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## Cambridge City Council

### COMMUNITY SERVICES SCRUTINY COMMITTEE

**To:** **Scrutiny Committee Members:** Sinnott (Chair), Ratcliffe (Vice-Chair), Abbott, Austin, Barnett, Bird, Gillespie and O'Connell

**Alternates:** Councillors R. Moore and Nethsingha

**Executive Councillors:** Johnson (Executive Councillor for Communities) and O'Reilly (Executive Councillor for City Centre and Public Places)

*Despatched: Monday, 20 June 2016*

**Date:** Thursday, 30 June 2016

**Time:** 2.30 pm

**Venue:** Committee Room 1 & 2, The Guildhall, Market Square, Cambridge, CB2 3QJ

**Contact:** James Goddard

**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 7 - 30*)

To approve the minutes of the meeting on 17 March 2016 and 26 May 2016.

#### 4 Public Questions

#### 5 Record of Urgent Decisions taken by the Executive Councillor for

## **Communities**

To note decisions taken by the Executive Councillor for Communities since the last meeting of the Community Services Scrutiny Committee.

5a Changes to the provision of Midsummer Fair in 2016 Cultural Manager  
(Pages 31 - 48)

5b Midsummer Fair 2016 Committee Manager (Pages 49 - 54)

### **6 Record of Urgent Decision Taken by the Director of Environment**

To note decision taken by the Director of Environment since the last meeting of the Community Services Scrutiny Committee.

6a Urgency Powers to Settle Claim Regarding Alexandra Gardens Trees  
Director of Environment (Pages 55 - 56)

### **Items for debate by the Committee and then decision by the Executive Councillor**

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

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

<b>Decisions for the Executive Councillor for City Centre and Public Places</b>
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### **Items for debate by the Committee and then decision by the Executive Councillor**

7 **2015/16 Revenue and Capital Outturn, Carry Forwards and Significant Variances - City Centre and Public Places Portfolio** (Pages 57 - 66)

<b>Decisions for the Executive Councillor for Communities</b>
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### **Items for debate by the Committee and then decision by the Executive Councillor**

- 8**      **2015/16 Revenue and Capital Outturn, Carry Forwards and Significant Variances - Communities Portfolio** *(Pages 67 - 74)*
  
- 9**      **Leisure Management Contract Extension** *(Pages 75 - 84)*
  
- 10**     **Anti-Poverty Strategy Progress Update** *(Pages 85 - 104)*
  
- 11**     **Strategic Review of Community Provision** *(Pages 105 - 116)*
  
- 12**     **Use of Generic S106 Developer Contributions**  
  
Report to follow
  
- 13**     **Interim Approach to Specific S106 Contributions: Follow-up Report**  
  
Report to follow

# Information for the Public

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Between 9 a.m. and 5 p.m. the building is accessible via Peas Hill, Guildhall Street and the Market Square entrances.

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**COMMUNITY SERVICES SCRUTINY COMMITTEE**

17 March 2016

2.30 - 5.55 pm

**Present:** Councillors Sinnott (Chair), Ratcliffe (Vice-Chair), Austin, Benstead, Bird, Holt and O'Connell

Executive Councillors: Johnson (Executive Councillor for Communities) and O'Reilly (Executive Councillor for City Centre and Public Places)

**Officers:**

Director of Customer and Community Services: Liz Bisset

Director of Environment: Simon Payne

Head of Streets and Open Spaces: Joel Carré

Sport & Recreation Manager: Ian Ross

Streets and Open Spaces Development Manager: Alistair Wilson

Urban Growth Project Manager: Tim Wetherfield

Senior Asset Development Officer: Anthony French

Public Art Officer: Nadine Black

Committee Manager: James Goddard

**Other Councillor Present:** Gillespie (Market Ward Councillor)

**FOR THE INFORMATION OF THE COUNCIL****16/61/Comm Apologies**

Apologies were received from Councillor Sarris, Baigent and Reid.

Councillors Benstead and Holt attended as Alternative Members.

**16/62/Comm Declarations of Interest**

<b>Name</b>	<b>Item</b>	<b>Interest</b>
Councillor Austin	16/65/Comm	Personal: Member of Cambridge Rowing Club.

**16/63/Comm Minutes**

The minutes of the meeting held on 14 January 2016 were approved as a correct record and signed by the Chair subject to the following amendment:

16/50/Comm Declarations of Interest

Councillor O'Connell's partner, not Councillor O'Connell, was a Trustee of Encompass Network.

**16/64/Comm Public Questions**

Under paragraph 4.2.1 of the Council Procedure Rules, the Chair used her discretion to alter the order of the agenda items. However, for ease of the reader, these minutes will follow the order of the agenda.

Members of the public asked a number of questions regarding river moorings (minute item 16/69/Comm), as set out below.

- 1. A member of the public raised the following points:**
  - i. Expressed concern that a private company would be responsible for operating the fines system.**
  - ii. Expressed concern that visitors may park in resident's moorings and so force them into other areas where they may be fined for illegally parking.**
  - iii. Asked that homes/boats were not treated like cars.**
  - iv. Expressed concern that demand for moorings may exceed supply.**

The Executive Councillor for City Centre and Public Places responded:

- i. Contract law wouldn't be implemented retrospectively.
- ii. The proposed 6 hour visitor mooring time limit had been discounted as an option.
- iii. Council staff would be responsible for imposing fines, this service would not be outsourced.
- iv. People with mooring licenses would not be subject to fines.

The Streets and Open Spaces Development Manager said that contract law would enable officers to move visitors from residents' moorings.

- 2. A member of the public felt his lifestyle was under threat from mooring charges as he was concerned he would no longer afford to live on the river.**

The Executive Councillor for City Centre and Public Places responded:



- i. Reiterated that mooring fines were not aimed at licensed boats.
- ii. Said that all issues would be reviewed in the mooring policy paper coming to Community Services Scrutiny Committee in summer 2016.

The Streets and Open Spaces Development Manager said that Central Government guidance was expected in future regarding low income families.

**3. Mr Bristol raised the following points:**

- i. **He had signed a moorings contract.**
- ii. **Living on the river was a lifestyle choice.**
  - **The cost of living on the river was increasing.**
  - **Expressed concern that he would be arbitrarily moved on from moorings.**
- iii. **Queried who would be affected by contract law.**
- iv. **There was no formal retraction of notices asking people to move their boats although the notices had been superseded.**

The Executive Councillor for City Centre and Public Places responded:

- i. She was working with Cam Boaters to liaise with the boating community.
- ii. There was no intention to move existing boating community members from their current moorings. The intention was to bring in a policy that would apply in future. A regulatory measure was needed to protect long term mooring occupiers.

**4. Ms Hurst raised the following points:**

- i. **Referred to the Moorings Civil Contract Law Approach addendum and said this had been published very close to the date of the committee.**
- ii. **Stated the moorings consultation period was not long enough.**
- iii. **Hoped the City Council, Cam Boaters and Cam Conservators continued to work in partnership.**
- iv. **Vulnerable moorings users needed to be safeguarded.**
- v. **Asked for confirmation that visitors would not be allowed to moor in residential moorings.**
- vi. **Asked for confirmation that contract based enforcement would not be used on residential moorings.**
- vii. **Queried if safeguards would be written into the residential licence agreement in case residents were forced to park in visitor moorings due to a lack of space.**

- The Executive Councillor for City Centre and Public Places responded:
- i. Undertook to work with Cam Boaters in future.
  - ii. The addendum was published late due to technical reasons. A number of late responses were received to the Contract Law Model Consultation, these did not change the recommendations, but it was thought best to publish them.
  - iii. Licensed and existing residents' boats would be excluded from fines even if signs on the river did not explicitly say this.
  - iv. Enforcement action could be taken against visitors illegally mooring in residential areas through fines if the officer recommendations were agreed later in committee.

The Streets and Open Spaces Development Manager said contract law was intended to stop visitors using residential moorings. The City Council had a duty of care before taking enforcement action. If the officer recommendations were agreed later in committee then the Streets and Open Spaces Development Manager would look to amend the residential licence agreement and signage to clarify who would be affected by fines.

**5. Mr Ukarnis raised the following points:**

- i. Visitors were not given enough time to moor in the city and visit it.**
- ii. Penalty payments would discourage people from using moorings.**
- iii. The river could attract visitors to the city.**

The Executive Councillor for City Centre and Public Places responded:

- i. A major problem was the backlog of boats in the wrong moorings. This would be addressed through the evictions process, which would take time.
- ii. Contract law would be more of a deterrent as action could be taken faster. However, it would not be retrospective.

The Streets and Open Spaces Development Manager said visitors could stay in their moorings for 48 hours. There was no clear support or objection to this from the consultation, so the proposal was left unchanged. It could be reviewed in future.

**6. Councillor Sinnott referred to a written statement from Mr Tidy circulated to the Committee. She asked for a definition of reasonable condition that boats needed to be kept in (on behalf of Mr Tidy).**

The Streets and Open Spaces Development Manager referred to P2 of his report. A boat was considered to be in reasonable condition if it was safe and well maintained. It was part of the licence requirement to get a boat safety certificate. This did not cover aesthetics.

**7. The Committee noted written statements regarding river moorings from Ms Tillson and a Cambridge resident.**

**8. Councillor Gillespie raised the following points:**

- i. Expressed concern regarding the consultation process and because the EQiA was only provided the night before Committee.**
- ii. The impact of the Moorings policy on the boating community needed to be considered.**
- iii. Asked for a guarantee that a Public Space Protection Order would not be used on boaters.**

The Executive Councillor for City Centre and Public Places reiterated that contract law would not affect the existing boating community or be applied retrospectively.

## **16/65/Comm 2015/16 S106 Priority-Setting Round: Follow-Up Report**

### **Matter for Decision**

Following on from the 2015/16 S106 priority-setting report to this Committee last October, the Officer's latest report identified further needs and opportunities for allocating S106 contributions to strategic sports and community facility projects before the next round.

Two new eligible proposals had come forward in recent months which were ready to be considered now and would give the Council more room for manoeuvre to ensure that S106 contributions, due to expire before the end of 2017, are used on time.

### **Decision of Executive Councillor for Communities**

- i. Allocated up to £250,000 of strategic S106 outdoor sports funding as a grant to Camrowers for a joint project with Cambridgeshire Rowing Association to build a new community boathouse on the River Cam, subject to business case approval and community use agreement.**

- ii. Allocated up to £25,000 of strategic S106 community facilities funding for equipping the new community centre on the Darwin Green development in Cambridge, subject to business case approval.

**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 Urban Growth Project Manager.

In response to Members' questions the Urban Growth Project Manager and Sport & Recreation Manager said the following:

- i. Camrowers were allocated to use the boat house morning and evening.
- ii. Use of the boat house was split between Camrowers and clubs associated with the Cambridgeshire Rowing Association. Part of the community use agreement stipulated space allocation as 60% general and 40% Camrowers.
- iii. The City Council was working with Camrowers to provide a boat for disabled people's use. The Council had funded 2 adapted boats in 2015.
- iv. Rowing was being promoted to males and females of all ages through Camrowers. This requirement would be put into the Community Use Agreement over time.

The Committee unanimously resolved to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

**16/66/Comm General & Sunday Market Rent & Terms of Trading Review****Public Questions**

Members of the public asked a number of questions, as set out below.

**1. Mr Rice raised the following points:**

- i. A lot of rubbish in the market square area was caused by non-market traders, but they were charged for the clean up.**
- ii. There were insufficient facilities (eg gas) for food sellers at present. These should be improved before increased market stall charges were considered.**
- iii. Equality and fairness were important policy considerations. Suggested a clumsy one size fits all approach policy was proposed. Cold food sellers were not charged the same amount of fees as hot food sellers.**

The Executive Councillor for City Centre and Public Places responded:

- i. The intention was to streamline and simplify a complicated pricing process with a more uniform approach.
- ii. Cleaning costs were part of the charge for market stall rent to hot food sellers, regardless of who caused the mess.

The Head of Streets and Open Spaces responded:

- i. There was a noticeable increase in electricity costs in the last few years, which was reflected in charges to stallholders.
- ii. Recommended charges were now in-line with other city markets.
- iii. Cold food stalls were already charged for area cleaning as well as hot food sellers. Under the recommended changes, hot food sellers would pay an additional surcharge.

## **2. Mr Bernard raised the following points:**

- i. It was unfair to increase charges to all stallholders for area cleansing. People who caused any mess should be charged more.**
- ii. Took issue with the proposed charges, they would make it unprofitable to have a stall due to the high levels of competition (people would go elsewhere if the market became too expensive).**

The Head of Streets and Open Spaces responded:

- i. The intention was to attribute costs fairly.
- ii. The aim of the review was to simplify a 3 tier tariff into 2: premium and standard.
- iii. There was no differentiation between corner and perimeter stalls, both were premium.
- iv. The market was a popular venue. There was high demand for stalls and high occupancy of these due to high visitor numbers.

- v. The Council was reviewing market cleanliness and how to keep it so in future.
- vi. The Council supported traders through training and promotion. It was keen to promote the market.

The Executive Councillor for City Centre and Public Places added that some market traders would be hit harder than others by the increased charges, but this should only be a minority. It was hoped the price structure would assist the majority.

**3. A market trader raised the following points:**

- i. Took issue with the proposed increased charges.**
- ii. Traders had to provide their own facilities.**
- iii. People booked week day slots just so they could get weekend slots which were more profitable. (Council policy only allowed people to book whole weeks). This meant that stalls were empty during the week.**

The Executive Councillor for City Centre and Public Places responded:

- i. Proposed charges were benchmarked to be in-line with other markets across the country.
- ii. Referred to P57 of the Officer's report. Cambridge market costs were in-line with, sometimes cheaper than, other markets including smaller town ones.

The Head of Streets and Open Spaces responded:

- i. The Council tried to spread different types of stalls across the market, but people would be given a specific site upon request.
- ii. Officers had to be mindful of the impact of food stalls on others eg food smells on clothing stalls.
- iii. The Council had a duty of care regarding the market and would look into the impact of siting stalls to ensure that fire regulations were complied with.

