in order to understand and predict income in the future. This will be used for a full review of costs later in the year.

	Year 0*	Year 1		
	2015/16 £	2016/17 £	Savings** £	Savings %
Gross Budget	899,600	1,799,200		

Less Income	646,970	1,265,210		
Net Budget	252,630	533,990	***	
Less recharges (non Fee-earning)	97,735	195,470		
Net budget after recharges	154,895	338,520		
Fee-Earning a/c surplus/deficit	(14,365)	0		
Non Fee-earning a/c	169,260	287,740	50,780	15%
	154,895	287,740	50,780	
<p>* Yr 0 figures are for the 6 month period from Oct 15 to Mar 16. Year 0 figures assume savings already taken from Partners prior to baseline budget setting</p> <p>** Yr 1 savings are based on the minimum savings requirement of 15% of the 2015/16 full year Non Fee-earning a/c budget of £338,520</p> <p>*** Savings can only be applied to non-fee earning budget as fee earning is ring fenced to a trading account</p>				

D. STAFFING OVERVIEW

Staffing

Cambridge City Council is the employing authority. There is a Building Control Shared Service Manager post and an Interim Manager, Alex Neilson, recently took up his duties. There are also on-going attempts to recruit to vacant surveyor/ senior posts, but there is a recognised shortage of qualified staff in the East, and there may well be a need for further review of terms and conditions in order to maintain a service in competition with the private sector. An OD strategy is being developed to create a more unified team culture, but a review of staffing will be required in order to ensure that the service has capacity in the right areas.

Overall accountability for the BC service sits with the Building Control Project Board – a board comprising senior officers (Heads of Service), with the manager reporting directly into CCC Director of Environment (which will transfer to the Joint Director of Planning and Economic Development when this post is filled).

An apprentice has been recruited as a first step towards creating new career routes into BC, with a further apprenticeship planned, and potential to create new career routes.

Technical Support is a crucial part of the BC service. A new Business Manager post being recruited to build a

stronger business with a commercial and customer focus. The manager will lead a unified technical support team, who will need to play a leading role in reviewing processes and implementing more efficient ways of working.

In terms of skills – there is a number of very experienced staff within the service, but there is a need to recruit, train and develop new staff, and for some existing staff there is a need to broaden experience so that they have the necessary skills to undertake the more complex work required in larger projects. This will help to build a more resilient service and provide opportunities for staff to be involved in wider projects.

E. LOOKING BACK

Achievements

The Service is not yet fully operational as a Shared Service, and as such it is not possible to highlight achievements of the shared service since launch, but individually the three teams have continued to deliver under difficult circumstances, and ensure continuity of service. Teams are beginning to work together and provide more flexible services/ support each other – e.g. HDC have carried out plan-checking for other teams.

The 3C budget as a shared service is expected to be properly integrated from April 2016, and therefore anticipated savings will be quantified from that point.

There is as yet no shared performance data to quantify impact on customers, although current performance is greatly and adversely affected by a lack of capacity within the service. Going forward, the Shared Service will need to take a more flexible approach to the recruitment and retention of staff, without which it may not be commercially viable.

In terms of external accreditation – CCC and HDC are both currently ISO registered, but with different providers. SCDC do not hold this accreditation. CCC have found accreditation to be very important in bidding for external work, and it is therefore a priority to secure independent assurance of the new service as soon as processes have been harmonised and streamlined. Thus sorting out business processes is a major focus for 2016 (and loss of ISO is a major risk).

F. LOOKING FORWARD

Key Opportunities

- maintaining and growing business through better understanding of market/ improved business analysis
- getting team fully staffed to give capacity to respond to tenders / build relationships with partners
- easier access routes for customers
- sharing staff resource and skills across three teams so up-skilling staff and building resilience
- shared IT will improve efficiency as would single fee schedule and on line billing
- remote- and mobile-working would enable officers to work more efficiently

Threats

- increasing competition including from other LA shared services

- lack of capacity to deliver meaning we let customers down
- internal constraints limiting progress especially on HR issues.

What outcomes are we looking to achieve together?

- a) Sustaining and improving the high quality building control service provided to customers – measured against key performance indicators for quality as well as cost and timeliness
- b) Developing and supporting a strong team with appropriate skills – reviewing current staffing structure and T&Cs, recruiting to meet gaps, developing career pathways, supporting staff to train
- c) Maximising fee income and meeting financial break-even requirements as set out in Local Authority Charges Regulations
- d) Developing a better understanding of the business in order to retain or grow market share
- e) Undertaking a full business process review to reduce duplication, increase business efficiency – also to update documentation, improve customer service and then achieve ISO 9001:2008 accreditation
- f) Increasing the number of Business Partners under the LABC Partnership Scheme
- g) Promoting the shared service to existing and potential clients – including through stakeholder events/ seminars/ etc. and marketing/comms to launch new service

G. COMMUNICATION AND CONSULTATION

The Shared Service needs to communicate with stakeholders (existing customers but also householders) about the launch of the new service and to review all communications to a common template, new logo, etc. Also need single web access to the new service, linked from all three council websites and a direct access for existing clients.

Stakeholder forums – Cambridge City hold three or four a year, but whole service events will be needed going forward – the first shared service forum was held in January 2016.

The Shared Service collects customer feedback at Cambridge City but this will need to be rolled out across service, and to collect more customer intelligence through genuine engagement

SECTION TWO – OPERATIONAL PLAN 2016/17

This Section sets out the “Business as Usual” priorities and the activities that [3C Shared Building Control] will undertake to deliver value-adding services to customers.

Page 34	Priorities for the service	State where these priorities are outlined <i>(i.e. Corporate plans, ICT strategy)</i>	Actions that will deliver the priority	Outputs from the activity	Outcomes from the activity	Lead Officer
1	Deliver core BC services to customers – achieving KPIs for time and quality		<ul style="list-style-type: none"> -recruit manager and to existing surveyor vacancies - provide clear leadership, building focus on operational priorities - business review to ensure capacity focussed on priority areas 	<ul style="list-style-type: none"> - manager in post - principals supported to lead key service areas - full complement of staff - operating procedure in place to ensure work distribution/ emergency cover/ etc 	Functioning service able to deliver core service and with capacity to build business partnerships that require enhanced levels of service delivery	
2	Make services more transparent for customers		<ul style="list-style-type: none"> -review and harmonise fees -develop and implement new, common templates - review web-based access - implement single point of billing 	<ul style="list-style-type: none"> - single fee schedule - common letters/ templates/ comms - clarity over tel nos etc - improved on line access - single billing across the area with all payments direct to one LA 	<ul style="list-style-type: none"> - more coherent service, easier for customers to access - increased efficiency – reduced staff time wasted so allowing more focus on real business development 	

3	Make services more efficient	SS business case	<ul style="list-style-type: none"> - full BPR and implement streamlined processes and common templates - move to two hubs - interim IT solution to support the above - recruit new business manager and team - OD work to build single team culture 			
4	Full review of staffing	SS Business case	<ul style="list-style-type: none"> - review staffing structure once new manager is in place 	<ul style="list-style-type: none"> - modern, staffing structure that provides leadership and supports career development 	<ul style="list-style-type: none"> - existing staff concerns about TUPE/ T&Cs addressed - enhanced ability to recruit in future - trainees in post – succession planning 	