**4. Councillor Gillespie raised the following points:**

- i. Asked that Member's did not accept recommendations in the Officer's report. Expressed concern that traders may lose their livelihood through increased charges.**
- ii. The market place had been neglected for decades. Members now had a chance to do something positive by investing funding raised through fees back into the market.**

- iii. **Traders had little confidence in support offered by Officers.**
- iv. **Traders had to clear up stall areas themselves.**
- v. **Expressed concern over health and safety in the market area due to uneven cobblestones.**
- vi. **Occupancy number were based on bookings not stall use. Stalls may be unused during the week so traders could get a weekend slot. The two should be separated, current regulations were unfair.**
- vii. **Suggested implementing incubator stalls to facilitate growth.**
- viii. **Took issue with the propose fees and charges.**
- ix. **The City Council should use the market as an income stream, but fairly.**

The Executive Councillor for City Centre and Public Places responded:

- i. Officers had liaised with Cambridge Past Present & Future about the market.
- ii. Uneven paving was the Highways Authority's responsibility.
- iii. The City Council did not have the resources to renovate the market area at present.
- iv. Actions to ensure the market was healthy in the short term:
  - Bringing fees in-line with other markets across the country.
  - Working with Cambridge BID to see how to invest in the market.

The Head of Streets and Open Spaces said that various officers were providing support to traders. They actively promoted the market and visited it every day. Expressed concern that traders did not feel supported and undertook to follow this up.

The Director of Environment said the market was an asset for the city. The intention was to co-ordinate cleansing and market support services. The market was cleansed early on a daily basis.

### **Matter for Decision**

The Officer's report followed a LEAN process review of the markets administrative procedures and the supporting financial reconciliation function as part of the Support Services Review. The recommendations were supported by the outcome of a benchmarking exercise to compare the offer of Cambridge markets with that of similar regional and national operators and would bring city charges up to parity.

### **Decision of Executive Councillor for City Centre and Public Places**

Agreed to:

- i. Adopt a dual premium/standard stall fee structure over all days to replace current multiple or flat rent structure.
- ii. Harmonise charges to bring Sunday rent in line with fees levied on Saturdays.
- iii. Adopt a £7 per pitch premium for traders licenced to sell hot food.
- iv. Adopt a £5 per pitch premium for traders operating on days not licenced.
- v. A 4% rebate to all traders that pay by direct debit and are trading at financial year end.
- vi. Withdraw credit of two weeks absence charges (holiday entitlement).
- vii. Adopt rental charges as outlined in section 3.13 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 Head of Streets and Open Spaces on behalf of the Markets & Street Trading Development Manager.

The Committee made the following comments in response to the report:

- i. A diverse market was a healthy market ie not limited to 1 – 2 stall types.
- ii. A lot of rubbish in the market square was caused by revellers not stall holders. Hoped that Officers would liaise with traders to address issues. An unclean market square caused a (poor) reputation issue for the Council.

In response to Members' questions the Executive Councillor for City Centre and Public Places said the following:

- i. Demand for stalls was higher than supply.
- ii. Cambridge BID was working with traders regarding market area cleaning. This would be included in the 5 year plan in future.

In response to Members' questions the Head of Streets and Open Spaces said the following:

- i. Undertook to check if market traders were offered an exit interview. Would implement one if not.
- ii. The intention was to simplify the pricing structure. It would be reviewed on an annual basis in future to ensure it was fit for purpose.



The Director of Environment said there was no conflict of interest between (independent) environmental health operatives and street cleaning operatives.

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

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

### **16/67/Comm S106 Developer Contributions: Taking Stock**

#### **Matter for Decision**

A report to this Committee March 2015 highlighted significant changes arising from restrictions (from April 2015) on the use of future S106 contributions. New ones had to be for specific projects and no more than five of these could be used/pooled for any particular project.

An interim approach to seeking new, specific S106 contributions was agreed and introduced last June. This anticipated a gradual build-up in securing new S106 funding alongside a need to strengthen the evidence base for justifying specific developer contributions. A review of the interim approach in early 2016 was requested – and this was the focus of the report for this item.

The Council may need to continue the interim approach for another year (at least) before the CIL system can be implemented locally.

The interim approach for new, specific contributions also needed to be viewed alongside the use of existing, generic S106 funds. In the last six months, over £2 million had been allocated to new priority projects.

Overall, the availability of generic S106 funding was tapering off and running down.

#### **Decision of Executive Councillor for City Centre and Public Places**

- i. Agreed that the Council's interim approach should now focus on seeking specific S106 contributions:

- a) primarily from appropriate **major** developments for projects relating to specific open spaces, community facilities and indoor and outdoor sports facilities;
- b) from both major **and minor** developments, as appropriate, for specific play area projects;
- ii. Approved the 'target lists' of possible specific play area and open space projects as a starting point for seeking new S106 contributions from planning approvals in 2016/17 as set out in Appendices B and C;
- iii. Noted the other improvements to make the interim approach to seeking specific S106 contributions simpler and more effective (see paragraphs 4.5 – 4.14 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 Urban Growth Project Manager.

In response to Members' questions the Urban Growth Project Manager said the following:

- i. Specific S106 contributions could only be entered into for mitigating the impact of particular developments at nearby facilities, where a case could be made (backed up by audit findings and other evidence) that this was necessary. For this reason, specific contributions would not be evenly spread across the city. This explains why the target lists of play areas and open spaces for which specific S106 contributions could be sought did not cover facilities in all wards.
- ii. S106 developer contributions were used to mitigate the impact of developments, not address areas of deprivation.
- iii. Whilst target lists of facilities for which S106 specific contributions could be sought were a starting point for negotiation. Specific contributions for other facilities may also be considered if it can be demonstrated that there is a strong need to mitigate the impact of a particular nearby development..

The Executive Councillor for City Centre and Public Places added that the Outdoor Play Investment Strategy would be a way to implement play

area improvements through funding separate to specific S106 contributions.

- iv. Alongside the arrangements for specific S106 contributions, the council still had some generic S106 contributions (from S106 agreements entered into before 6/4/2015), albeit that this funding availability is tapering off and running down. The next S106 priority-setting round would be in 2016/17. Officers would bring a report on the arrangements for this priority-setting round to the committee in June or September 2016.

The Committee unanimously resolved to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

### **16/68/Comm Coldhams' Common Management Plan**

#### **Public Question**

A member of the public asked a question as set out below.

#### **1. Mr Smith raised the following points:**

- i. Referred to barbed wire on Coldham's Common (P126 of the Officer's report). This prevented access and was a danger to animals. Requested it be removed.
- ii. Referred to a written statement submitted by Ms White, Vice Chair of Friends of Coldham's Common. Queried if there had been adequate consultation on the Coldham's Common Management Plan. Also, what was the timeframe for action?

The Senior Asset Development Officer said the wire was due for removal through the Management Plan, but there was a legal challenge on one section of the fence.

The Executive Councillor for City Centre and Public Places said the intention was to minimise the amount of wire on the Common and its removal would be a priority for action.

The Streets and Open Spaces Development Manager said recommendations in the Officer's report would lead to dialogue then action if approved. The Management Plan would be reviewed after a year then brought back to committee if there were any issues.

### **Matter for Decision**

Coldham's Common is one of the largest open spaces in Cambridge; it is widely used by people for a variety of different activities and is important for its natural habitats and the biodiversity they support. Cambridge City Council oversaw the management of the common for the people of Cambridge.

The 10 year management plan seeks to deliver a vision for Coldham's Common. Extensive public consultation had been undertaken to establish how local residents and visitors use and value the site. These views have been considered carefully when balancing the multifunctional uses and values of the common.

The plan collates information on important features of the common. Each feature review includes a brief description of why it is considered important, sets key objectives for the next ten years and proposes specific actions to achieve them. It also sets out a monitoring and review timetable for the actions.

A 5 year review of the plan is proposed to be consulted on in 2021.

### **Decision of Executive Councillor for City Centre and Public Places**

- i. Adopted the ten year Coldham's Common Operational Management Plan for implementation beginning April 2016;
- ii. Instructed officers to promote the new plan amongst stakeholders and users and invite volunteer participation in appropriate activities;
- iii. Instructed Officers to review the management plan in 12 months' time and report back any exceptions to Scrutiny Committee on the effectiveness of the management regime.

### **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 Streets and Open Spaces Development Manager.

The Committee unanimously resolved to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

## **16/69/Comm Moorings Civil Contract Law Approach**

### **Matter for Decision**

The Officer's report contained recommendations for amendments to, and the management of, the Council's visitor moorings.

The report summarised responses and also detailed issues and options that have been raised by respondents to a recent consultation on the introduction of a management regime for the regulation and enforcement of the City Council moorings based on civil contract law.

Feedback received through responses to the consultation supported the need for an effective enforcement policy for the efficient management of the City Council's River Moorings. As a consequence of receiving and considering feedback through the consultation process, officers' propose changes and new recommendations.

Community Services Scrutiny Committee previously considered a report on 8th October 2015 that set out two options to regulate moorings to overcome the current management issues; the civil possession claims for trespass to move on unauthorised boaters, and a contractual approach based on the Oxford Model, which sets out 'licence' terms that are a contract for the non-exclusive use of a space for a period of time.

The Officer's report made recommendations on continued formulation of a regulation policy using contract law principles in addition to the current civil possession claim for trespass.

### **Decision of Executive Councillor for City Centre and Public Places**

Instructed officers to:

- i. Retain the existing provision of a free 48 hour visitor mooring period, with no return for 7 days on designated moorings owned by Cambridge City Council;
- ii. Establish and implement a management regime based on civil 'contract law' as soon as practicably possible, that allows visitor boats to be regulated and enforced within the existing resources of the Council;
- iii. Work with Cam Boaters and the Cam Conservators on the process and procedures required to support a Contract Law Model; and
- iv. Review the existing River Moorings Policy and report back to Scrutiny Committee in October 2016.

### **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 Streets and Open Spaces Development Manager. This was supplemented with an addendum.

The addendum included an additional recommendation (shown in bold):

- i. To retain the existing provision of a free 48 hour visitor mooring period, with no return for 7 days on designated moorings owned by Cambridge City Council;
- ii. To establish and implement a management regime based on civil 'contract law' as soon as practicable possible, that allows visitor boats to be regulated and enforced within the existing resources of the Council;
- iii. To work with Cam Boaters and the Cam Conservators on the process and procedures required to support a Contract Law Model; and**
- iv. To review the existing River Moorings Policy and report back to Scrutiny Committee in October 2016 further recommendations.

The Chair ruled that under 100B(4)(b) of the Local Government Act 1972 the addendum from the Streets and Open Spaces Development Manager be considered despite not being made publicly available five clear days prior to the meeting.

The reason that this document could not be deferred was that it was impracticable to defer the decision until the next committee.

Liberal Democrat Councillors made the following comments in response to the report and addendum:

- i. Expressed concern at rule-in of the addendum and revised recommendations. Both documents were published late. There was insufficient time for councillors and the public to read and scrutinise the documents.
- ii. Expressed concerns about the moorings policy process. It felt rushed. The Council should take more time to find a solution with the boating community to tackle problems caused by a minority.
- iii. Requested the decision be deferred.

The Executive Councillor responded:

- i. The option to defer the report had been considered.
- ii. The contract law principle had come to committee before.
- iii. There were no material changes to the report in the addendum, so there were no material reasons to defer it.
- iv. There was a need to implement a sufficient deterrent (ability to take enforcement action) as soon as possible. Delaying the report would delay implementation of enforcement action for months until the next committee.
- v. The Executive Councillor had committed to the boating community 12-18 months ago that she would implement enforcement action, hence it coming to committee now.
- vi. Undertook to work with Cam Boaters to review any issues.
- vii. Approving the Officer recommendations today would put signs/processes in place to protect those who were licensed to use moorings. The intention was to tackle issues pre-summer when demand for moorings increased.

Labour Councillors made the following comments in response to the report and addendum:

- i. There had been sufficient time to read the Officer's report and addendum.
- ii. A decision should be taken today so that an enforcement action policy could be implemented as soon as possible. This would deter visitors from parking in residential moorings. People who did this were unaware of the impact they had on others when illegally parking in someone's permanent mooring.

In response to Members' questions the Executive Councillor said the following:

- i. Visitors would be allowed to stay for forty eight hours instead of six. Six hours was a provisional figure that had been discounted.
- ii. People in long term liveables had been encouraged to sign up to the moorings list, but not all had. The Council would work with Cam Boaters to ensure they did not 'slip through the net' in policy terms, but some engagement was required from the boating community so that a name appeared on the list at some point.

In response to a Member's question the Streets and Open Spaces Development Manager said the issue of moorings for holiday hire boats would be addressed in future.

The Committee resolved by 4 votes to 2 to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

### **16/70/Comm Public Art Projects**

#### **Matter for Decision**

In October 2015, it was reported to the Community Services Scrutiny Committee that new large scale public art projects would be developed and further details presented back to the Committee in 2016.

The Officer's report set out the proposed development principles and process for a new public art commission to promote and celebrate the story of the River Cam; including exploring its relationship to the foundation of Cambridge as a city, its ecology and also its social history.

The principal aim of the project is also to promote the use of the river and its environs; to understand its heritage, and encourage social engagement and leisure activities to the wider residents of and visitors to Cambridge.

The indicative budget for the project is up to £550,000, funded from currently £450,000 of strategic public art developer contributions (which cannot be spent on anything other than off-site public art, and must be spent within a limited timescale), and external grant applications.



The Officer's report set out the intended process to achieve a high quality programme of public art projects for Cambridge.

### **Decision of Executive Councillor for City Centre and Public Places**

Approved the development, implementation and completion of programme of public art projects for the River Cam with a maximum combined budget of up to £550,000 to be funded in part by Public Art Developer Contributions subject to Capital Programme Board and final project appraisal.

### **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 Streets and Open Spaces Development Manager. He withdrew the original recommendation and tabled a revised one (new text in bold):

To approve the development, implementation and completion of programme of public art projects for the River Cam with a maximum combined budget of up to £550,000 to be funded in part by Public Art Developer Contributions **subject to Capital Programme Board and final project appraisal.**

The Streets and Open Spaces Development Manager made these changes as the spend or authority to spend at Project Appraisal will need Community Services Scrutiny Committee sign off as the spend would be over £300,000.

The Committee supported the aims of the report.

In response to Members' questions the Executive Councillor for City Centre and Public Places said the following:

- i. When the report came back to committee for sign off, it could include details of which areas/wards of the city the S106 public art allocations came from.
- ii. The intention was to engage communities in the public art project

The Committee unanimously resolved to endorse the recommendation.

The Executive Councillor approved the recommendation.

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

No conflicts of interest were declared by the Executive Councillor.

The meeting ended at 5.55 pm

**CHAIR**

# Public Document Pack

Community Services Scrutiny Committee

CmSrv/1

Thursday, 26 May 2016

## COMMUNITY SERVICES SCRUTINY COMMITTEE

26 May 2016  
1.10 - 1.15 pm

**Present:** Councillors Sinnott, Ratcliffe, Abbott, Austin, Bird, Gillespie, O'Connell, Barnett

Executive Councillor for Communities: Richard Johnson

Executive Councillor for City Centre and Public Places: Carina O'Reilly

### FOR THE INFORMATION OF THE COUNCIL

#### 16/71/Comm Appointment to Outside Bodies

The Scrutiny Committee recommended appointment to the outside bodies listed below.

The Executive Councillor for City Centre and Public Places and the Executive Councillor for Communities agreed the following appointments.

	Number of allocation
<b>The Junction</b>	1 Labour 1 Liberal Democrat
Councillors – Ratcliffe, O'Connell	

	Number of allocation
<b>Cambridge Live</b>	1 Labour 1 Liberal Democrat
Councillors – Smith, O'Connell	

	Number of allocation
<b>Visit Cambridge and Beyond DMO</b>	1 Labour
Councillor O'Reilly	

	Number of allocation
<b>Cambridge BID</b>	1 Labour
Councillor O'Reilly	

	Number of allocation
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<b>Health and Wellbeing Partnership District Members Group</b>	1 Labour 1 Opposition Spokes
Councillors – Abbott Opposition Spokes – T.Moore	

	Number of allocation
<b>Health and Wellbeing Board</b>	1 Labour
Councillor – Abbott	

	Number of allocation
<b>Health Committee</b>	1 Labour 1 Liberal Democrat Opposition Spokes
Councillors – Abbott Opposition Spokes – T.Moore	

	Number of allocation
<b>Cambridge Local Health Partnership</b>	2 Labour 1 Liberal Democrat Opposition Spokes
Councillors – Johnson, Abbott, T.Moore	

	Number of allocation
<b>City and South Cambs Children's and Young People's Area Board</b>	1 Labour and Opposition Spokes
Councillors – Johnson Opposition Spokes - Austin	

	Number of allocation
<b>Addenbrookes Board of Governors</b>	1 Labour
Councillor Abbott	

	Number of allocation
<b>Cambridgeshire and Peterborough Military Covenant Board</b>	1 Labour
Councillor – Sarris	

	Number of allocation
<b>North West &amp; West Quadrant Community Forum</b>	1 Councillor
Councillor – Hipkin	

<b>Southern Fringe Community Forum</b>	Number of allocation
	1 Councillor
Councillor – Robertson	

	Number of allocation
<b>Clay Farm</b>	2 Directors
Councillors – Johnson, Robertson	
	Number of allocation
<b>Storey's Field Community Trust</b>	1 Labour 1 Lib Dem 1 Independent & Green
Councillors – Blencowe, Holt, Hipkin	

The meeting ended at 1.15 pm

**CHAIR**

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## CAMBRIDGE CITY COUNCIL

### Record of Executive Decision

**MIDSUMMER FAIR 2016**

**Decision of:** Councillor Richard Johnson, Executive Councillor for Communities

**Reference:**

**Date of decision:** March 2016                      **Recorded on:**

**Decision Type:** Non Key Decision

**Matter for Decision:** **Changes to the provision of Midsummer Fair in 2016**

**Why the decision had to be made (and any alternative options):** Midsummer Fair is a 10 day event covering significant parts and paths over Midsummer Common. Since the incident on 4<sup>th</sup> November 2016 (when a member of the public was seriously injured in the build up to Bonfire Night) the Council and Cambridge Live have taken advice from the Health & Safety Executive (HSE) to review arrangements for the management of events on open spaces, including Midsummer Fair. The Council and Cambridge Live have now concluded that it is not possible in the time available this year to organise the funfair aspect in a form which can guarantee compliance with HSE guidance. Therefore the funfair aspect will not take place in 2016. The Council understands this will be disappointing, particularly for traders and families who attend the funfair. The decision is being made now to provide fun fair operators with time to make alternative plans. We will continue to work with all parties in order to plan a safe and successful event in 2017. The traditional traders market is more straightforward and having received advice from the City's Safety Advisory Group, the Council believes this can be managed safely albeit with some changes and acknowledging there may be some extra cost to the Council. The Council will consult with those involved to see whether - in the absence of a funfair - if and how they wish to proceed in 2016.

- The Executive Councillor's decision(s):**
- a) The funfair aspect of the Midsummer Fair will be cancelled in 2016.
  - b) The Council will consult with the traditional traders' market to see if they wish to proceed with an event this year.
  - c) If the traders do not wish to proceed the event will not take place at all in 2016
  - d) The whole event will be reviewed – in discussion with stakeholders - for 2017.

**Reasons for the decision:** The Midsummer Fair is more complex than other fairs due to its scale, duration and management arrangements. The Council has concluded that more planning time is required to ensure the Midsummer Fair funfair can be run safely.

<b>Scrutiny consideration:</b>	The Chair and Spokesperson of Community Services Scrutiny Committee were consulted prior to the action being authorised.
<b>Report:</b>	A report detailing the background and financial considerations is attached.
<b>Conflicts of interest:</b>	None
<b>Comments:</b>	None



# Changes to the provision of Midsummer Fair in 2016

## 1.0 Background

1.1 Midsummer Fair is the most complex of all the events which take place on Midsummer Common, with prolonged 10 day event duration, a significant number of articulated vehicles and many adults and children temporarily living on the site. There is a multiplicity of contractual arrangements with up to 80 separate fair traders (the Fair is not run under the umbrella of a single organisation or individual). The event covers a number of paths over the common for its entire duration, all of which are used frequently by local cyclists and pedestrians. This year the event is due to take place between 22-27<sup>th</sup> June.

1.2 The Council is under no direct legal obligation to hold Midsummer Fair. The amusement element forms no part of the historic Midsummer Fair. The background to the historic fair is that it provided a concourse of buyers and sellers as a seasonal traders' market.

1.3 On 4<sup>th</sup> November 2015, a member of the public was injured during the set-up of the funfair for Bonfire Night. A Health & Safety Executive (HSE) investigation is still ongoing. The City Council has been advised by the HSE investigator that it should refer to HSE guidance on temporary workplaces in order to inform arrangements for vehicular movements and the safety of employees and pedestrians at future events. Cambridge Live is also reviewing its procedures and has been served a HSE improvement notice. The City Council has reviewed its processes accordingly and has been working with Cambridge Live to implement changes to the City Events (the Council events run by Cambridge Live).

1.4 The HSE requirements mean the footprint of the event, its scale and its management must be completely reconfigured to ensure vehicle and pedestrian separation. A significant number of footpath closures are inevitable and a range of temporary and permanent closures would need to be agreed with the County Council for the 10 day period which includes set-up, the event, and get-out.

1.5 The timescale for achieving this work is extremely tight and does not allow any room for slippage. All large-scale outdoor events are referred as routine to the City's Safety Advisory Group (SAG). SAG would want to appraise fully formed plans at their meeting on 7<sup>th</sup> April at the latest. The actions taken to remove the mixing of pedestrians and vehicles has the potential to create new risks around crushing, mass evacuations, and fire, all of which need to be considered, and which require input from the full range of emergency services. The City Council, Cambridge Live, the County Council and the local SAG need to have full confidence in the event management plans and their ability to implement these. The City Council and Cambridge Live now believe the timetable is too tight to pursue with confidence and

have examined other options, including not running any aspect of the event, and operating a smaller funfair. In summary, the assessment of these reached the following conclusions:

**Traders' market:** The Council recognises the traditional traders market is an important calendar date for traveller communities and would want to support this event if there was demand.

**Funfair:** Providing a funfair at the event in 2016 presents the following issues:

- The time needed to undertake a fair and transparent process to select a smaller funfair
- Footprint redesign work will require footpath closures which cannot be guaranteed
- There will be considerable additional expense in providing safety measures
- There is still uncertainty that plans can be formatted in time that are adequately compliant with HSE guidance and meet with SAG approval
- In principle it is a desirable option but there is too much uncertainty about deliverability

1.6 The Council and Cambridge Live have concluded that the funfair element is the aspect which underpins the concern around compliance and deliverability. Following discussion on this option at the SAG, Cambridge Live was been asked to plan for a Traders Market only. This was felt to be the only option with certainty of deliverability in the timescale. The SAG reviewed the option and saw no reason not to proceed with the plan.

1.7 Discussion will now take place with representatives of the market traders to ascertain whether this option is viable for them. If the market traders do not wish to attend the reconfigured event, then no event will take place. The Council will work with all stakeholders to reconfigure the event in a way which meets the health and safety requirements and looks at opportunities for adding value.

1.8 Cambridge Live will also discuss the plans for 2016 with local ward councillors and residents groups

1.9 The Council will continue to work with all parties in order to plan a safe and successful event in 2017

## 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](mailto: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:

Changes to the provision of Midsummer Fair 2016

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

Midsummer Fair is a 10 day event covering significant parts and paths over Midsummer Common. Since an incident on 4<sup>th</sup> November 2016 (when a member of the public was seriously injured in the build up to Bonfire Night) the Council and Cambridge Live have taken advice from the Health & Safety Executive (HSE) to review arrangements for the management of events on open spaces, including Midsummer Fair.

Midsummer Fair is the most complex of all the events which take place on Midsummer Common, with prolonged 10 day event duration, a significant number of articulated vehicles and many adults and children temporarily living on the site. There is a multiplicity of contractual arrangements with up to 80 separate fair traders (the Fair is not run under the umbrella of a single organisation or individual). The event covers a number of paths over the common for its entire duration, all of which are used frequently by local cyclists and pedestrians.

The Council is under no direct legal obligation to hold Midsummer Fair. The amusement element forms no part of the historic Midsummer Fair.

The timescale for achieving this work is extremely tight and does not allow any room for slippage. The SAG would want to see fully formed plans by 7<sup>th</sup> April at the latest. The actions taken to remove the mixing of pedestrians and vehicles have the potential to create new risks around crushing, mass evacuations, and fire, all of which need to be considered, and which require input from the full range of emergency services. The City Council, Cambridge Live, the County Council and the local Safety Advisory Group (SAG) need to have full confidence in the event management plans and their ability to implement these

Four possible options were identified in discussions with Cambridge Live.

- Option 1 - Run the Fair as it currently stands.
- Option 2 - Run the Fair but with a smaller Fun Fair element.
- Option 3 - Run the Traders Market with no Fun Fair.
- Option 4 - Cancel the whole event.

The HSE requirements mean the footprint of the event, its scale and its management must be completely reconfigured to ensure vehicle and pedestrian separation. A significant number of footpath closures are inevitable and a range of temporary and permanent closures would need to be agreed

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

with the County Council for the 10 day period which includes set-up, the event, and get-out.

The Council and Cambridge Live considered the options, consulted with the local Safety Advisory Group and agreed that it was not possible to reconfigure the event with a funfair in the time available in such a way that would give confidence that the event would fully comply with the Health and Safety Executive recommendations.

The Council understands this will be disappointing. The decision is being made now to provide fun fair operators with time to make alternative plans. It was not appropriate to consult on this decision as the decision was taken on health and safety grounds and the outcome of any consultation would not have had a material effect in relation to the decision.

The traditional traders market is more straightforward and having received advice from the City's Safety Advisory Group, the Council believes this can be managed safely albeit with some changes and acknowledging there may be some extra cost to the Council. Therefore, the option of running the market element of the event only is still under consideration. There will be continuing dialogue with Safety Advisory Group, and consultation with the traders and the traveler community to see whether they wish to proceed with the event in the absence of a funfair.

Briefing with traders and fair operators will be carried out by Cambridge Live, timed to with the public release of this decision, using letter, email, phone and communication through third parties.

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

X Residents

X Visitors

Staff

A specific client group or groups (please state):

Market Traders, Fair Traders, The Showman's Guild, the traveller community

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

X New

Revised

Existing

**5. Responsible directorate and service**

Directorate: Communities, Arts and Recreation

Service: Culture and Community

**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 Live, County Council, Health and Safety Executive.

## 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.

### Background Information

- Cambridge Live was launched on 1st April 2015 and took over delivery of the City Events programme. The organisation works in partnership with the City Council and many local organisations who contribute to the wide ranging events across the City and beyond. Cambridge Live also contributes to the cultural life of the city through the Corn Exchange and Guildhalls programme and delivery of the Cambridge Folk Festival. [Further details about Cambridge Live.](#)

### The History of Midsummer Fair

- It's thought the Fair's origins lie in a gathering of young people which took place once a year, to participate in 'music, singing, wrestling matches and other games.' In 1211, King John granted the charter for Midsummer Fair to Barnwell Priory which lay between Newmarket Road and the River Cam.
- However, by the early 1500s, the Mayor and Corporation of Cambridge had gained control of the Fair. This was one of the most important medieval trading fairs in Europe, with goods such as wood, iron and steel arriving via the River Cam. The hiring of labourers and servants, and the buying and selling of horses continued here until the early 20th century.
- The horse and cattle sales attracted many travellers who still come to the Fair in large numbers. Entertainment has largely taken over from trading. However, the Mayor still continues the time-honoured tradition of parading and proclaiming Midsummer Fair open by scattering pennies to the crowd. [More on its history](#)
- Last year, the fair took place from Wednesday the 24th of June until Monday 29th June 2015 the evaluation highlighted the following:
  - 150 pitches were taken in total by showmen and traders.
  - Wednesday and Saturday particularly busy with a total estimated attendance of around 30,000 over the whole event.
  - Heritage Lottery funded a [film documentary](#) produced by Cambridgeshire Film Consortium and Coleridge College after school film club about how the very first films shown in Cambridge from 1896 were at Tudor's Circus and the Cambridge Midsummer Fairs
  - Accessible session for Castle School & children from other local special schools.

**(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 event is open to people of all ages.
- Specific provision has been made for younger people through an educational marquee & activities (especially aimed at traveller children).
- Potential impact as the Fair and its rides play an important part of the attraction of the event and is particularly appealing to some young people and children.
- Events, such as the Fair, can be an important part of Traveller life and offer opportunities to connect with other travellers in a relatively safe environment.
- **For further information about Children, Young People and Older People in Travelling Communities:** In 2006, Ormiston Children and Families Trust carried out participatory research into the lives, views and experiences of young Gypsies and Travellers in the UK. The study involved 148 children, aged from five to 13 years, from English Romany Gypsy, Irish Traveller and Showmen's communities. The report 'Children's voices: changing futures revealed children's views on a number of key areas. It was made into a book and some of the findings were used in [this briefing](#) for health staff in Cambridgeshire.