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Priority	Performance Measures <i>(provide a list only - target information is included in section 4)</i>	Dependencies <i>(ICT, Finance, Human Resources, accommodation etc)</i>	Key risks to delivery <i>(include how these will be mitigated)</i>
1	Speed of registration of applications	ICT	ICT, process review
2	Speed at which applications are examined	Staffing capacity	Lack of staff (plan in place but significant risks to delivery)
3	Customer satisfaction with service	Quality, capacity	Lack of staff capacity Customer confusion during implementation e.g. from different phone numbers, letters
4	Nominations submitted for Building Excellence Award		

SECTION 3: 2016/17 SERVICE DEVELOPMENT ACTIVITIES

Guidance on completing action plan tables for service improvement work and projects

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Development objective 1 – ISO Accreditation	<p><i>Describe the aim of the development project or activity. This should be written using SMART principles (Specific, Measurable, Agreed, Realistic, Timely)</i></p> <p>Achieve ISO recognition for the whole 3C BC service (Completion date to be discussed with ISO provider (s))</p>	Describe the desired outcome – what will it look like when it has been achieved?	Service will be ISO accredited – to achieve this, it will have clear, coherent and efficient processes in place to support service delivery and Quality Control	Lead officer	State Lead Officer’s name and post <i>Business Development Manager?</i>
Is this a Project? (Yes/ No) and description	<p><i>YES – this is a time-limited project to streamline processes and undergo the first ISO as 3c. From then on, maintaining ISO requires continuous service development, which is “business as usual”</i> <i>Work will involve changes to operations and processes</i></p>				
Business Benefits			How will it be measured?		
<p><i>Identify each business benefit (to customers, stakeholders and/or 3C strategic partners) and explain how each will contribute to the delivery of corporate and service objectives and will add value to core activities identified in Section 2 above.</i></p>			<p><i>All benefits must be measurable, either in financial or non-financial terms. Common measurements include savings or returns on investment, customer satisfaction and staff morale. Identify specific KPIs to include in Section 4 below.</i></p>		
<p>1. ISO supports service ability to win work through external tendering – a requirement in some tenders</p>			<p><i>Income achieved – large tenders bring in the most income and are those most dependent on external accreditation</i></p>		
<p>2. Efficient processes will support “business as usual” activities and will also support access to the business information/ analysis needed for further business development</p>			<p><i>Getting service back on track Managing costs of service downwards / releasing resources to focus on business growth rather than duplicative admin has impact on income achieved</i></p>		

Outputs & products	Resources	Responsible Officer	Target delivery date
Single IT system Single set of processes ISO documentation/ flowcharts Staff training	Additional resource required for BPR and interface of that to systems (e.g. creating templates); project dependent on appointment of business manager Interim BPR resource	Business Manager (once in post) – <i>until then, workstream lead</i>	June 2016.
Key risks	Failure to achieve ISO leads to loss of high value contracts Dependent on single IT system – interface with ICT – further delays in commissioning this or in implementation will put ISO at very significant risk		

Development objective		Describe the desired outcome – what will it look like when it has been achieved?	Lead officer	
2 – Specification and Procurement of Shared IT for BC and Planning	Moving to a secure, sustainable IT solution that supports data feeds to planning and enables mobile working by BC where appropriate - TIMESCALE dependent on Planning and Growth workstream, this project sits across both. Single, integrated planning system in use by planning, growth and BC (and potentially other services) across the three Councils.	BC surveyors are able to access files/ quotes/ plans etc whilst on site, and to work remotely from all office locations/ hubs/ other places, reducing travel time. Single system streamlines support function and interfaces smoothly with the Planning records of the councils	Lead officer	<i>State Lead Officer's name and post TBC</i>

Is this a Project? <i>(Yes/ No) and description</i>	<i>Yes – it is a project but it may have a significant implementation period of potentially 2 – 3 years.</i>		
Business Benefits	How will it be measured?		
<i>Identify each business benefit (to customers, stakeholders and/or 3C strategic partners) and explain how each will contribute to the delivery of corporate and service objectives and will add value to core activities identified in Section 2 above.</i>	<i>All benefits must be measurable, either in financial or non-financial terms. Common measurements include savings or returns on investment, customer satisfaction and staff morale. Identify specific KPIs to include in Section 4 below.</i>		
1. improved customer experience through better customer interface into IT	Customer feedback		
2. more efficient service – reduced surveyor time spent on administrative tasks			
3. improved business data to allow market analysis and business development			
4.			
Outputs & products	Resources	Responsible Officer	Target delivery date
IT specification	Workstream Lead to work with ICT (Technical Architect) to produce draft specification by end May	Workstream Lead + Technical Architect	Spec – end May '16, fully tested system March '18
Key risks	Costs not yet identified Complex project connecting across multiple workstreams – risk of delay		

<p>Development objective 3 – Commercial Analysis and Approach</p>	<p>Move to a commercial approach to support business growth by March 2017</p> <ul style="list-style-type: none"> - carry out detailed business analysis to understand current market share - identify realistic growth (or stabilisation) targets in key market sectors by Sept '16; - for 15/16 – targets need to be about stabilising/ avoiding loss of customers, but we need targets and plans for growing market share 	<p>Describe the desired outcome – what will it look like when it has been achieved?</p>	<ul style="list-style-type: none"> - service fully understands its position in the local BC market, including market share, key strengths, and changes over time - regular business analysis supports key business decisions in commercial environment - percentage market share stabilises and business invests in growing priority areas 	<p>Lead officer</p>	<p><i>State Lead Officer's name and post</i></p> <p>Shared service BC Manager</p>
<p>Is this a Project? (Yes/ No) and description</p>	<p><i>Yes – work is unique in so far as not yet in place – but should become business-as-usual once key posts (SS Manager and business manager) are filled and the business analysis/ review/ planning cycle becomes standard</i></p>				
<p>Business Benefits</p>			<p>How will it be measured?</p>		
<p><i>Identify each business benefit (to customers, stakeholders and/or 3C strategic partners) and explain how each will contribute to the delivery of corporate and service objectives and will add value to core activities identified in Section 2 above.</i></p>			<p><i>All benefits must be measurable, either in financial or non-financial terms. Common measurements include savings or returns on investment, customer satisfaction and staff morale. Identify specific KPIs to include in Section 4 below.</i></p>		
<p>1. Business is able to stabilise and potentially to grow</p>					
<p>2. Staff understand business priorities and are able to contribute more to business development</p>			<p><i>Staff satisfaction, use of skills</i></p>		
<p>3.</p>					
<p>4.</p>					

Outputs & products	Resources	Responsible Officer	Target delivery date
Detailed business analysis of current position and 15/16 work; reports, templates and scripts for regular business analysis	Business manager – probably plus some additional input either from tech team or elsewhere	Business manager plus BC Board	<i>August 2016</i>
Key risks	Risk of not-doing is loss of market share Risk of doing – need to ensure capacity not diverted too much from key tasks to establish the business-as-usual framework and ISO		

SECTION 4 – KEY PERFORMANCE INDICATORS (KPIs)

Organisational, Service and Corporate Plan Performance Indicators

The table below should list organisational performance indicators (KPIs) applying to the service, key PIs from the action plan in section 2A and any PIs from partners’ Corporate Plans that this Service is responsible for reporting against.

KPI Reference and Description	Reporting frequency	2015/16 Target	2015/16 Final Outturn	2016/17 Target	2016/17 Year End Estimate
Key Service PIs (to be selected from the action plan at section 2A)					
Applications examined in 3 weeks	Monthly	Varies by LA	Not known*	75%	
Applications examined in 5 weeks	Monthly	Varies by LA	Not known	90%	
Applications registered in 2 days	Monthly	Varies by LA	Not known	75%	
Customer Satisfaction			Not known	80%	
Nominations submitted for Building Excellence Awards				At least 6	
* we will seek to get performance date for the final quarter January – March 2016, to provide a baseline for improvement (whilst noting/ recognising the higher performance levels of some services in previous years)					
Corporate Plan KPIs (all PIs in the Corporate Plan that your service is responsible for should be listed here)					

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To: Executive Councillor for Environment & Waste
Draft Report by: Simon Payne, Director of Environment
Relevant scrutiny committee: Environment - 15 March 2016
Wards affected: Newnham, Market

IMPROVEMENT OF SILVER STREET PUBLIC CONVENIENCES – OUTCOMES OF OPTIONS SCOPING

Non - Key Decision

1. Executive summary

1.1 This report details the outcome of outline scoping work on options to improve the existing City Council provided public toilets located beneath the Silver Street river bridge approach.

2. Recommendations

2.1 The Executive Councillor is asked to consider the results of the scoping exercise on the various options identified, and support further development work (including detailed design and public consultation) on potential variations around Option 2 (street level on existing site).

3. Background

3.1 On 12 January 2016 Environment Scrutiny Committee, and the Executive Councillor for Environment, Waste and Public Health, considered a report outlining a number of potential concept options for the improvement of the existing public toilets situated in Silver Street.

3.2 The report outlined the difficulties and challenges faced in maintaining and operating the existing facilities, and the poor level of service they offer to users. It also identified a number of constraints, and potential opportunities, associated with various options for their improvement.

3.3 Investigation and scoping work has now been undertaken on a number of options as outlined in the report. This has involved the production of architectural concept drawings and a technical appraisal of the opportunities and constraints associated with each option, an indication of the likely costs involved in taking each forward and the

views of key stakeholders including planning, conservation and heritage interests.

- 3.4 Whilst the work was incomplete at the time of the Committee meeting in January, Councillors were able to consider typical conceptual architectural drawings for some of the options under consideration. This provided useful feedback in informing the ongoing work.
- 3.5 Whilst welcoming the work and the range of options being explored, the Committee felt that the possibility of locating new purpose built facilities on public open space such as Queens Green was not supported and should therefore not be explored further. This view was supported by the Executive Councillor.

4. Outcomes from Options Scoping

- 4.1 The criteria for the technical options scoping work were outlined in the 12 January report to this Committee, and the principal findings are set out in **Appendix A**. A summary of the main points, for each of the options considered, is laid out below. Artistic illustrations showing how each of the options could appear are included as **Appendix B**.

Minimal refurbishment of the existing facilities (Option 1)

- 4.2 There are potentially two different variations for this option based upon retaining the existing below ground facilities, from a largely cosmetic 'facelift' with minor improvements to the access stairwell area to reduce water ingress, to additionally maximising toilet and/or kiosk provision beneath the canopy of the current small street-level building. Both options would minimise change to the existing street-scene and the necessary consents needed to secure scheme approval.
- 4.3 Whilst each variation could likely be provided quicker and at more modest costs than other more comprehensive options, they would have limited capacity, not overcome many of the inherent difficulties of the existing facilities (including a poor equalities offer), and limit opportunities to raise additional income to offset operational costs. The costs for providing such improved facilities would be in the lower to medium range; typically in the region of £220,000 (Ex VAT). However, value for money would be comparatively poor.

New above ground provision on existing site (Option 2)

- 4.4 A new lightweight structure to complement or replace the existing street level building could be provided, with the existing below ground facilities retained for alternative use or abandoned altogether.

This option would have the most impact upon the existing street-scene, so form would likely be equally important as function and the building would need to feature a high quality exterior finish. Either a modular form or bespoke architectural design building could be considered.

- 4.5 The new provision would be subject to planning and possibly listed building approval, and require street level adjustments including the possibility of service diversions. Capacity would depend on building size with consequent impact on the street-scene, but the equalities offer and opportunities to generate income and include kiosk/public information facilities would be good. The costs for providing such new facilities would be likely to be in the medium to high range compared with other options under consideration, in the region of £450,000 (Ex VAT) for an architectural version, and £370,000 (Ex VAT) for a modular version. Depending on the extent of the building, an allowance might also have to be made of £50,000 (Ex VAT) for a sewer diversion.

New partly below street provision on existing site (Option 3)

- 4.6 This option would raise the existing floor level and overcome the operational restrictions of the existing facilities, whilst minimising the visual impact at street-level. It would be bespoke and high quality, with the potential to include significant enhancement to the street-scene and public realm (possibly at a raised level). The equality offer would be good with easy access from a new orientation of the steps and new ramp, it would maximise capacity, opportunities to raise income and could incorporate kiosk/public information facilities.
- 4.7 It would, however, require significant structural and street level adjustments including the possibility of service diversions, planning and likely listed building consents. The cost of providing such new facilities would be higher; currently estimated to be in the region of £440,000 (Ex VAT). This could be more given the risks inherent in undertaking structural alterations. Depending on the extent of the building, an allowance might also have to be made of £50,000 (Ex VAT) for a sewer diversion.

New remote provision within short walking distance (Option 4)

- 4.8 The Supplementary Planning Document for the redevelopment of the Old Press / Mill Lane site neither specifically requires, nor excludes, the possibility of incorporating toilet facilities available for use by the general public within the new build.

It is currently anticipated to be several years before redevelopment of the site would be likely to be completed.

- 4.9 The provision of new purpose built facilities on open green space such as the corner of Queens Green would minimise the requirement on the existing Silver Street site and offer greater opportunity for potential re-use of the space here. It could also incorporate kiosk/public information facilities.
- 4.10 New service connections would be required but these are not expected to be complicated, with no significant diversion. The potential costs involved are also likely to be lower than for some of the other options considered; in the region of £240,000 (Ex VAT).

5. Views of key stakeholders

- 5.1 In addition to seeking the views of local councillors, further dialogue has been undertaken with other key stakeholders, including the Council's own planning and conservation teams, and Historic England, to identify the likely suitability, and acceptability, of each of the options considered. Work has also been ongoing to establish precise ownership extents, and responsibilities. The latter was yet to be concluded at the time this report was prepared.
- 5.2 The Council's urban design and conservation teams favour minimising the visual impact on the sensitive local environment and, in this context, favour the provision of suitable and appropriate facilities on the existing Silver Street site above potential open green space alternatives. Historic England's interest is primarily focused on the existing site where they are similarly keen to minimise adverse impacts.
- 5.3 An Anglian Water sewer runs beneath Silver Street between the existing below and above ground toilet provision. New build either above or adjacent to this is subject to their consent and this would inevitably impact upon options to improve facilities on the existing site. There may be some flexibility, although this will likely impact on costs, and depending on the options favoured for further investigation, discussions will commence with Anglian Water around the detail.
- 5.4 Cambridgeshire County Council is understood to own the structure of the existing Silver Street river bridge, retaining walls and balustrade details and inspection and maintenance is undertaken by its highways service. Irrespective of ownership, the authority's consent is likely to be needed for any significant amendment to the existing provision, and particularly those requiring amendment to the structure.