**(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)

[Cambridgeshire Healthwatch](#) sent us a recent report on the health needs of local Gypsies, Romany and Travellers. "Our Health Matters" is a summary of what local Gypsies, Romany and Travellers have told us about their health needs. They make up the largest ethnic minority communities in Cambridgeshire; however, they are more likely to have poor health than other local people.

Key findings were

- Life expectancy for Gypsies and Travellers is at least 10 to 12 years less than the general population.
- 42% of English Gypsies are affected by one or more long term health conditions, as opposed to 18% of the general population.
- One in five Gypsy Traveller mothers will experience the loss of a child, compared to one in a hundred of the general population.
- Gypsy or Irish Travellers are amongst the highest providers of unpaid care.
- Gypsies and Travellers are over twice as likely to be depressed, than the general population

[Cambridgeshire Joint Strategic Needs Assessment for Travellers](#) (2010) lists the following health outcomes:

- Gypsies and Travellers have significantly poorer health status and more self-reported symptoms of ill-health than the rest of the population with reported health problems being between two and five times more prevalent.
- Poor mental health is a particular concern and has been flagged by the THT as an issue.
- There are issues with lack of understanding and therefore not complying with treatment and access to healthcare services.
- Male Gypsies and Travellers are reluctant to discuss personal issues with the women in their family network and will not access health services until the problem is severe.
- Early intervention and prevention measures such as screening and immunisation have low uptake among the Gypsy and Traveller population.
- Lifestyle risk factors such as rates of smoking and obesity are higher in the Gypsy and Traveller community than the rest of the general population.

Given the Councils support of better mental health for all, the status of the Fair might be considered important as a source of social and emotional support. Meeting up with family and friends and meeting peers could positively contribute to people health if the event goes ahead.

For further reading on [Traveller health issues](#)

### **(c) Gender**

Some traditional families may view Traveller events as opportunities for their sons and daughters to meet potential husbands and wives - as finding a partner and getting married can be a very important aspect of Traveller culture. There may be a negative impact if the Fair is not well attended on this occasion. Some negative impact might be created but this will be reviewed as the preferred option is developed and agreed.



#### **(d) Pregnancy and maternity**

See the section on Disability for further detail – the reports have information on maternal and postnatal care. Traveller women are more likely to have difficulty accessing suitable and healthcare which is sensitive to their particular needs.

Will the Fair offer health services/ information stands/ benefits advice in a similar way to how the Council provides advice and information at other community events?

No disproportionate impact anticipated but this will be reviewed as the preferred path of action is developed and agreed.

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

No anticipated impact but check Encompass perhaps – do they do any work with Travellers?

#### **(f) Marriage and Civil Partnership**

The Council is aware of importance of Midsummer Fair in travelling calendar and its potential role as a safe space to meet and develop friendships/ relationship/ marriages.

We are looking to find ways to support continue to support communities, families and individuals by considering a range of options and working with Traveller communities to find the best approach whilst meeting the Health and Safety guidelines to minimise any negative impacts.

#### **(g) Race or Ethnicity**

##### **Groups with recognised ethnic status under the current Equalities legislation.**

The following are groups who are currently recognised as a distinct ethnic group in UK law.

English Gypsies/ Romanichals, Travellers of Irish Heritage and European Roma,

##### **Other groups of Gypsies and Travellers who are currently not recognised as ethnic groups**

The following are groups who are currently not recognised as distinct ethnic groups in UK law. Some are arguably ethnic groups, and may receive legal recognition as such in due course. Others are groups who are categorised by occupation or lifestyle choice, without having a common ethnic background. In either case, they may share similar needs (particularly with regards to accommodation need) to those ethnically recognised groups:

- Scottish Gypsies/ Travellers
- Welsh Gypsies
- Show people
- New Travellers
- River Travellers or 'Bargees'

##### [Source](#)

Yes, this proposal will have an impact on Travelling Communities and more work will need to be done to understand the effect of the change – they could be negative or positive. An EqIA is a living document and so can be updated as the impacts are revealed.

### **(h) Religion or Belief**

Many Romany Gypsies and Irish Travellers are Christians and members of Christian religious groups. Religion is for many people an important aspect of cultural identity alongside the family, language, hygiene, earning a living in flexible ways, and nomadism.

This was reflected in a [myth-busting booklet](#) with a group of Gypsies and Travellers working with Bristol City Council: 'Religion is of great importance to many Gypsies and Travellers, in terms of their daily lives and through rituals and gatherings'

In terms of impact, there is likely to be a low level of impact with any of the options suggested unless the event takes place on a day of religious significance.

### **(i) Sexual Orientation**

No anticipated impacts

### **(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):**

This is a new category and we are working with staff to help them consider the poverty impacts of decisions – linked to the Anti-Poverty Strategy – [more information](#).

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

- The numbers of Gypsies and Travellers in the population is difficult to ascertain. There may be significant underreporting as organisations often do not include Gypsies and Travellers in their ethnic monitoring and people are concerned about prejudice and negative treatment if their identity is revealed.
- In Cambridgeshire it is estimated that approximately 70% are Romany Gypsies, 20% are Irish Travellers and 10% are others including Scottish and Welsh Travellers and an increasing number of Eastern European Gypsies. There appears to be a demographic variation between North and South Cambridgeshire with a higher number of Irish Travellers in South Cambridgeshire
- A Traveller Needs Assessment carried out in the Cambridge Sub-region in 2005 estimated the Gypsy and Traveller population in Cambridgeshire to be 5702
- A very [detailed and comprehensive report](#) by the Equality and Human Rights Commission describes in greater detail the challenges faced by Traveller Communities.

## 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.
- As stated previously poor levels of literacy in the Gypsy and Traveller population may make it difficult to access services and information and complete forms to receive benefits, etc. Communications should be available and provided in an appropriate format for the Gypsy and Traveller population and consideration should be given to communicating with this group by health care and other local services
- A popular medium for providing specific information to the Gypsy and Traveller community is to use CD/DVD/Video.
- Social media is a growing route for communication with the Gypsy and Traveller community
- The Council will need to develop a comprehensive Communication Plan as literacy and numeracy issues within communities might be a barrier to contacting the traders, contacting attendees and make sure, if the event runs, that it is accessible for everybody.
- Giving advance notice to the Traders and to the Traveller communities – this is very important as this will help minimise the impact of changing the original plan and give the traders opportunities to make alternative plans.
- Length of the event – give adequate notice to people to make for travel arrangements or organise alternatives.
- Contact several national and well-known organisations to get the message out – Gypsy Council – County Traveller Team – also look on Facebook and Twitter. Housing Team for contact with licenced sites and people living in houses. Talk to colleagues in neighbouring authorities: South Cambs/ Fenland and East Cambs, Cambridgeshire County Council (David Bailey)
- Contact the public sector bodies involved with other large Traveller events, in particular – Appleby – as it is the week before the dates of the Midsummer Fair. Ask for their advice about any equality impacts that they consider – have they needed to cancel their event. Bourn Market. Can we work with them to alert communities about attendance at Cambridge depending on the decision about whether to go ahead or not. (Appleby Horse Fair is from the 2nd – 8th June 2016)

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](mailto:suzanne.goff@cambridge.gov.uk)

## 10. Sign off

Name and job title of assessment lead officer: Debbie Kaye, Head of Communities, Arts and Recreation

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

Jane Wilson, Culture and Community Manager  
Suzanne Goff, Strategy Officer

Date of completion: 18 March 2016

Date of next review of the assessment:

## Action Plan

**Equality Impact Assessment title:**

**Date of completion:**

<b>Equality Group</b>	<b>Age</b>
Details of possible disadvantage or negative impact	Possible negative impact on young people attending the event
Action to be taken to address the disadvantage or negative impact	Ensure decision not to run Fun Fair is communicated quickly and effectively. If the event takes place with the market element only consider options for young people's activity.
Officer responsible for progressing the action	Cambridge Live, reporting to Authorised Officer via contractual arrangements
Date action to be completed by	20 April 2016

<b>Equality Group</b>	<b>Disability</b>
Details of possible disadvantage or negative impact	The Gypsy and Traveller Community have poorer health outcomes than the general population. The removal of a major social event from the annual calendar could have a negative impact.
Action to be taken to address the disadvantage or negative impact	Ensure decision not to run Fun Fair is communicated quickly and effectively.  Consultation with the Gypsy and Traveller Community to see whether they wish to go ahead with the event without a funfair element
Officer responsible for progressing the action	Cambridge Live, reporting to Authorised Officer via contractual arrangements
Date action to be completed by	20 April 2016

<b>Equality Group</b>	<b>Gender</b>
Details of possible disadvantage or negative impact	Event is used by some families to introduce young people to potential marriage partners
Action to be taken to address the disadvantage or negative impact	Ensure decision not to run Fun Fair is communicated quickly and effectively.  Consultation with the Gypsy and Traveller Community to see whether they wish to go ahead with the event without a funfair element
Officer responsible for progressing the action	Cambridge Live, reporting to Authorised Officer via contractual arrangements
Date action to be completed by	20 April 2016

<b>Equality Group</b>	<b>Pregnancy and Maternity</b>
Details of possible disadvantage or negative impact	The Gypsy and Traveller Community have poorer health outcomes than the general population. The removal of a major social event from the annual calendar could have a negative impact.
Action to be taken to address the disadvantage or negative impact	Ensure decision not to run Fun Fair is communicated quickly and effectively.  Consultation with the Gypsy and Traveller Community to see whether they wish to go ahead with the event without a funfair element
Officer responsible for progressing the action	Cambridge Live, reporting to Authorised Officer via contractual arrangements
Date action to be completed by	20 April 2016

<b>Equality Group</b>	<b>Transgender</b>
Details of possible disadvantage or negative impact	No anticipated impact
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	20 April 2016

<b>Equality Group</b>	<b>Marriage and Civil Partnership</b>
Details of possible disadvantage or negative impact	Event is used by some families to introduce young people to potential marriage partners
Action to be taken to address the disadvantage or negative impact	Ensure decision not to run Fun Fair is communicated quickly and effectively.  Consultation with the Gypsy and Traveller Community to see whether they wish to go ahead with the event without a funfair element
Officer responsible for progressing the action	Cambridge Live, reporting to Authorised Officer via contractual arrangements
Date action to be completed by	20 April 2016

<b>Equality Group</b>	<b>Race or Ethnicity</b>
Details of possible disadvantage or negative impact	Not running the funfair will have an impact on the travelling community, including groups with recognised status under current equalities legislation and those which are not
Action to be taken to address the disadvantage or negative impact	Ensure decision not to run Fun Fair is communicated quickly and effectively.  Consultation with the Gypsy and Traveller Community to see whether they wish to go ahead with the event without a funfair element
Officer responsible for progressing the action	Cambridge Live, reporting to Authorised Officer via contractual arrangements
Date action to be completed by	20 April 2016

<b>Equality Group</b>	<b>Religion or Belief</b>
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

Equality Group	Sexual Orientation
Details of possible disadvantage or negative impact	
Action to be taken to address the disadvantage or negative impact	
Officer responsible for progressing the action	
Date action to be completed by	

<b>Other factors that may lead to inequality – <u>in particular</u> – please consider the impact of any changes on low income groups or those experiencing the impacts of poverty (please state):</b>	
Details of possible disadvantage or negative impact	Poor levels of literacy in the Gypsy and Traveller Community could have a negative impact
Action to be taken to address the disadvantage or negative impact	The communication and consultation plan needs to take into consideration the need for alternative and multiple routes for communication
Officer responsible for progressing the action	Cambridge Live, reporting to Authorised Officer via contractual arrangements
Date action to be completed by	20 April 2016



## CAMBRIDGE CITY COUNCIL

### Record of Executive Decision

<b>MIDSUMMER FAIR 2016</b>
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<b>Decision of:</b>	<b>Councillor Richard Johnson</b> , Executive Councillor for Communities
<b>Reference:</b>	16/URGENCY/CS/04
<b>Date of decision:</b>	26 May 2016 <b>Recorded on:</b> 27 May 2016
<b>Decision Type:</b>	Non Key Decision
<b>Matter for Decision:</b>	Request by the Showmen’s Guild that the Council proceed with the funfair at Midsummer Fair and should circulate documents to other agencies to facilitate this
<b>Why the decision had to be made (and any alternative options):</b>	<p>The Executive Councillor is recommended to reject the request made by the Showmen’s Guild to the Council to facilitate the funfair event at Midsummer Fair.</p> <p>Officers advise that the correspondence received from the Showmen’s Guild on 16<sup>th</sup> May should not persuade the Executive Councillor to reconsider his decision taken on 22<sup>nd</sup> March to cancel the funfair at Midsummer Fair in 2016. The rationale for this is as follows:</p> <ul style="list-style-type: none"> <li>▪ There is insufficient time to plan and consider a major event such as this.</li> <li>▪ The paperwork from the Guild lacks any detail that would support a review of his stated position on this matter</li> </ul>
<b>The Executive Councillor’s decision(s):</b>	To reject the request made by the Showmen’s Guild to the Council to facilitate the funfair event at Midsummer Fair.
<b>Reasons for the decision:</b>	See the appended background information.
<b>Scrutiny consideration:</b>	The Chair and Spokesperson of Community Services Scrutiny Committee were consulted prior to the action being authorised.
<b>Report:</b>	None
<b>Conflicts of interest:</b>	None
<b>Comments:</b>	None

## Background

1. Midsummer Fair is a 10 day event which involves a traders' fair and in modern times, a funfair. The 800 year old historic fair originally provided a concourse of buyers and sellers as a seasonal traders' market. Currently it is the largest event held on Midsummer Common covering a significant area of grass and many paths. The funfair involves over 80 separate contractors who are on the site for 10 days. This year the event is due to be held between 22nd and 27th June.
2. The Midsummer Fair is referred to in an historic charter, which gives the Council rights to hold the event. However, the Council is under no legal obligation to hold a funfair, which forms no part of the historic Midsummer Fair. Provisions relating to Midsummer Fair are now incorporated in the Cambridge City Council Act 1985 which gives the Council rights to change the location of the Fair and to define the extent of land to be set aside for the Fair.
3. In recent history the Fair has been organised directly by the City Council. The arts and events team undertaking this work transferred to Cambridge Live on 1st April 2015 and the new arts charity is now contracted to deliver this and other Council events, known as 'City Events'.
4. On 4th November 2015, a member of the public was injured during the set-up of the funfair for Bonfire Night. A Health & Safety Executive (HSE) investigation is still underway and as part of this, Cambridge Live was issued with a Notice of Contravention and an Improvement Notice in December 2015. Both Cambridge Live and the City Council have been advised by the HSE to refer to its guidance on temporary workplaces in order to inform arrangements for vehicular movements and the safety of employees and pedestrians at future events on parks and open spaces.
5. In the light of the guidance Cambridge Live reviewed its arrangements for Midsummer Fair. They approached the Council in February 2016 to discuss their concern that they would not be able to deliver the Fair as it had been delivered in previous years and comply with the guidance.
6. In reviewing the implications with Cambridge Live, the Council concluded that due a number of factors, a fundamental review of the Midsummer Fair event was required.
7. The key factors that present particular issues for Midsummer Fair (in contrast with other events that use the common) are as follows:
  - The significant scale and footprint of the event
  - Its 10 day duration
  - The complexity of routes across the Common that would require vehicle/pedestrian separation (with any footpath closures requiring consent and approval by the County Council)
  - The complex contractor arrangements involving two different events and 80 separate contracts with showmen
8. It was also clear that the layout required to prevent the mixing of pedestrians and vehicles had the potential to create new risks around crushing, mass evacuations, and fire, all of which would need to be considered, and which required input from the full range of emergency services.
9. The Council agreed with Cambridge Live that due to these issues and their interdependencies, it was not feasible in the remaining time available to guarantee the work could be concluded to HSE/local agency requirements and thus ensure public safety.