6. Next steps

- 6.1 Environment Scrutiny Committee, and the Executive Councillor for Environment, Waste and Public Health, are asked to consider the outcome of the recent work and determine suitable options for further more detailed investigation, to include consultation with the public.
- 6.2 If this work is able to commence following the meeting in March it is anticipated that a public consultation might be undertaken from late spring / summer 2016 with one or two more detailed designs. It will be important to capture the views of users of the existing facilities along with those of local residents and other stakeholders, and with visitors to Cambridge peaking during the summer months this would seem to be the ideal time to consult.
- 6.3 The results of this exercise would then be reported back to this Committee, and Executive Councillor, for consideration. It is anticipated this could enable a 'preferred' option to be identified (and potential planning and listed buildings applications submitted) from late summer / autumn 2016.
- 6.4 Depending on the feedback received and the ease in identifying a preferred option to be taken forward to detail design stage, subject to obtaining the necessary support and consents, it is currently anticipated that the improvement work could potentially be undertaken during the winter to spring 2017 period, with the new facilities being available for use by the public from summer 2017 onwards.

7. Conclusion

- 7.1 The existing public toilets in Silver Street are well used but significantly outdated, costly to maintain and operate, regularly out of service and the source of regular complaints. They are in need of significant improvement to bring them up to current standards befitting a city with a tourism offer such as Cambridge.
- 7.2 The options investigated would all deliver improvements but to differing degrees and at differing costs. Their likely acceptability within the locale also varies.
- 7.3 On the basis of the investigation work undertaken thus far, the option (including variations thereof) to provide new street-level facilities on the existing site adjacent to Silver Street bridge would appear to present the best balance between the principal determinants of

opportunity and usability, practicability and cost, and environmental considerations including local acceptability, and sensitivity towards heritage and visual impact. However, significant care will be needed to ensure the new building is in keeping with the local environment and able to secure the necessary approvals.

- 7.4 Environment Scrutiny Committee and the Executive Councillor are consequently asked to consider the results of the scoping exercise and determine a suitable option, or variations thereof, for further detailed investigation and to include consultation with the public.

8. Implications

(a) Financial Implications

£20,000 has been secured through the Capital programme feasibility fund to meet the costs of officer time, and professional advice, in developing a suitable solution to Full Business Case stage. Up to £437,000 is potentially likely to be available to deliver the project (subject to approval), funded from the Public Conveniences Programme (now UD016).

(b) Staffing Implications

Staffing resource, and expertise, to manage the development and ultimately delivery of the project is available within the Streets and Open Spaces service and will be supplemented with specialist professional advice as the need arises.

(c) Equality and Poverty Implications

An initial Equality Impact Assessment accompanies this report (**Appendix C**). This will be updated as necessary through the lifeline of the project. All public realm infrastructure improvements are designed in accordance with the 2010 Equalities Act, and national standards, to accommodate the needs of those with specific needs. The overall impact of the project is anticipated to be positive.

(d) Environmental Implications

Any improvement of the existing facilities will need to accord with current environmental and sustainability requirements. It is anticipated that this project, overall, will have a +L (low positive) impact on climate change.

(e) **Procurement**

The improvement project will be delivered in accordance with the Council's contract procedure rules. Wherever possible the work will be undertaken using in-house resource, or via existing framework arrangements. To ensure value for money the larger elements of work may need to be procured via competitive tender processes.

(f) **Consultation and communication**

Consultation and communication for the project will be proportionate to the nature, scale and scope of the proposed improvement. It is anticipated that there will be widespread engagement, and consultation, with stakeholders and the public prior to a final decision being reached. The project is likely to be a sensitive one and throughout its development appropriate opportunities will be taken to publicise progress.

(g) **Community Safety**

The improvement is expected to enhance pride of place, and community cohesion, and should therefore have a positive impact on community safety.

7. Background papers

These background papers were used in the preparation of this report:

Item 16/48/ENV Options Regarding Silver Street Public Toilets – Environment Scrutiny Committee, 12 January 2016

8. Appendices

Appendix A: Findings of options scoping appraisal
Appendix B: Visuals for Silver Street toilets options
Appendix C: Equalities Impact Assessment

9. Inspection of papers

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

Author's Name: John Richards
Author's Phone Number: 01223 458525
Author's Email: John.richards@cambridge.gov.uk

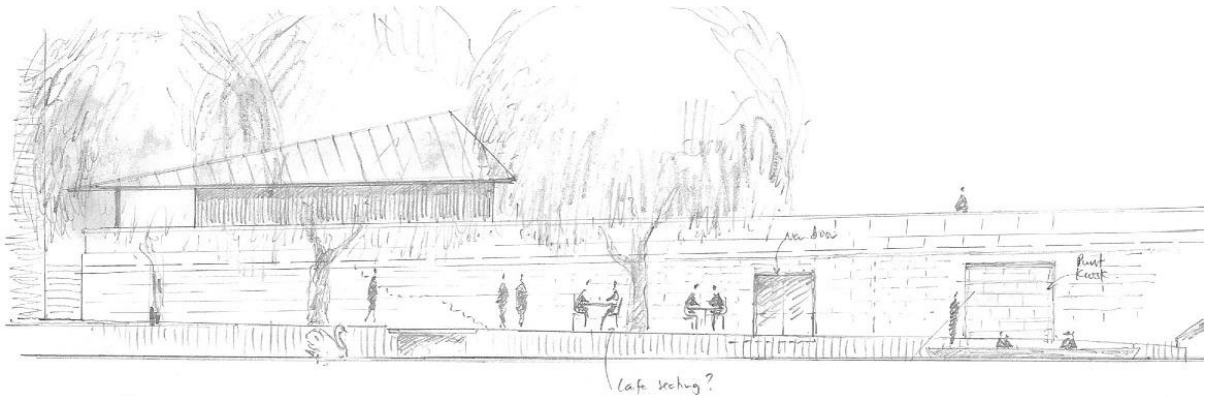
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OPTIONS	Advantages	Disadvantages	Stakeholder views	Key risks
<p>Minimal refurbishment of existing facilities</p> <p>(OPTION 1)</p> <p>Provisional cost estimate – circa £212,000</p> <p>(plus £50,000 if sewer diversion necessary).</p> <p>All + VAT</p>	<p>Comparatively low costs;</p> <p>Little change to, or impact upon, existing street scene in locale;</p> <p>Opportunity to add canopy to staircase to deter water ingress;</p> <p>Likely no requirement for Planning or Listed Building Consents.</p>	<p>Deteriorating asset, which will become increasingly costly to maintain;</p> <p>Prone to temporary closure, particularly from flooding;</p> <p>Poor equality offer, with very limited accessibility;</p> <p>Unattractive and security concerns;</p> <p>Limited potential to generate revenue;</p> <p>Inability to consider alternative uses for the existing space;</p> <p>Anglia Water may require realignment of access steps above existing sewer, or sewer diversion.</p>	<p>Council Urban Design and Conservation team favour option due to little interruption to existing street scene;</p> <p>Historic England has stated that they would not wish to see this option pursued.</p>	<p>Solution fails to deal with the core deficiencies of the existing facilities, including poor accessibility and equalities offer, damage and periodic closure due to flooding, and potential increasing operational costs;</p> <p>Consequent poor value for money.</p>