10. The City Council has also reviewed its processes for all other events on public open spaces whether organised by Cambridge Live or other event providers to ensure they comply with the HSE guidance. All large-scale outdoor events are routinely referred to the Safety Advisory Group for consideration. This is a multi-agency forum made up of statutory agencies. Organisers of major events are expected to submit plans three months in advance. In the case of Midsummer Fair, the City Council, Cambridge Live, the County Council and the local SAG all need to have full confidence in the event management plans and each party's ability to implement these.
11. Because of the considerations outlined in 3.6 and 3.7, the City Council and Cambridge Live did not believe they could deliver the scale of changes required in time. Both organisations began to examine other options, including not running the event at all, and operating a smaller funfair.
12. In summary, the assessment of these reached the following conclusions:
13. The Traders' market was still deliverable. The Council recognised the traditional traders market was the basis of the charter fair and is an important calendar date for travelling communities and would want to support this event if there was demand from traders to do so. A smaller funfair at the event was not deliverable in 2016 for the following reasons:
  - The time needed to undertake a fair and transparent process to select a smaller funfair from 80 independent showmen
  - The redesign work required to the footprint to ensure pedestrian and vehicle separation would require footpath closures which required consultation and could not be guaranteed
  - Confidence that revised plans could be developed in time that were adequately compliant with HSE guidance, meet with SAG approval and guarantee safe access across the Common
14. Following discussion at the SAG, Cambridge Live was asked to plan for a traders' market only. This was felt to be the only option with certainty of safe deliverability in the timescale. The SAG reviewed the option and saw no reason not to proceed with this option. Therefore Cambridge Live has been planning for a traditional traders' market organised alongside a cultural programme and incorporating the usual civic proclamation of the Fair.
15. Whilst the event is organised by Cambridge Live, the decision to change the format of the Fair needed to be taken by the Council. The decision is an Executive decision for the Executive Councillor for Communities. On 22nd March 2016, following consultation as required under the constitution, the Executive Councillor for Communities took the following decision:
  - a) The funfair aspect of the Midsummer Fair will be cancelled in 2016.
  - b) The Council will consult with the traditional traders' market to see if they wish to proceed with an event this year.
  - c) If the traders do not wish to proceed the event will not take place at all in 2016
  - d) The whole event will be reviewed – in discussion with stakeholders - for 2017.
16. In communication about this decision with those affected and the wider public, the Council highlighted its disappointment in not being able to hold the usual large funfair, recognising this would be a blow to showmen, traders and families who attend the event.

17. The Showmen's Guild (the Guild) was not consulted in advance of the decision but was informed immediately prior to its publication. The decision provided almost 3 months' notice, giving showmen time to consider attending other locations for the June week. The Council outlined its commitment to work with all stakeholders to plan a safe and successful event in 2017.
18. Consultation about the traders' market progressed and subject to refinement and discussion with the traders and various agencies involved on the detail, it will be held on the same dates as was originally planned for the fair.
19. The Guild asked for a meeting with the Council. This was held on 30th March. The representatives of the Guild expressed disappointment in the decision and highlighted their wish to have been consulted at an earlier stage. They asked whether their expertise and support could help ensure a funfair did take place in 2016.
20. The Executive Councillor for Communities attended the meeting and acknowledged the tradition and cultural importance of the funfair and the disappointment felt by all involved - but reiterated that the decision was not taken lightly, and was made purely on the basis of the complexity of this specific event in light of recent health and safety advice.
21. Officers explained arrangements for all events were being reviewed, however Midsummer Fair was the most complex event the Council held on Midsummer Common and it was on the site for over ten days. The site plan needed to be completely reconfigured to make this work safely and with more than 80 separate contractors involved this is not an easy or simple task. Whilst acknowledging the spirit of the proposal made by the Guild, the Council reluctantly had to decline it. Officers did not – and still do not -believe that in the relatively short time remaining, all factors could be satisfactorily addressed to ensure the event can be run safely - even with extra help.
22. The Executive Councillor reiterated that the Council was absolutely committed to the long term future of Midsummer Fair. The absence of the funfair was for one year only and Cambridge Live would work with the Guild and all the people involved in Midsummer Fair to put in place a long term and sustainable approach to delivering the fair from 2017 onwards.
23. Since the meeting, the Guild has continued correspondence with the Council, seeking clarification on aspects such as further background behind the decision, and the constitutional basis of it.
24. The Guild also requested permission to hire Midsummer Common for the Midsummer funfair. This was considered but refused, primarily due to the lack of time needed to plan and assess a major event, particularly one which the Council had already decided required a major review. In the response to the Guild, the Council outlined the rationale for the refusal, but offered the option of having a funfair at a later stage in the summer or early autumn, giving more planning time.
25. On 4th May, the Norwich & Eastern Section of the Showmen's Guild of Great Britain issued an application for an injunction against the Council in the High Court. The application was for an order that the Council "must not prevent the Claimant from asserting their statutory right to hold the Midsummer Fair on Midsummer Common". On 13th May the High Court struck out the application and awarded costs in favour of the Council.

26. At the High Court hearing on 13th May, lawyers acting for the Guild handed the Council's lawyers an Event Management Plan for Midsummer Fair prepared on its behalf by a third party. The Guild sent an email to the Chief Executive 16th May, sending a range of documents and requesting that the Council circulate them to other agencies so that the funfair could go ahead. An attached covering letter from the third party responsible for preparing the documents stated:  
"Whilst these documents are a first draft I believe they go some way to demonstrate your desire to run the site in an appropriate and safe manner and to this end I hope they will prove to be useful."
27. The letter also acknowledged that the documentation was not complete and stated that "all will need to be subject to amendment". The event fire risk assessment was described as being "merely a template at this stage" and the letter pointed out that "each supplier and contractor will need to provide their own risk assessments, method statements and insurance details to you (as the organiser) should the event go ahead as planned".
28. Officers reviewed the documents and found them to lack specificity and detail. The company that provided the documentation for the Guild advise their client that:  
"Finally, and as previously discussed during our telephone conversation we would highly recommend and note your intention for these documents to be expanded on to form a comprehensive Event Management Plan EMP. In addition to the attached we would envisage the following being included in the EMP:
- Crowd Management Plan
  - Medical Risk Assessment
  - Construct Phase Plan
  - Child Protection (Safeguarding) Policy
  - Incident Management and Emergency Procedures
  - Accident and Incident Reporting Procedure
  - Adverse Weather Management Plan
  - Manual Handling Information
  - CoSHH Information (Control of Substances Hazardous to Health)
  - Lost / Found Property Arrangement
- Please note, this is not an exhaustive list but maybe a useful guide should the event take place."
29. The Council requires at least 3 months lead in for a major event such as this in order that the detailed plans can be assessed by the Council (if landowner) and the SAG. The late submission of documents, even if they were complete and of good quality would still fail to comply with the Council's protocol of managing major events safely.
30. The officers' advice is that these documents do not provide a justifiable basis for the Executive Councillor to reconsider his decision.

Debbie Kaye Head of Communities, 26.5.16

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**Urgency Powers to Settle Claim Regarding Alexandra Gardens Trees**

<b>Decision of:</b>	Director of Environment: Simon Payne
<b>Reference:</b>	16/URGENCY/CS/01
<b>Date of decision:</b>	11 March 2016
<b>Decision Type:</b>	Officer Urgent Action
<b>Matter for Decision:</b>	Claim for damages for tree root subsidence: [REDACTED] [REDACTED]
<b>Why the decision had to be made (and any alternative options):</b>	Legal proceedings have been issued against the Council in respect of subsidence damage which is said to have occurred to [REDACTED] from the late summer of 2011 onwards.
<b>Officer decision(s):</b>	The Director of Environment instructs the Head of Legal Services to authorise the Council's solicitors to make an offer to the claimant's solicitors to settle the claim.
<b>Committee consideration:</b>	The Chair, Vice Chair and Opposition Spokesperson of the Community Services Committee were consulted prior to the action being authorised.
<b>Briefing Note/Report:</b>	Background papers NOT FOR PUBLICATION: By virtue of paragraphs 3 & 5 of Part 1 of Schedule 12A of the Local Government Act 1972.
<b>Conflicts of interest:</b>	None

**Note:**

City Council Constitution: Part 3 Para states:

Urgency Action

Each Director is authorised to act on behalf of the Executive or the Council (after consultation, if practicable with the relevant Executive Councillor or, in respect of non-executive functions, the relevant Chair or, in either case, the Chief Executive) in relation to matters within his/her area(s) of responsibility in cases of urgency or emergency. Any such action to be reported as soon as possible to the relevant Executive Councillor and Scrutiny Committee or, for non-executive functions, the relevant committee or sub-committee.

In exercising this power, a Director shall either consult:

- members, in which case the Executive Councillor (in respect of executive functions) or the Chair (in respect of regulatory functions) and, so far as practical in the time available, spokesperson(s); or
- the Chief Executive (if available) before taking action.

If only the Chief Executive is consulted, the Director shall, as soon as possible after taking the action in question, inform the Executive Councillor, Chair and spokesperson(s) of what has happened. (This shall be in addition to reporting the action taken to the next meeting of the relevant committee or sub-committee)."





To Executive Councillor for City Centre & Public Places  
Report by Director of Environment and Head of Finance  
Relevant Scrutiny Committee Community Services 30 June 2016

### **2015/16 Revenue and Capital Outturn, Carry Forwards and Significant Variances – City Centre & Public Places Portfolio**

#### **Key Decision**

#### **1. Executive summary**

1.1 This report presents, for the City Centre & Public Places Portfolio :

- a) A summary of actual income and expenditure compared to the final budget for 2015/16 (outturn position)
- b) Revenue and capital budget variances with explanations
- c) Specific requests to carry forward funding available from budget underspends into 2016/17.

#### **2. Recommendations**

The Executive Councillor is recommended to request that the Executive Councillor for Finance and Resources, at the Strategy and Resources Scrutiny Committee on 4 July 2016, approves the following:

- a) Carry forward requests totalling £25k revenue funding from 2015/16 to 2016/17, as detailed in **Appendix C**
- b) Carry forward requests of £881k capital resources from 2015/16 to 2016/17 to fund rephased net capital spending, as detailed in **Appendix D**.

#### **3. Background**

##### **Revenue Outturn**

3.1 The overall revenue budget outturn position for the City Centre & Public Places Portfolio is given in the table below. Detail, by service grouping, is presented in **Appendix A**.

2014/15 £'000	City Centre & Public Places Portfolio Revenue Summary	2015/16 £'000	% Final Budget
2,150	Original Budget	2,216	93.2
-	Adjustment – Prior Year Carry Forwards	78	3.3
-	Adjustment – Service Restructure Costs	42	1.8
-	Adjustment – Earmarked Reserves	(3)	(0.1)
-	Adjustment – Capital Charges	50	2.1
-	Adjustment – Central & Support reallocations	(6)	(0.3)
617	Other Adjustments	0	0.0
2,767	Final Budget	2,377	100.0
2,753	Outturn	2,420	101.8
<b>(14)</b>	<b>(Under) / Overspend for the year</b>	<b>43</b>	<b>1.8</b>
78	Carry Forward Requests	25	1.1
<b>64</b>	<b>Resulting Variance</b>	<b>68</b>	<b>2.9</b>

3.2 **Appendix A** shows original and final budgets for the year (with the movements summarised in the above table) and compares the final budget with the outturn position for this Portfolio for 2015/16. The original revenue budget for 2015/16 was approved by the Executive Councillor for City Centre & Public Places on 15 January 2015.

3.3 **Appendix B** provides explanations of the main variances.

3.4 **Appendix C** lists revenue carry forward requests.

### Capital Outturn

3.5 The overall capital budget outturn position for the City Centre & Public Places Portfolio is given in the table below. **Appendix D** shows the outturn position by scheme and programme with explanations of variances.

2014/15 £'000	City Centre & Public Places Portfolio Capital Summary	2015/16 £'000	% Final Budget
2,036	Final Budget	1,586	100.0
1,005	Outturn	708	44.6

<b>(1,031)</b>	<b>(Under)/Overspend for the year</b>	<b>(878)</b>	<b>(55.3)</b>
973	Rephasing Requests	881	55.5
<b>(58)</b>	<b>Resulting Variance</b>	<b>3</b>	<b>0.2</b>

#### 4. Implications

- 4.1 As most of the variances from the final budget (see above), relate to schemes funded from developer contributions (S106), there would be no significant impact in Use of General Fund reserves.
- 4.2 A decision not to approve a carry forward request may impact on officers' ability to deliver the service or scheme in question and this could have staffing, equality and poverty, environmental, procurement, consultation and communication and/or community safety implications.