OPTIONS	Advantages	Disadvantages	Stakeholder views	Key risks
<p>Street level on existing site</p> <p>(OPTION 2)</p> <p>Provisional cost estimate – circa £442,000 – (Architectural version)</p> <p>Circa £365,000 – (Modular version)</p> <p>(plus £50,000 if sewer diversion necessary).</p> <p>All + VAT</p>	<p>Fully addresses accessibility and equality issues;</p> <p>Overcomes ‘underground’ effect;</p> <p>Overcomes existing operational difficulties;</p> <p>Varying capacity and choice of finishing;</p> <p>Potential commercial income from existing basement reuse, and/or above ground facility;</p> <p>Addresses existing asset issues in terms of flooding;</p> <p>Opportunity to incorporate kiosk facilities, and to consider a holistic approach to commercial trading activity on the bridge.</p>	<p>Subject to Planning and potential Listed Building approvals;</p> <p>Significant impact on existing street scene.</p>	<p>Urban Design and Conservation team, and Historic England, favour a ‘context sympathetic’ building in terms of scale and scope, especially to preserve views across bridge.</p>	<p>A suitable solution cannot be developed that sufficiently blends in with the locale to achieve the necessary consents;</p> <p>Potential additional sewer diversion costs.</p>

OPTIONS	Advantages	Disadvantages	Stakeholder views	Key risks
<p>Partly below street level on existing site</p> <p>(OPTION 3)</p> <p>Provisional cost estimate – circa £438,000</p> <p>(plus £50,000 if sewer diversion necessary).</p> <p>All + VAT</p>	<p>Improved accessibility, and addresses equality issues;</p> <p>Reduced ‘underground’ effect;</p> <p>Addresses existing asset issues in terms of flooding;</p> <p>Reduced impact upon street scene with opportunity to enhance public realm;</p> <p>Opportunity to consider holistic approach to commercial trading activity on the bridge, e.g. kiosk and café/information area;</p> <p>New stairs orientation integrates streetscape with separate toilet/kiosk.</p>	<p>Subject to Planning and potential Listed Building approvals;</p> <p>Some impact on existing street scene;</p> <p>Significant structural changes costly and subject to the necessary consents;</p> <p>Inability to consider alternative uses for the existing space.</p>	<p>Urban Design and Conservation team, and Historic England, favour a ‘context sympathetic’ building in terms of scale and scope, especially to preserve views across bridge.</p>	<p>A suitable solution cannot be developed that sufficiently blends in with the locale to achieve the necessary consents;</p> <p>Significant structural changes costly;</p> <p>Potential additional sewer diversion costs.</p>

OPTIONS	Advantages	Disadvantages	Stakeholder views	Key risks
<p>Off Site e.g. Queens' Green</p> <p>(OPTION 4)</p> <p>Provisional cost estimate – circa £239,000.</p> <p>All + VAT</p>	<p>Fully addresses accessibility and equality issues;</p> <p>Overcomes 'underground' effect;</p> <p>Overcomes existing operational difficulties;</p> <p>Choice of finishing, to complement locale;</p> <p>Minimal impact on existing Silver Street street scene, with sewer diversion unlikely;</p> <p>Potential commercial income, including incorporation of kiosk facilities;</p> <p>Comparatively non-complex build;</p> <p>Close to bus visitor drop-off position.</p>	<p>Impact on high value open green space;</p> <p>Lack of support from local Ward Councillors;</p> <p>Subject to Planning approval.</p>	<p>Urban Design and Conservation team unsupportive of this option given its potential impact on 'the Backs'.</p>	<p>Lack of support from local Ward Councillors;</p> <p>A suitable solution cannot be developed that sufficiently blends in with the locale to achieve the necessary consents.</p>



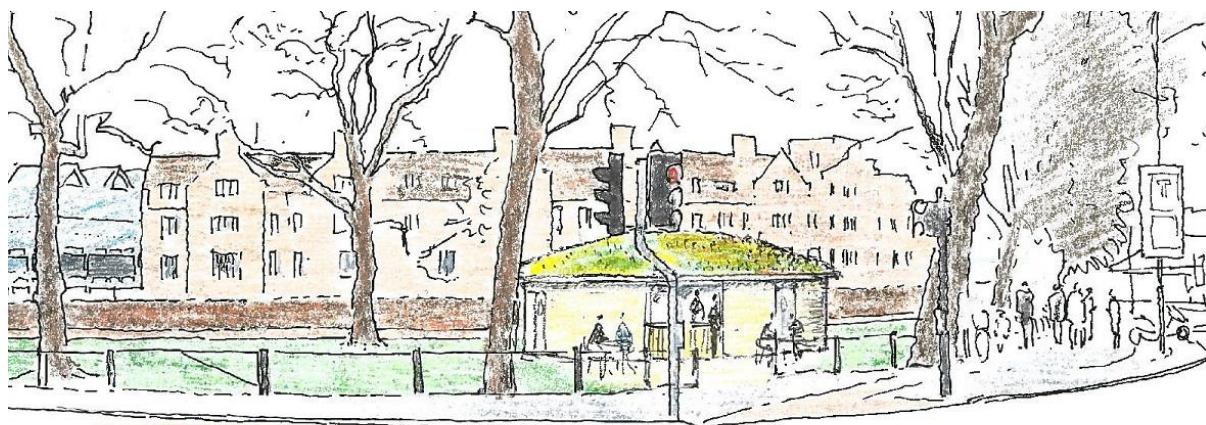
OPTION 2: Above Ground – Architectural – bespoke roof – integrated kiosk



OPTION 2: Street Level – Modular Portland stone finish – separate kiosk



OPTION 3: Partly Sunken – new stairs orientation – separate kiosk/disabled toilet



OPTION 4: Off Site e.g. Queens' Green

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 Suzanne Goff, Strategy Officer on 01223 457174 or email suzanne.goff@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:

Improvement of Council provided public convenience facilities in Silver Street, Cambridge.

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

To improve the existing toilets to a level more suited to current needs – both for users (many of which are visitors to the city) and the Council who are responsible for their upkeep.

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):

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: Environment

Service: Streets and Open Spaces

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):

Cambridge City Council S&OS, Planning, Conservation, Estates and Legal teams
Cambridgeshire County Council (as Highway Authority)
Historic England
The Planning Inspectorate

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 – in particular, please consider any safeguarding issues for children and vulnerable adults)

The project is expected to have a significant positive impact – for younger and older people in respect of accessibility, and concerns relating to crime.

(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)

The project is expected to have a significant positive impact on the usability of the facilities for disadvantaged groups – particularly in relation to accessibility.

(c) Gender

The project is expected to have a significant impact, by including scope to provide individual gender neutral cubicles as a replacement for the existing segregated facilities.

(d) Pregnancy and maternity

The project is expected to have a positive impact, by improving access and including scope to provide specific facilities for users included in this group.

(e) Transgender (including gender re-assignment)

The project is expected to have a positive impact, by including scope to provide individual gender neutral cubicles as a replacement for the existing segregated facilities.

(f) Marriage and Civil Partnership

No specific impact anticipated.

(g) Race or Ethnicity

No specific impact anticipated.

(h) Religion or Belief

No specific impact anticipated.

(i) Sexual Orientation

The project is expected to have a positive impact, by including scope to provide individual gender neutral cubicles as a replacement for the existing segregated facilities.

(j) Other factors that may lead to inequality – in particular – please consider the impact of any changes on low income groups or those experiencing the impacts of poverty (please state):

The existing public toilets in Silver Street are maintained by Cambridge City Council. They are largely below street level suffering poor access, are cramped and out-dated and suffer from a number of operational difficulties. They present an unpleasant working environment to Council, and service provider, staff – many of whom are on relatively low incomes. They are also unpleasant, and inconvenient, to users – many of whom are visitors to Cambridge and for whom the toilets provide a poor initial impression of what the city has to offer.

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

None

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 Suzanne Goff, Strategy Officer, who will arrange for it to be published on the City Council's website.
Email suzanne.goff@cambridge.gov.uk

10. Sign off

Name and job title of assessment lead officer: John Richards

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

Date of completion: 8th December 2015

Date of next review of the assessment: N/A



To: Executive Councillor for Environment, Waste and Public Health: Councillor Peter Roberts
Report by: Frank Harrison Team Manager (Commercial)
Relevant scrutiny Environment 15/3/2016
committee: Scrutiny Committee
Wards affected: All

BUSINESS REGULATION PLAN 2016-17

Not a Key Decision

1. Executive summary

Cambridge City Council is responsible for enforcing food hygiene and health and safety enforcement in its area, and is required to produce an annual plan clarifying how this will be achieved. The Business Regulation Plan needs to clearly define the objectives permitting the Council to fulfil its responsibilities for the year, and confirm that it has committed sufficient resources to facilitate this work. The plan needs to be submitted to the Council for their consideration prior to its formal approval. The Plan is a large document and therefore this year an Executive Summary has been produced as Appendix A which identifies all of the key aspects of the full report, which is available to view in full, and if approved by committee will imply approval of the full Plan.

2. Recommendations

The Executive Councillor is recommended:

To approve the Business Regulation Plan for 2016-17

3. Background

Cambridge City Council is the enforcement authority for food safety and health and safety within the City. As such, the authority is required to ensure that it provides adequate resources and commitment to fulfilling these responsibilities, and to show how this will be achieved in the Business Regulation Plan for 2016-17.

The plan identifies the work required of the Commercial Team proposes to do, the demands imposed upon the service that will impact on its ability satisfy the plan and the resources available to it to achieve this obligation.

Our obligations as the food authority is imposed on Cambridge City Council by Regulation EC No. 178/2002, which establishes the duty of a food authorities, and the Food Safety Act, 1990, which clarifies the capacity and role of authorised enforcement officers within each food authority.

Our obligation under the Health and Safety at Work, etc. Act, 1974, imposes the responsibility for the enforcement of the Act on to authorised local authority officers, but requires of the local authority to provide sufficient resources to fulfil this duty.

Through these statutes, Cambridge City Council is directly required to appoint sufficient suitably qualified officers to undertake these duties and to provide them the resources to achieve this work. Furthermore, the Business Regulation Plan 2016-17 outlining these obligations must receive the consent of the Council, thereby ensuring that the authority has understood and agreed to its obligations, and has permitted sufficient resources to achieve the objectives.

The Commercial Team is responsible for enforcing health and safety in approximately 2,000 businesses and food safety in approximately 1,300 businesses in the city.

The nature of the work proposed to be undertaken during 2016-17 is specified in the submitted plan but summarised in the abbreviated Executive Summary as Appendix A

4. Implications

(a) Financial Implications

The exact financial allocations required to fully fund this service have not as yet been determined for 2016-17, but will be in line with the amounts allocated for the previous years for this service; these have been set out in the plan for consideration.

(b) Staffing Implications (if not covered in Consultations Section)

The staffing implications for the service are expected to be reduced compared to 2015-16 by 0.6 FTE, as set out in the plan.

(c) Equality and Poverty Implications

An Equality Impact Assessment has not been carried out as the service is not changing any practices from that which it has delivered for many years. The work of the Commercial Team seeks to allow the Council to fulfil its legal obligations, with no bias, discrimination or any other consideration other than the requirements of the laws enforced by the service.

(d) Environmental Implications

It is not expected that the proposals contained in the Business Regulation Plan 2016-17 will have any environmental implications for the Council or for the businesses in the City who are affected by the plan.

As part of this section, assign a climate change rating to your recommendation(s) or proposals. You should rate the impact as either:

- Nil: to indicate that the proposal has no climate change impact.

(e) Procurement

There are no foreseeable procurement implications associated to the adoption of the Business Regulation Plan 20-1716.

(f) Consultation and communication

The Business Regulation Plan 2016-17 is produced to set out how the Council will meet its obligations to enforce food safety and health and safety in the City. The plan needs to be formally adopted by the Council, and be available to the Food Standards Agency or the Health and Safety Executive should they require access to it or during any audit of the work of the Commercial Team to assess how the Council meets this legal obligation. The plan needs to state only how the Council will meet its obligations, and does not need to go through a consultation process with service users.

Once approved, the Business Regulation Plan 2016-17 will be made available via the Council's Webpages.

(g) Community Safety

The role of the Commercial Team is to enhance safety in the City; the Business Regulation Plan 2016-17 defines how this will be achieved during the year.

5. Background papers

These background papers were used in the preparation of this report:

The Business Regulation Plan 2016-17 – Full Copy Appendix

6. Appendices

Appendix A

Executive Summary of The Business Regulation Plan

7. Inspection of papers

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

Author's Name:	Frank Harrison
Author's Phone Number:	01223 - 457902
Author's Email:	frank.harrison@cambridge.gov.uk

CAMBRIDGE CITY COUNCIL

ENVIRONMENT HEALTH SERVICES

COMMERCIAL TEAM

**BUSINESS REGULATION PLAN
2016-17
Executive Summary**

Drawn up in accordance with the
Food Standards Agency's
Framework Agreement Amendment No. 5 (April 2010)
and the
Health and Safety Executive's
Guidance to Local Authorities

February 2016

SECTION 1 : REPORT BACKGROUND

1.1 Summary

- 1.1.1 This summary report identifies the background within which the Commercial Team operates in the City, a review of the work carried out over 2015/16, and the identification of the work the service intends to undertake during 2016/17.
- 1.1.2 The full Business Regulation Plan for 2016/17, as required to be produced by both the Health and Safety Executive and the Food Standards Agency, is available as a background paper from the Commercial Team.

1.2 Background

- 1.2.1 According to the 2011 Census, the city has a population of approximately 124,000, which is an increase of more than 10% over the previous census. There are approximately 3,000 businesses in the City, with the Commercial Team responsible for enforcing health and safety in approximately 1,700 businesses, and food law enforcement in approximately 1,100 food businesses. Many businesses in the City are established, but there is a known turnover of food business of approximately 15% each year, with an estimated similar turn-over in the non-food businesses sector.
- 1.2.2 The Health and Safety risk rating distribution for the businesses in the City (as of February 2016) is as follows:

Health and Safety Risk Rating	Number of Businesses
Category A	1
Category B1	48
Category B2	421
Category C	1,564

Table 1: The distribution of businesses in Cambridge based on Health and Safety risk rating (as of February 2016)

1.2.3 The food business risk rating profile (as of February 2016) is as follows:

Food Hygiene Safety Risk Rating	Number of Businesses*
Category A	1
Category B	34
Category C	268
Category D	569
Category E	447
Approved Premises	0

Table 2: The distribution of food businesses in Cambridge based on their Food Hygiene Safety rating (* figures as of February 2016)

1.2.4 The Commercial Team operates the Food Standards Agency (FSA) Food Hygiene Rating Scheme (FHRS), which rates food businesses between 0 (urgent improvements necessary) to 5 (very good). This is a publically accessible rating scheme to allow food business customers to have a greater knowledge about the hygiene standards present in the food business at the time of the last inspection. Food businesses meeting their legal obligations are rated 3 to 5, whilst those failing to do so are rated 0 to 2; this threshold is known as Broadly Compliance.