#### 5. Background papers

- Closedown Working Files 2015/16
- Directors' Variance Explanations – March 2016
- Capital Monitoring Reports – March 2016
- Budgetary Control Reports to 31 March 2016

#### 6. Inspection of papers

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

Authors' Names: Chris Humphris; John Harvey  
 Authors' Phone Numbers: 01223 - 458141; 01223 - 458143  
 Authors' Emails: chris.humphris@cambridge.gov.uk  
 john.harvey@cambridge.gov.uk

**City Centre & Public Places Portfolio / Community Services Scrutiny Committee  
Revenue Budget 2015/16 - Outturn**

Service Grouping	Original Budget £	Final Budget £	Outturn £	Variation Increase / (Decrease) £	Carry Forward Requests - see Appendix C £	Net Variance £
<b>Environment - Bereavement Services</b>						
City of Cambridge Cemetery	(67,460)	(82,530)	(82,530)	0	0	0
Cambridge Crematorium	(1,164,610)	(1,157,730)	(1,157,730)	0	0	0
Bereavement Services - Burials & Grounds	0	199,300	199,300	0	0	0
Huntingdon Road Cemetery	0	0	0	0	0	0
Bereavement Service Central Costs	1,008,370	818,950	818,950	0	0	0
Commemoration	(125,000)	(125,000)	(125,000)	0	0	0
	<b>(348,700)</b>	<b>(347,010)</b>	<b>(347,010)</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Environment - Open Space Management</b>						
Bill Posting & Distribution	(25,460)	(25,460)	5,153	30,613	0	30,613
Refreshment Kiosks	(55,890)	(55,890)	(49,539)	6,351	0	6,351
Open Space Management	1,722,160	1,765,050	1,755,030	(10,020)	0	(10,020)
Seasonal Bedding	14,560	13,190	10,045	(3,145)	0	(3,145)
Closed Churchyards	78,400	101,900	59,219	(42,681)	25,000	(17,681)
Lettings & Events on Open Spaces	(41,670)	(41,670)	(37,190)	4,480	0	4,480
Grazing Management	(3,320)	(3,320)	5,341	8,661	0	8,661
Play Maintenance	159,370	159,370	149,374	(9,996)	0	(9,996)
Cherry Hinton Hall	(93,320)	(93,320)	(82,451)	10,869	0	10,869
Allotments	12,450	13,130	8,473	(4,657)	0	(4,657)
River Frontage Management	9,110	12,940	8,458	(4,482)	0	(4,482)
Histon Road Cemetery	0	0	(135)	(135)	0	(135)
Arboriculture	207,460	235,160	274,386	39,226	0	39,226
Local Nature Reserves	15,880	28,650	26,907	(1,743)	0	(1,743)
	<b>1,999,730</b>	<b>2,109,730</b>	<b>2,133,071</b>	<b>23,341</b>	<b>25,000</b>	<b>48,341</b>
<b>Environment - Streets and Open Spaces</b>						
Environmental Projects	400,300	429,170	433,086	3,916	0	3,916
Project Delivery	231,050	251,050	287,507	36,457	0	36,457
	<b>631,350</b>	<b>680,220</b>	<b>720,593</b>	<b>40,373</b>	<b>0</b>	<b>40,373</b>
<b>Environment - Tourism and City Centre Management</b>						
Tourism	213,280	213,280	211,424	(1,856)	0	(1,856)
City Centre Management	109,350	107,450	95,613	(11,837)	0	(11,837)
Head of Tourism & City Centre Management	0	0	0	0	0	0
Markets	(388,470)	(386,670)	(393,451)	(6,781)	0	(6,781)
	<b>(65,840)</b>	<b>(65,940)</b>	<b>(86,414)</b>	<b>(20,474)</b>	<b>0</b>	<b>(20,474)</b>
<b>Total Net Budget</b>	<b>2,216,540</b>	<b>2,377,000</b>	<b>2,420,240</b>	<b>43,240</b>	<b>25,000</b>	<b>68,240</b>

Changes between original and final budgets may be made to reflect:

- portfolio and departmental restructuring
- approved budget carry forwards from the previous financial year
- technical adjustments, including changes to the capital accounting regime
- virements approved under the Council's constitution
- additional external revenue funding not originally budgeted

and are detailed and approved:

- in the January committee cycle (as part of the Budget-Setting Report)
- in the June/July committee cycle (outturn reporting and carry forward requests)
- in September (as part of the Mid-year Financial Review, MFR)
- via technical adjustments/virements throughout the year

**City Centre & Public Places Portfolio / Community Services Scrutiny  
Committee**

**Revenue Budget 2015/16 - Major Variances  
from Final Revenue Budgets**

<b>Service Grouping</b>	<b>Reason for Variance</b>	<b>Amount £</b>	<b>Contact</b>
<b>Environment - Open Space Management</b>	Bill Posting & Distribution: A service review is being undertaken to identify possible efficiencies and income opportunities. A one off budget bid of £25,000 was approved for the 2016/17 budget to reflect the underachievement in income.	30,613	Anthony French
	Arboriculture: Temporary staff costs to cover recruitment difficulties of arboricultural officer. Recharges yet to be received from the County Council.	39,226	Alistair Wilson
	Closed Churchyards: Underspend due to delay in obtaining the necessary consents and permissions to start projects relating to Mill Road Cemetery - hence the carry forward request.	(42,681)	Alistair Wilson
<b>Environment - Streets and Open Spaces</b>	Environmental Projects / Project Delivery: Majority of officer costs incurred during year now recharged to project cost centres. Overspend relates to salary costs incurred for agency Landscape Architect seconded to cover maternity absence.	36,457	John Richards
<b>Other</b>		(20,375)	-
<b>Total</b>		<b>43,240</b>	

## Community Services Scrutiny Committee

### City Centre & Public Places Portfolio

### Revenue Budget 2015/16 - Carry Forward Requests

Request to Carry Forward Budgets from 2015/16 into 2016/17

Item	Reason for Carry Forward Request	Amount £	Contact
1	<p><b>Open Space Management</b></p> <p>Underspend due to delay in obtaining the necessary consents and permissions to start projects relating to Mill Road Cemetery - hence the carry forward request</p>	25,000	Alistair Wilson
<b>Total Carry Forward Requests for City Centre &amp; Public Places Portfolio / Community Services Scrutiny Committee</b>		<b>25,000</b>	

## City Centre &amp; Public Places Portfolio / Community Services Scrutiny Committee

## Capital Budget 2015/16 - Outturn

Capital Ref	Description	Lead Officer	Original Budget 2015/16	Final Budget 2015/16	Outturn	Variance - Outturn compared to Final Budget	Rephase Spend	Over / (Under) Spend	Variance Explanation / Comments
PR010a - 35523	Environmental Improvements Programme - North Area	A Wilson	30	132	27	(105)	105	0	Rolling programme delayed by complex dependencies, including staffing changes and highways approvals/ processes. Recent push with 17 projects completed, further 6 imminent. 2016/17 project bids approved at Area Committee Spring 2016, with further round due later in 2016.
PR010b - 35524	Environmental Improvements Programme - South Area	A Wilson	29	143	1	(142)	142	(0)	Rolling programme delayed by complex dependencies, including staffing changes and highways approvals/ processes. Recent push with 7 projects completed, further 2 (Rectory Terrace, Cherry Hinton and Bateman St.) imminent. Further work needed to allocate outstanding, and 2016/17 programme, funds through Area Committee.
PR010c - 35525	Environmental Improvements Programme - West/Central Area	A Wilson	66	136	28	(108)	108	0	Rolling programme delayed by complex dependencies, including staffing changes and highways approvals/ processes. Recent push with 15 projects completed, further 4 in preparation. 2016/17 project bids approved at Area Committee Spring 2016, with further round due later in 2016.
PR010d - 35526	Environmental Improvements Programme - East Area	A Wilson	50	144	25	(119)	119	(0)	Rolling programme delayed by complex dependencies, including staffing changes and local stakeholder engagement. Recent push with 12 projects completed, further 4 imminent. 2016/17 project bids approved at Area Committee Spring 2016.
PR010di - 35527	Environmental Improvements Programme - Riverside/Abbey Road Junction	A Wilson	0	31	0	(31)	31	0	Project complete
PR027 - 38168	Replacement of Parks & Open Space Waste/Litter Bins	D Blair	75	116	68	(48)	48	(0)	Works complete at Parkers Piece, Christ's Pieces, Queens' Green and Jesus Green. Some new bagged liners to fit to the bins to speed up emptying and reduce manual handling risks. Litter bin replacement programme is on-going for 2016/17
PR030d - 38257	St Thomas Square Play Area Improvements (S106)	A Wilson	0	50	50	(0)	0	(0)	Project complete
PR030e - 38258	Cavendish Rd (Mill Rd end) improvements: seating & paving (S106)	A Wilson	0	8	1	(7)	7	0	Project delayed by dependencies on key local stakeholder and parallel art project. Issues now resolved. Project being firmed up with target implementation late summer 2016.
PR030f - 38259	Bath House Play Area Improvements (S106)	A Wilson	0	49	2	(47)	47	(0)	Local consultation in 2015/16 has clarified the way forward for this play area project. Project now reconfigured and estimated to cost around £60k (S106 funding is available). Business case has been approved by Capital Programme Board, subject to comments from East Area Chair, Vice Chair and Opposition Spokes. Expected to be delivered in summer 2016.

## City Centre &amp; Public Places Portfolio / Community Services Scrutiny Committee

## Capital Budget 2015/16 - Outturn

Capital Ref	Description	Lead Officer	Original Budget 2015/16	Final Budget 2015/16	Outturn	Variance - Outturn compared to Final Budget	Rephase Spend	Over / (Under) Spend	Variance Explanation / Comments
PR030h - 38255	Romsey 'town square' public realm improvements (S106)	A Wilson	54	58	2	(56)	56	0	Public consultation completed with majority support, nevertheless key stakeholder desire to add value to project. Currently under review, in conjunction with ward councillors. Additional £10k County Council funding available.
PR031b - 38211	BMX track next to Brown's Field Community Centre (S106)	A Wilson	0	29	30	1	0	1	Project complete
PR031d - 38262	Chestnut Grove play area improvements (S106)	A Wilson	0	50	50	(0)	0	(0)	Project complete
PR031i - 38280	Perse Way Flats Play Area (S106)	A Wilson	0	25	23	(2)	2	(0)	Project complete
PR031j - 38283	Landscaping and play area improvements on green on Bateson Road (S106)	A Wilson	0	0	27	27	(27)	(0)	Project starts on site 16th May
PR031m - 38304	Install play equipment at Dundee Close, Discovery Road and Scotland Road play areas (S106)	A Wilson	0	0	10	10	(10)	(0)	Projects complete at Dundee Close and Scotland Road. Discovery Way before 30/05/2016
PR032e - 38267	Accordia Trim Trail & Jnr Scooter Park (S106)	A Wilson	0	50	35	(15)	0	(15)	Scooter trail complete. Area Committee agreed not to go ahead with the adult trim trail, so the £15k informal open space contributions returns to the devolved funds for other local projects.
PR033c - 38222	Public Art element of improvements to the entrances at Histon Rd Rec (S106)	A Wilson	0	31	29	(2)	2	(0)	Project completed. Residual spending to be drawn down. Any remainder to be returned to devolved funding available for other local projects.
PR033f - 38272	Histon Rd Rec Ground Improvements (S106)	A Wilson	0	55	41	(14)	14	0	Project completed. Residual spending to be drawn down. Any remainder to be returned to devolved funding available for other local projects.
PR034c - 38226	Drainage of Jesus Green (S106)	A Wilson	0	6	0	(6)	6	0	Drainage project complete. Repairs to Victoria Ave. gate apron anticipated Summer/ Autumn 2016 (additional £5k County Council funding contribution).
PR034d - 38227	Public Art - 150th & 400th Anniversary (S106)	A Wilson	93	98	(14)	(112)	112	(0)	Project underway with website launched and work on the physical artwork on (revised) programme.
PR037 - 38252	Local Centres Improvement Programme	A Wilson	20	44	17	(27)	27	0	Funding to develop project proposals for 3 local centres. Development work for Cherry Hinton High St. complete with officer costs to be recharged, Arbury Ct. and Mitcham's Corner under development.
PR037a - 37050	Local Centres Improvement Programme - Cherry Hinton High Street	G Richardson	0	15	7	(8)	8	0	Main element of works commenced May 2016 following consultation in 2015
PR040a - 38295	Big Draw event 2015, Chesterton (public art grant) (S106)	A Wilson	0	1	0	(1)	1	0	Project completed. Final accounts to be settled and remaining S106 spending to be drawn down.



## City Centre &amp; Public Places Portfolio / Community Services Scrutiny Committee

## Capital Budget 2015/16 - Outturn

Capital Ref	Description	Lead Officer	Original Budget 2015/16	Final Budget 2015/16	Outturn	Variance - Outturn compared to Final Budget	Rephase Spend	Over / (Under) Spend	Variance Explanation / Comments
PR040b - 38296	Rock Road library community garden (public art grant) (S106)	A Wilson	0	7	0	(6)	7	1	Project completed.
PR040c - 38297	Creating my Cambridge: clicking to connectivity (public art grant)	A Wilson	0	15	0	(15)	15	0	Project completed. Final accounts to be settled and remaining S106 spending to be drawn down.
PR040d - 38298	Twilight at the Museums 2016: animated light projection (public art grant) (S106)	A Wilson	0	14	0	(14)	14	0	Public art event delivered. Final stage digital resource to be completed in summer 2016 (as planned). Final accounts to be settled and residual S106 spending to be drawn down.
PR040e - 38299	Cambridge Sculpture Trails leaflet (public art grant) (S106)	A Wilson	0	3	0	(3)	3	0	Project completed. Final accounts to be settled and remaining S106 spending to be drawn down.
PR040f - 38317	Public art grant - Syd Barrett (S106)	S Tovell	0	10	8	(2)	2	0	Project on-going and first instalment of grant has been paid - completion expected in 2016/17 (as planned).
PR040g - 38322	Public art grant - Chesterton mural (S106)	S Tovell	0	3	2	(1)	1	0	Project on-going and first instalment of grant has been paid - completion expected in 2016/17 (as planned).
PR040h - 38323	Public art grant - Growing spaces in King's Hedges (S106)	S Tovell	0	2	2	(1)	0	(1)	Project on-going and first instalment of grant has been paid - completion expected in 2016/17 (as planned).
PR040i - 38324	Public art grant - History Trails (S106)	S Tovell	0	20	15	(5)	5	0	Project on-going and first instalment of grant has been paid - completion expected in 2016/17 (as planned).
PR040j - 38325	Public art grant - Sounds of Steam (S106)	S Tovell	0	15	10	(5)	5	0	Project on-going and first instalment of grant has been paid - completion expected in 2016/17 (as planned).
PR040k - 38326	Public art grant - Mitcham's models at Christmas (S106)	S Tovell	0	6	5	(1)	1	0	Project completed. Final accounts to be settled and residual S106 spending to be drawn down.
PR040l - 38327	Public art grant - Newnham Croft stained glass window (S106)	S Tovell	0	12	10	(2)	5	3	Project on-going and first instalment of grant has been paid - completion expected in 2016/17 (as planned).
PR040m - 38328	Public art grant - public art at North Cambridge Academy (S106)	S Tovell	0	15	10	(5)	5	0	Project on-going and first instalment of grant has been paid - completion expected in 2016/17 (as planned).
PR040n - 38329	Public art grant - public art at Humberstone Road (S106)	S Tovell	0	2	2	(1)	0	(1)	Project on-going and first instalment of grant has been paid - completion expected in 2016/17 (as planned).
PR040o - 38330	Public art grant - 'The place where we stand' (S106)	S Tovell	0	15	12	(3)	3	0	Project on-going and first instalment of grant has been paid - completion expected in 2016/17 (as planned).
PR040p - 38331	Public art grant - Life in Trumpington (S106)	S Tovell	0	8	7	(1)	1	1	Project on-going and first instalment of grant has been paid - completion expected in 2016/17 (as planned).
PR042A - 38336	Improved access to Hobson's Folly (S106)	S Tovell	0	0	6	6	(6)	(0)	Awaiting Cambridge Past Present & Future input
<b>Total Programmes</b>			<b>417</b>	<b>1,417</b>	<b>547</b>	<b>(870)</b>	<b>859</b>	<b>(11)</b>	
SC410 - 38118	Mill Road Cemetery	A Wilson	0	21	11	(10)	10	(0)	Project delayed by various dependencies. Now largely resolved, with funding commitment anticipated Spring 2016.
SC469 - 38131	Vie Public Open Space (S106)	A Wilson	0	32	25	(7)	7	0	Project completed. Residual spending to be drawn down.