SECTION 2 : SUMMARY REPORT

2.1.1 Review of the Commercial Team Intervention Programme 2015/16

2.1.1 During 2015/16 the service experienced significant staffing matters, including the resignation of two authorised enforcement officers and the retirement of the dedicated health and safety technical officer. This reduction has had an impact on the availability of staff to carry out the programmed work, as can be seen in the subsequent tables 4 and 5.

2.1.2 Review of Health and Safety Enforcement Work Plan for 2015/16

2.1.2.1 During the year 2015/16, the Commercial Team undertook the following health and safety work;

Proposed Health and Safety Work	2015/16 target ¹	Actual Work ²
Full Programmed Health and Safety Inspections	0	10
Alternative Health and Safety Interventions ³	185	92
Hazard spotting during non-health and safety interventions	250	337 ⁴
New Business Inspections	200	
Health and Safety Complaint Investigations	120	65
Investigations under RIDDOR	70	55
Total number of Interventions	825	559
Number of Formal Letters served	Not set	42
Number of Enforcement Notices served	Not set	2

1 = Targets taken from the Business Regulation Plan 2014/15

2 = Figures are extrapolated for the year, based upon work up to February 2015.

3 = Includes; Business Assessment via Questionnaires or targeted partial assessments, etc.

4 = Categories combined due to changes in intervention coding imposed by HSE

RIDDOR = The Reporting of Incidents, Diseases and Dangerous Occurrences Regulations, 1995 (as amended)

Table 3: Review of Health and Safety Performance against the work Proposed in the 2015/16 Health and Safety Work Plan

2.1.2.2 Table 3 (above) shows the number of interventions that the Commercial Team has carried out ;

- To deliver a risk based intervention programme of the commercial businesses in the City due an intervention during the year,
- Investigate all complaints and carry out appropriate enforcement action.
- Investigated four serious health and safety related accidents, 3 involving falls from height and 1 involving the scalding of a young child
- To carry out an initial assessment of the risks posed by new businesses starting in the City during the year,
- To maintain, develop and assess businesses associated with our Primary Authority Partnership (PAP).

2.1.2.3 The service also;

- Started the processes required of the Government's Better Regulation Development Officer to commence a second PAP with a nationally recognised food restaurant chain, and

2.1.3 Review of Food Safety Interventions for 2015/16

2.1.3.1 During the year 2015/16, the Commercial Team has undertaken the following food safety work;

Proposed Food Safety Work	2015/16 target ¹	Actual Work Undertaken ²
Programmed Food Safety Inspections (Cat, A to C)	310	175
Alternative Food Safety Interventions (Cat. D & E) ³	268	307
New Food Business Inspections	200	114
Sampling Interventions	15	14
Food Complaint Investigations	330	328
Infectious Disease Investigations	145	110
Total number of Interventions	1268	1048
Number of Formal Letters served	Not set	490
Number of Enforcement Notices served	Not set	9
Level of Broadly Compliant food businesses	93%	93% ⁴ & 98% ⁵

¹ = Targets taken from the Business Regulation Plan 2014/15

² = Figures are extrapolated for the year, based upon work up to February 2015.

³ = Intervention as part of a targeted project, including the assessment of food mobiles or market stalls registered with another food authority, food stalls at outdoor events, etc.

⁴ = Number of broadly compliant food businesses excluding re-rating

⁵ = Number of broadly compliant food businesses including re-rating post completion of required improvement

**Table 4: Review of Food Safety Performance against the work Proposed
in the 2015/16 Food Safety Work Plan**

2.1.3.2 Table 4 (above) shows the number of interventions that the Commercial Team has carried out ;

- To deliver a hazard based, food safety targeted intervention programme of the registered food businesses in the City due an intervention during the year
- To register and carry out an initial assessment of the food hazards posed by all new food businesses starting in the City during the year
- A programme of food or environmental (work surface and equipment) sampling in food businesses in the City, based upon national, regional or local initiatives
- To investigate food hygiene associated complaints received during the year
- To investigate the reported infectious disease cases associated with the City, working with both Public Health England and the Health Protection Agency.

2.1.3.3 The service also;

- Improved the food hygiene standards in the food businesses to achieve a FHRS broadly compliance rating of 92.8% (as of February 2016) at the time of the inspection and 97.8% (as of February 2016) following a reassessment of the food businesses after undertaking the necessary work highlighted during the inspection; the service objective was to achieve a broadly compliance rating of 93% before re-rating. The inability to achieve this objective has been affected by the reduction in staffing levels.
- Worked in partnership with the County Health and Wellbeing Board to develop and launch a healthier eating initiative
- Provided taught and on-line food safety training to individuals and businesses both within and outside of the City
- Developed and delivered a new food allergen awareness workshop for food businesses both within and outside of the City
- Identified new opportunities to develop income generation for the service, including the development of new targeted training and business improvement services aimed at raising the standards of the businesses within the City.

2.1.4 Additional interventions undertaken during 2015/16

2.1.4.1 In addition to the previously mentioned work, the Commercial Team has also carried out other work for the benefit of the community. This included;

- Public Health work
- Working with the neighbouring local authorities to ensure consistency and uniformity of enforcement for food and health and safety interventions
- Continuing to work with a local IT business to try to develop an IT based HACCP focused food safety system
- Working with locally based community groups to offer targeted foreign language food safety training
- Identified and developed income generation initiatives for the service such as new targeted training to the Thai Community and the Chinese Community
- Investigated approximately 145 reported infectious disease cases, working with both Public Health England and the Health Protection Agency

2.2 The Proposed Work of the Commercial Team for 2016/17

2.2.1 The Scope for the Proposed Work

2.2.1.1 Both the HSE and the FSA require Cambridge City Council to state how it intends to meet its obligations to carry out its enforcement duties; this section will clarify this for the year 2016/17. However, it must be considered that the service has obligations other than those identified in this Business Regulation Plan. The Commercial Team is primarily an enforcement service enforcing health and safety, food safety and certain elements of statutory nuisance legislation as applied to the commercial sector in the City of Cambridge. As such, the service will continue to deliver a programme of proactive and reactive interventions aimed at ensuring that the business community is safe and legally compliant. This will continue to be the main method by which the service will satisfy the Council's obligations to fulfil the requirements of the HSE and FSA, to ensure that our businesses are legally compliant.

2.2.1.2 The service also provides an educative and advisory role, and will attempt to work cooperatively with the business community to provide them with the resources they may require to develop, grow and hopefully be more successful, thereby being better able to contribute to addressing the Council's anti-poverty strategy. As this is a charged service, the income generated will contribute to the off-setting of some of the costs for undertaking this work.

2.2.1.3 Cambridge City Council has adopted an Anti-poverty Strategy aimed at minimizing the economic disadvantage faced by some of the residents of the city. The Commercial Team has embraced this strategy and aims to work to offer resources and opportunities to reduce any disadvantage suffered by the target populations. The service has developed initiatives to target the more socially deprived wards to see if there is an opportunity to help raise the knowledge about healthier food and more hygienic food processes. This work is also in partnership with the County Council Public Health Directorate and aims to meet the objectives of both the anti-poverty strategy and the Government's Responsibility Deal to improve health standards.