## City Centre &amp; Public Places Portfolio / Community Services Scrutiny Committee

## Capital Budget 2015/16 - Outturn

Capital Ref	Description	Lead Officer	Original Budget 2015/16	Final Budget 2015/16	Outturn	Variance - Outturn compared to Final Budget	Rephase Spend	Over / (Under) Spend	Variance Explanation / Comments
SC492 - 38153	Jesus Green Play Area (S106)	A Wilson	0	2	12	10	0	10	Fencing follow-up project completed, after completion of main play area improvements in 2013..
SC540 - 39152	Electronic Market Management Software	D Ritchie	0	4	0	(4)	2	(2)	Improvements/modifications made to market management software that should have been part of the initial procurement in order that system worked as intended. Work ordered in March 2016 and subsequently invoiced and completed. £1,750 remaining unlikely to be required.
SC544 - 38175	Coleridge Recreation Ground Improvements (S106)	A Wilson	0	70	88	18	0	18	Main project completed. Remaining landscaping improvements (seasonal) due to completed in autumn.
SC548 - 38179	Southern Connections Public Art Commission (S106)	A Wilson	18	25	22	(3)	3	(0)	Long term project delayed due to land transfers, staffing changes and absence. Support for community engagement now in place with next planting phase anticipated Autumn 2016.
SC600 - 38297	Far East Prisoners of War Commemorative Plaque	A Wilson	15	15	4	(11)	0	(11)	Project complete
<b>Total Projects</b>			<b>33</b>	<b>169</b>	<b>161</b>	<b>(8)</b>	<b>22</b>	<b>14</b>	
-	-	-	0	0	0	0	0	0	-
<b>Total Provisions</b>			<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Total for City Centre &amp; Public Places Portfolio</b>			<b>450</b>	<b>1,586</b>	<b>708</b>	<b>(878)</b>	<b>881</b>	<b>3</b>	

Changes between original and final budgets may be made to reflect:

- rephased capital spend from the previous financial year
- rephased capital spend into future financial periods
- approval of new capital programmes and projects

and are detailed and approved:

- in the June/July committee cycle (outturn reporting and carry forward requests)
- in September (as part of the Mid-year Financial Review, MFR)
- in the January committee cycle (as part of the Budget-Setting Report, BSR)



To Executive Councillor for Communities, Councillor Richard Johnson  
Report by Chief Executive and Head of Finance  
Relevant Scrutiny Committee Community Services 30 June 2016

### **2015/16 Revenue and Capital Outturn, Carry Forwards and Significant Variances – Communities Portfolio**

#### **Key Decision**

#### **1. Executive summary**

1.1 This report presents, for the Communities Portfolio :

- a) A summary of actual income and expenditure compared to the final budget for 2015/16 (outturn position)
- b) Revenue and capital budget variances with explanations
- c) Specific requests to carry forward funding available from budget underspends into 2016/17.

#### **2. Recommendations**

The Executive Councillor is recommended to request that the Executive Councillor for Finance and Resources, at the Strategy and Resources Scrutiny Committee on 4 July 2016, approves the following:

- a) Carry forward requests totalling £60k revenue funding from 2015/16 to 2016/17, as detailed in **Appendix C**
- b) Carry forward requests of £5,991k capital resources from 2015/16 to 2016/17 to fund rephased capital spending as detailed in **Appendix D**.

#### **3. Background**

##### **Revenue Outturn**

3.1 The overall revenue budget outturn position for the Communities Portfolio is given in the table below. Detail, by service grouping, is presented in **Appendix A**.

2014/15 £'000	Communities Portfolio Revenue Summary	2015/16 £'000	% Final Budget
7,025	Original Budget	7,914	104.0
-	Adjustment – Prior Year Carry Forwards	162	2.1
-	Adjustment – Service Restructure Costs	(3)	(0.0)
-	Adjustment – Earmarked Reserves	(5)	(0.1)
-	Adjustment – Capital Charges	199	2.6
-	Adjustment – Central & Support reallocations	(654)	(8.6)
1,067	Other Adjustments	0	0.0
8,092	Final Budget	7,613	100.0
7,956	Outturn	7,440	97.7
<b>(137)</b>	<b>(Under) / Overspend for the year</b>	<b>(173)</b>	<b>(2.3)</b>
162	Carry Forward Requests	60	0.8
<b>25</b>	<b>Resulting Variance</b>	<b>(113)</b>	<b>(1.5)</b>

3.2 **Appendix A** shows original and final budgets for the year (with the movements summarised in the above table) and compares the final budget with the outturn position for this Portfolio for 2015/16. The original revenue budget for 2015/16 was approved by the Executive Councillor for Communities on 15 January 2015.

3.3 **Appendix B** provides explanations of the main variances.

3.4 **Appendix C** lists revenue carry forward requests.

### Capital Outturn

3.5 The overall capital budget outturn position for the Communities Portfolio is given in the table below. **Appendix D** shows the outturn position by scheme and programme with explanations of variances.

2014/15 £'000	Communities Portfolio Capital Summary	2015/16 £'000	% Final Budget
5,548	Final Budget	10,520	100.0
1,693	Outturn	4,566	43.4
<b>(3,855)</b>	<b>(Under)/Overspend for the year</b>	<b>(5,954)</b>	<b>(56.0)</b>

3,911	Rephasing Requests	5,991	56.9
<b>56</b>	<b>Resulting Variance</b>	<b>37</b>	<b>0.3</b>

3.6 The majority of the rephasing (£5,782,000) relates to Clay Farm Community Centre - Phase 2 (Construction).

#### 4. Implications

- 4.1 The net variance from the final budget (see above), as most of the variances relate to schemes funded from developer contributions (S106), would result in an increased use of General Fund reserves of £4,000 only, offset by a £14k managed underspend on revenue to cover this.
- 4.2 A decision not to approve a carry forward request may impact on officers' ability to deliver the service or scheme in question and this could have staffing, equality and poverty, environmental, procurement, consultation and communication and/or community safety implications.

#### 5. Background papers

- Closedown Working Files 2015/16
- Directors' Variance Explanations – March 2016
- Capital Monitoring Reports – March 2016
- Budgetary Control Reports to 31 March 2016

#### 6. Inspection of papers

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

Authors' Names: Chris Humphris; John Harvey  
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**Communities / Community Services Scrutiny Committee**  
**Revenue Budget 2015/16 - Outturn**

Service Grouping	Original Budget £	Final Budget £	Outturn £	Variation Increase / (Decrease) £	Carry Forward Requests - see Appendix C £	Net Variance £
<b>Community Services (previously Arts &amp; Recreation)</b>						
Arts & Events	741,380	562,950	563,504	554		554
Business & Marketing	152,670	0	0	0		0
Cultural Facilities	513,670	291,300	341,107	49,807		49,807
Sport & Recreation	2,589,110	2,695,170	2,579,680	(115,490)		(115,490)
	<b>3,996,830</b>	<b>3,549,420</b>	<b>3,484,291</b>	<b>(65,129)</b>	<b>0</b>	<b>(65,129)</b>
<b>Community Services (previously Community Development)</b>						
Community Development Admin	518,000	555,190	491,644	(63,546)	10,000	(53,546)
Community Centres	799,260	812,990	828,922	15,932		15,932
Children and Youth	467,420	460,420	451,481	(8,939)		(8,939)
Neighbourhood Community Development	569,760	571,760	523,760	(48,000)	50,000	2,000
Equalities	0	0	0	0		0
Grants (including The Junction, note 1)	1,509,690	1,610,230	1,606,746	(3,484)		(3,484)
	<b>3,864,130</b>	<b>4,010,590</b>	<b>3,902,553</b>	<b>(108,037)</b>	<b>60,000</b>	<b>(48,037)</b>
<b>Environment - Streets and Open Spaces</b>						
Green Fingers (previously Employment Foundation)	53,210	53,210	53,210	0		0
	<b>53,210</b>	<b>53,210</b>	<b>53,210</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Net Budget</b>	<b>7,914,170</b>	<b>7,613,220</b>	<b>7,440,054</b>	<b>(173,166)</b>	<b>60,000</b>	<b>(113,166)</b>

Changes between original and final budgets may be made to reflect:

- portfolio and departmental restructuring
- approved budget carry forwards from the previous financial year
- technical adjustments, including changes to the capital accounting regime
- virements approved under the Council's constitution
- additional external revenue funding not originally budgeted

and are detailed and approved:

- in the January committee cycle (as part of the Budget-Setting Report)
- in the June/July committee cycle (outturn reporting and carry forward requests)
- in September (as part of the Mid-year Financial Review, MFR)
- via technical adjustments/virements throughout the year

## Communities Portfolio / Community Services Scrutiny Committee

Revenue Budget 2015/16 - Major Variances  
from Final Revenue Budgets

Service Grouping	Reason for Variance	Amount £	Contact
<b>Cultural Facilities</b>	Cultural Facilities Administration: Variance primarily due to unaccounted/unanticipated past year costs incurred by the service since the transfer to Cambridge Live. This overspend has been offset by the planned underspend within cost centre 07101.	49,807	Debbie Kaye
<b>Sport &amp; Recreation</b>	Leisure Contract Client Costs: £14k of this underspend relates to funding held to cover unavoidable additional costs relating to the capital project at Buchan St Neighbourhood Centre.	(20,833)	Ian Ross
	Sport & Recreation Administration: The variance is predominantly down to several staff vacancies throughout the year. £80k was originally held to cover vandalism costs to Parkside Pool windows. This is now being met by the insurance fund which will have an additional contribution paid in for 2016/17.	(74,446)	Ian Ross
<b>Community Development</b>	Community Development - Admin: This variance is mainly due to a planned underspend to cover additional in year costs relating to the transfer of Cultural Services to Cambridge Live (cost centre 20004).	(63,546)	Cathy Heath
<b>Neighbourhood Community</b>	Neighbourhood Community Development: £50k of this underspend relates to Clay Farm set up costs. Progress with the opening of the centre has been delayed and the new manager not in place until April 2016.	(51,217)	Sally Roden
<b>Other</b>		(12,931)	-
<b>Total</b>		<b>(173,166)</b>	

## Community Services Scrutiny Committee

### Communities Portfolio

#### Revenue Budget 2015/16 - Carry Forward Requests

##### Request to Carry Forward Budgets from 2015/16 into 2016/17

Item	Reason for Carry Forward Request	Amount £	Contact
1	<p><b>Neighbourhood Community Development</b></p> <p>A carry forward of £50k is requested relating to set up costs for Clay Farm Community Centre. The planned opening has been delayed a second time to the end of October 2016.</p>	50,000	Sally Roden
2	<p><b>Community Development - Admin</b></p> <p>A carry forward is requested to reflect the contingent costs of staff affected by restructuring either through pay protection or redundancy costs. This is the remaining amount required from a fund that was earmarked to cover restructuring within Community Services.</p>	10,000	Jackie Hanson
	<p><b>Total Carry Forward Requests for Communities Portfolio / Community Services Scrutiny Committee</b></p>	<b>60,000</b>	



## Communities Portfolio / Community Services Scrutiny Committee

## Capital Budget 2015/16 - Outturn

Capital Ref	Description	Lead Officer	Original Budget 2015/16 £000	Final Budget 2015/16 £000	Outturn £000	Variance - Outturn compared to Final Budget £000	Rephase Spend £000	Over / (Under) Spend £000	Variance Explanation / Comments
PR030k - 38290	C3: grant for kitchen facilities & portable stage lift (S106)	J Hanson	0	53	53	0	0	0	n/a
PR031k - 38291	St Luke's Church: grant for refurbishment of community facilities (S106)	J Hanson	0	30	22	(8)	8	0	Project on target
PR032f - 38268	Cherry Hinton Baptist Church Family Centre (S106)	B Keady	0	111	121	10	0	10	Project Completed. Current Year budget should be £121k and funds have now been drawn down from S106 contributions
PR032g - 38269	Cherry Hinton Rec Ground pavilion refurb. (S106)	I Ross	0	99	2	(97)	97	0	Project reworked at request of local clubs and ward Councillors to provide additional changing rooms, further approval for funds obtained S.Area Committee 14/12/15. Planning approval granted and South Area permissions obtained to procure granted in April 16. Currently out to tender for September 16 completion.
PR032h - 38270	Trumpington Bowls Club Pavilion Ext. (S106)	I Ross	0	70	75	5	2	7	Project complete. Retention money to be carried over for payment in 16/17. overspend funded from S106 draw downs
PR033j - 38292	St Augustine's Church: grant for church hall side extension (S106)	J Hanson	0	87	87	0	0	0	n/a
PR034p - 38293	Cambridge 99 Rowing Club: grant for kitchen facilities (S106)	I Ross	0	5	0	(5)	5	0	Is a grant to the Cambridge 99 rowing club and they have not completed the works to date. Expected completion June 2016.
PR034q - 38294	Cambridge Canoe Club: additional boat and equipment store (S106)	I Ross	0	10	2	(8)	8	0	Is a grant to the Cane Club and some modifications works are completed and in use. Planning permissions had to be sought for containers and was finally granted in late April 2016. Currently procuring containers. Grant to be paid over when works are completed.
<b>Total Programme</b>			<b>0</b>	<b>465</b>	<b>364</b>	<b>(101)</b>	<b>120</b>	<b>19</b>	
SC476 - 38137	Water Play Area Abbey Paddling Pool (S106)	I Ross	0	2	3	1	0	1	Project complete and in use over last two summer seasons 14/15 & 15/16.
SC477 - 38138	Coleridge Paddling Pool Enhancement (S106)	I Ross	0	2	2	0	0	0	Project complete and in use over last two summer seasons 14/15 & 15/16.
SC478 - 38139	Water Play Area Kings Hedges "Pulley" (S106)	I Ross	0	2	3	1	0	1	Project complete and in use over last two summer seasons 14/15 & 15/16.