2.2.2 The Health and Safety Interventions for 2016/17

2.2.2.1 All businesses that fall under the health and safety enforcement regime for the Commercial Team will receive an inspection or intervention appropriate to the risks they pose and the guidance offered by the Health and Safety Executive. To this effect, the service will proactively inspect category A rated businesses, whilst businesses rated B1 to C will receive an intervention appropriate to the lower risks they pose.

2.2.2.2 All new businesses will be inspected to allow the risks posed by the business to be assessed. This will allow the Commercial Team to risk rate the business, which will in turn allow the service to subsequently consider the most appropriate intervention regime.

- 2.2.2.3 All reactive notifications received giving the service local intelligence about the condition of a business will be assessed, and, subject to the notification identifying a potential risk to the business user, will be investigated to determine the most appropriate course of action. Reactive notifications include the receipt of accident notifications or complaints about the conditions in the business.
- 2.2.2.4 Food businesses that are visited will also receive a health and safety hazard spotting assessment. If this assessment is sufficient to risk rate the business, the rating will be changed accordingly. If the assessment is not sufficient, the intervention will be record on M3 to determine the next inspection due date.
- 2.2.2.5 To allow the businesses in the City to develop, the Commercial Team will offer advice & assistance as part of any intervention involving the business. In addition, the service will also offer a targeted training and mentoring service intending to work with the business, thereby allowing it to develop its own strategy for compliance and a targeted approach to our industrial and trading estates.
- 2.2.2.6 Businesses which are based in the enforcement areas of more than one local authority are able to enter into a partnership with one specific local authority. This is the principle of the Primary Authority Partnership (PAP) Scheme as managed by the Government’s Better Regulation Delivery Office. The Commercial Team currently has two existing partnerships, a health and safety PAP with Ridgeons Ltd, and a food hygiene and health and safety PAP with Nandos Chickenland Ltd. The service will continue to work during 2015/16 to develop additional PAP where appropriate.
- 2.2.2.7 The table below outlines the proposed health and safety interventions planned for 2015/16;

Programmed Inspections – High risk businesses only	0
Alternative Interventions – Non-high risk businesses	
• Hazard Spotting, as part of non-health and safety interventions (estimated)	400
• New Business Inspections (including food businesses) (estimated)	450
Complaint Investigations (estimated)	120
Investigations under RIDDOR	70
Development of targeted partnership schemes	
Provision of Health and Safety Training – subject to demand	
Total number of Interventions	1040

Table 5: The Proposed Health and Safety Interventions for 2016/17
(Numbers based upon an estimation of the work as of February 2016)

2.2.3 The Food Safety Interventions for 2016/17

2.2.3.1 All food businesses that are due an intervention during 2016/17 will receive the appropriate level of intervention as permitted by the Food Standards Agency

- Businesses rated A, B or C or with a FHRs score of 0, 1 or 2, will receive a full or partial targeted inspection
- Businesses rated D or E, and with a FHRs score of 3 to 5 will receive either the same type of intervention as identified above, or an alternative intervention. This may include a targeted partial inspection or a business self-assessment using a low risk questionnaire if the business has been visited within the previous three months and assessed for food safety due to another reason, including following a complaint or request for assistance by the food business.
- All new food businesses will be visited and fully hazard assessed within 28 days of their opening or registration if this is later. This will allow the Commercial Team to hazard rate the business, allowing the service to subsequently consider the most appropriate intervention regime. The new premises inspection will also include a health and safety assessment if appropriate.

2.2.3.2 All reactive notifications received giving the service local intelligence associated with, or about the condition of specific food businesses will be assessed, and, subject to the nature of the matter, will be investigated to determine the most appropriate course of action.

2.2.3.3 To allow businesses in the City to develop, the Commercial Team will offer advice & assistance as part of any intervention carried out. In addition to this, the service will also offer targeted training and a mentoring service with the intention to work with the business to help it develop and become fully legally compliant.

2.2.3.4 As highlighted in 2.2.2.6 (above), if food businesses are potentially eligible under a PAP scheme, the Commercial Team will consider developing new partnerships where appropriate.

2.2.3.5 The table overleaf outlines the proposed food safety interventions planned for 2015/16 (figures are based upon the information available as of February 2016);

Programmed Inspections – total	629
A rated food businesses due an inspection	1
B rated food businesses due an inspection	24
C rated food businesses due an inspection	164
Alternative Interventions	
D rated food businesses due an intervention	316
E rated food businesses due an intervention	124
New Business Inspections (estimated)	200
Premises Sampling Interventions (estimated)	10
Complaint Investigations (estimated)	330
Infectious Disease Investigations (estimated)	100
Development of targeted partnership schemes	
Provision of Food Safety Training – subject to demand	
Total number of Interventions	1269

Table 6: The Proposed Food Safety Interventions for 2016/17
(Numbers based upon an estimation of the work as of February 2016)

2.2.4 Proposed FHRS objective for 2016/17

2.2.4.1 During 2016/17, the Commercial Team will encourage all food businesses to improve their ratings, and aim to achieve an overall standard of 93% (before re-rate) broadly compliance for those qualifying food businesses inspected during the year. Alongside this objective, the service will also work with food businesses to encourage more of them to display their FHRS window stickers. It is hoped that by having more broadly compliant businesses in the city, and by encouraging consumers to actively consider this guide, the rate of display will also increase.

2.2.5 Proposed Additional Interventions for 2016/17

2.2.5.1 As mentioned, the Commercial Team undertakes significantly more work than just that required by the HSE or FSA. As this work impacts upon the team and the City, this section summarises this additional work.

2.2.5.2 The table below outlines the proposed additional interventions planned for 2016/17;

<u>Statutory or Obligatory Undertakings</u>	
Statutory nuisance investigations	
Enforcement of smoking legislation	
Consultee for licensing and planning enquiries	
Liaison and partnership working with other council services	
Liaison and partnership working with other organisations	
<u>Discretionary Undertakings</u>	
Primary Authority Partnership Scheme	Maintenance of existing partnership
	Development of new partnerships
Introduction of work associated with the public health agenda	
Introduction of a healthier eating strategy	
Introduction of work associated with the anti-poverty strategy	
Development of targeted community liaison	
Implementation of a business mentoring scheme	
Development of a business targeted training strategy	
Development of an income revenue strategy	

Table 7: Proposed Additional Interventions for 2016/17

2.2.5.3 The service has adopted the need to target issues associated with both the Council's anti-poverty strategy, the Public Health Obesity Strategy and the Government's Responsibility Deal. To this effect, the Commercial Team will undertake the necessary work required to pilot the healthier food initiative as referred to in 2.1.3.1 (above). Associated with this pilot, the Commercial Team also proposes to work in partnership with the County Council Public Health Directorate to target families associated with schools in the more socially deprived schools in the city to educate them about healthier and more hygienic food, thereby contributing to the objectives of both the anti-poverty strategy and the Government's Responsibility Deal to improve local health standards.

2.2.5.4 In addition to the above interventions, and due to financial constraints being imposed on the council, all departments are being required to review their services to try to identify opportunities for either savings or new income generation. The Commercial Team will continue to consider income generation during 2015/16.

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