## Capital Budget 2015/16 - Outturn

Capital Ref	Description	Lead Officer	Original Budget 2015/16	Final Budget 2015/16	Outturn	Variance - Outturn compared to Final Budget	Rephase Spend	Over / (Under) Spend	Variance Explanation / Comments
SC560 - 38189	Guildhall & Corn Exchange Cap Schemes RO AR9	D Kaye	0	98	35	(63)	63	(0)	Works to toilets are programmed for August 2016
SC602 - 38306	Buchan Street Community Centre - new roof replacement	I Ross	0	60	74	14	0	14	Project completed. £14K overspend is from installation of Solar PV array and funded from revenue budget.
SC603 - 38307	Ross Street Community Centre - new boiler system	I Ross	0	36	26	(10)	0	(10)	Project completed. Tenders for works came in under budget and underspend can be returned to central reserves.
SC034o - 38304	Netherhall School: supplementary grant for gym and fitness suite facilities (S106)	I Ross	0	45	19	(26)	26	(0)	Is a grant to the School, which has recently changed to an Academy and the new governing body and trustees are reviewing the remaining parts of the proposed scheme of works to ensure that they are a best fit for the new direction of the Academy and the facility improvements are still required.
<b>Total Projects</b>			<b>0</b>	<b>245</b>	<b>162</b>	<b>(83)</b>	<b>89</b>	<b>6</b>	
PV566 - 41076	Clay Farm Community Centre - Phase 1 (S106)	A Carter	0	0	12	12	0	12	Architects and other professional fees incurred in 2015/16. Future costs to be met from the Phase 2 (construction) budget.
PV567 - 38194	Clay Farm Community Centre -Phase 2 (Construction)	A Carter	6,271	9,810	4,028	(5,782)	5,782	0	Scheme is currently behind schedule
<b>Total Provisions</b>			<b>6,271</b>	<b>9,810</b>	<b>4,040</b>	<b>(5,770)</b>	<b>5,782</b>	<b>12</b>	
<b>Total for Communities Portfolio</b>			<b>6,271</b>	<b>10,520</b>	<b>4,566</b>	<b>(5,954)</b>	<b>5,991</b>	<b>37</b>	

Changes between original and final budgets may be made to reflect:

- rephased capital spend from the previous financial year
- rephased capital spend into future financial periods
- approval of new capital programmes and projects

and are detailed and approved:

- in the June/July committee cycle (outturn reporting and carry forward requests)
- in September (as part of the Mid-year Financial Review, MFR)
- in the January committee cycle (as part of the Budget-Setting Report, BSR)
- via technical adjustments/virements throughout the year



To: Executive Councillor for Communities:  
Councillor Richard Johnson

Report by: Head of Communities

Relevant scrutiny committee: Community Services  
Scrutiny Committee 30/6/2016

Wards affected: All

### **Extension to the Leisure Management Contract 2020-2023**

#### **Key Decision**

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#### **1. INTRODUCTION**

- 1.1 Leisure Management within the City has been externalised to several private leisure operators over the last twenty years. The current contract was awarded to Greenwich Leisure Limited (GLL) after an EU competitive tender exercise and they commenced in October 2013 on a seven year contract, with an option to extend for a further three years.
- 1.2 GLL have been performing well over the three years since starting the new Contract, completing the multimillion pound capital investment programme outlined in their tender for the improvements of the Councils Leisure Portfolio. Maintained and increased visitor numbers and swims, delivered a new concessionary membership scheme, and continue to deliver high quality services to the public.
- 1.3 This report seeks approval to award the three year extension to GLL to allow further investments within the leisure contract and GLL to have enough time to realise payback on these further investments.
- 1.4 Investment projects are not limited to only capital investments within the portfolio but will also see investment in staff and the extended contract period will enable GLL to pay the UK Living Wage (current UK rate of £8.25 per hour) to all employees within the Cambridge Leisure Contract.

## **2. RECOMMENDATIONS**

It is recommended that the Executive Councillor for Communities;

- 2.1 Instructs officers to progress awarding an extension of the Leisure Management Contract to Greenwich Leisure Ltd (GLL) under the current contractual arrangements and existing terms & conditions for the allowed three year extension period commencing October 2020 to the end of September 2023.
- 2.2 Authorises officers to continue to work with GLL for further implementation of investments and delivery within the Leisure Contract with the ongoing aim to also reduce the Management Fee paid to GLL over the remaining seven year period
- 2.3 Instructs officers to seek confirmation that GLL will pay the UK Living Wage (currently set at £8.25 per hour), to all members of staff working on the Cambridge contract from 1<sup>st</sup> October 2016 onwards for the remainder of the Contract term.

## **3. BACKGROUND**

- 3.1 Leisure Management within the City has been externalised to several private leisure operators over the last twenty years. The current contract was awarded to Greenwich Leisure Limited (GLL) after an EU competitive tender exercise and runs for seven years from October 2013 to the end of September 2020.
- 3.2 The Contract award to GLL was agreed at a meeting of Community Development Scrutiny Committee in June 2013
- 3.3 The Contract has an option to extend the contract period on the same terms and conditions for a further three years from October 2020 to the end of September 2023.
- 3.4 GLL's tender submission provided the Council with a £300,000 per annum saving over the previous Leisure Management contract and also provided a £2.4 million pound investment package for improvements to the Councils leisure facilities, for energy saving measures along with fitness facility improvements at the pools.
- 3.5 The tender was not a Living Wage tender and the City Council at the time of Leisure Management tendering process was not a Living Wage employer, nor was it signed up to the Living Wage Foundations commitment.

- 3.6 Cambridge City Council became an accredited Living Wage employer in November 2014. The City Council's Living Wage policy is a key part of the Anti-Poverty Strategy and reflects the Council's priority to share prosperity and to ensure that the benefits of growth are enjoyed by all, including those in low-paid jobs. Accreditation requires that the Council must ensure to the extent permitted by law that any of its contractors which supply an employee who provides a service to or on behalf of the Council involving 2 or more hours of work in any given day in a week, for 8 or more consecutive weeks in a year on the Council's premises, property, or land should be paid at least the Living Wage. Furthermore, the contracted employees must be awarded any increase in the Living Wage within 6 months of the new rate being officially announced. Accreditation does not require employers to pay the Living Wage to apprentices and interns.
- 3.7 GLL have demonstrated a high level of commitment to their submission and working in partnership with the City Council, in particular delivering on the councils Anti-Poverty Agenda with concessionary access schemes, and on a priority scheme to enable free swimming lessons for those on low incomes and working with local schools for top up lessons to enable all school children to be able to swim 25m by the time they leave primary school education.
- 3.8 The Cambridge leisure portfolio has seen capital investment and improvements in energy management at the centres, with the Combined Heat and Power unit (CHP) at Parkside Pools being updated and brought back online, a new boiler, photo voltaic installation and new energy efficient lighting in the sports hall at the Cherry Hinton Village Centre. Abbey Pool has also had new boilers and voltage optimisation installed, and Kings Hedges Pool has seen an air source heat pump installed, and along with better management of the energy savings investments the City Council have also made, ensures the leisure portfolio remains committed to energy management and carbon reduction.
- 3.9 GLL have also made capital investments as per their tender to improve the health and fitness facilities at the centres, with an extension to the Abbey Pools gym, a new fitness studio and investment in the gym changing rooms. A large scale investment at Parkside Pools saw the conversion of the dated health suite to a modern gym, studio and fitness centre, which now has around 6,000 visits per month.

- 3.10 GLL also continue to work well and inline with their tender submission and continue to deliver on the aspirations for the leisure portfolio set out by the Council in the original tender documents, and although not a Living Wage tender has remained committed to bringing the UK Living Wage to its staff within the contract.
- 3.11 The Councils client team have a good working relationship with all levels of staff and management locally in the Cambridge contract and with GLL's senior management team at their Head Office.
- 3.12 Officers meet with GLL managers on a monthly basis to monitor client and operational issues and maintenance and facility based issues and general progress. Regular client monitoring visits of the facilities are undertaken to ensure good levels of performance and contractual compliance.
- 3.13 Quarterly performance data is compiled and submitted both through the Performance Management Framework (PMF) and Corporate Performance Indicators. The PMF invites Members to twice a year (mid and end of year) reviews, to raise issues and concerns with the GLL management team on a face to face basis.
- 3.14 The PMF reports on swimming throughputs for each pool, number of complaints and compliments received, along with contractual compliance, public engagement forums held, maintenance logs, and a range of client monitoring feedback including safeguarding.
- 3.15 Corporate Performance Indicators also show GLL's continued increase in delivering general swimming visits at the pools, with swims up over 19,000 compared to last year across the pools. Accompanied with very large increase in memberships from those on low incomes, with over 7,600 signed up to concessionary memberships and able to access to the pools and gyms with up to 50% discount, is increasing the participation levels for those in most need.
- 3.16 The Contract currently in its third operational year and with the three year extension will allow for a seven year period, to enable further investment into the portfolio to be made and give GLL a better payback term for future investment into the portfolio.
- 3.17 Officers have been working with GLL to identify further opportunities which would improve the facilities and the long term commercial viability of the City Councils portfolio for future years. It may also allow efficiencies to be realised that can contribute to the Council's overall savings target. The projects below are capital investment opportunities in a priority order to be developed further with GLL and utilising S106

developer contributions for indoor sport, for potential implementation into the Leisure Contract over the remaining seven years. (in the event the option to extend is exercised).

- 3.18 All projects are subject to further discussion and consultation, and obtaining relevant planning permissions, allocations of S106 developer contributions and capital invest from GLL. No agreement has been given, and these capital projects are not conditional to the award of the contract extension.

## **NEW PROJECT PROPOSALS**

- 3.19 **Add New Community Gym at the Cherry Hinton Village Centre, whilst retaining community rooms**

To build a new structure on the side of the Village Centre (in the existing under used garden area) to provide a new multipurpose room, meeting room, reception and kitchenette to replace the current provision and enable the centre to continue to serve the local community meeting space needs, and be able to be hired separately from the rest of the building for parties and events

To then convert the existing multipurpose room, meeting room, office and kitchenette footprint and reconfigure to a community gym and well-being centre to provide around 40/45 fitness stations, a group exercise room, and consultation room.

The focus to be a small community gym for local residents with an emphasis on health and well-being tied into the Councils Exercise Referral programme and outpatient clinics for Addenbrookes hospital.

The conversion of the existing community rooms to a community gym will only begin once any extension to the Village Centre has been completed.

- 3.20 **New Poolside features at Abbey Pool**

To develop poolside water play features around the small pool at Abbey Pool, and introduce a double water slide and separate water catch utilising the existing balcony and poolside steps.

- 3.21 **Photo Voltaic energy-saving system at Parkside Pools**

Installation of a large photo voltaic system on the roof of Parkside Pools pool hall facing onto Mortimer Road – [a previous planning application was approved for these works and is still current]

3.22 **And/or Solar Thermal energy saving system at Parkside Pools**  
Installation of a Solar Thermal system on the roof of Parkside Pools facing onto Mortimer Road

3.23 **Options for improvements to Jesus Green Outdoor Lido**  
To provide a new building within the pool demise to include, a new entrance and reception, new male and female changing rooms, a café, a multipurpose room and function space, along with improvements to the rest of the facility to improve access and disabled access to the poolside surrounds and pool facilities.

These range of improvements to the Jesus Green Outdoor Lido, will also seek S106 developer contributions, as per the recommendations in the S106 report “Use of generic S106 contributions (Communities)” (30/06/16).

3.24 **Energy Saving Measures across the portfolio**  
Upgrade the air plant and air handling units at Abbey Pool.  
Upgrade the floodlighting on the Astroturf at Abbey pool, and car park lighting to more energy efficient LED lighting and timer controlled units.  
General lighting projects around the centres to convert to energy saving LED fittings.  
Explore further opportunities for investment in energy saving initiatives

3.25 **Changing Room Expansion at King Hedges Learner Pool**  
To develop the changing room facilities at the pool to increase the size and/or provide a new large changing room or rooms suitable for school use and use by large groups, and Asian ladies sessions.

3.26 **New Indoor Facility**  
Potential to create a new indoor facility of either a 4 court sports hall, rubber crumb five a side pitch, trampoline centre, or general multi activity extreme sport/Skate/BMX/Climbing facility on the overflow car park at Abbey Pool with a linking corridor to the front reception.  
Potential to utilise and relocate the steel framed building that currently houses the “Stores” at Mill Road Depot subject to the sites redevelopment over the coming years.

## **LIVING WAGE FOUNDATION - IMPLEMENTATION OF PAY**

3.27 The additional three years provided via the contract extension will also allow GLL to be able to afford to further invest in their staff and be able to implement a Living Wage, as recognised by the Living Wage Foundation, to all staff within the Cambridge Contract.



3.28 GLL currently pay the statutory “National Minimum Wage” (including the mandatory “national living wage” rate of £7.20 per hour for those aged over 25) to its staff and under the terms of the GLL will uplift this payment to the current UK Living Wage rate set by the Living Wage Foundation of £8.25 per hour, and will apply the future annual increases in the UK Living Wage rate.

## **CONCLUSION**

2.29 The contract extension will allow the UK Living Wage rate of remuneration to be paid to GLL staff commencing on the 1<sup>st</sup> of October 2016, the start of the fourth contractual year and be able to be maintained to the end of the Contract term to September 2023.

3.30 This will bring the Leisure Contract into compliance with the City Councils Living Wage Foundation Accreditation to have all appropriate contracts UK Living Wage compliant by the end of October 2017.

3.31 It is on this basis of continued good performance, contractual compliance, demonstration and delivery of capital investment for the improvements of the Councils Leisure Portfolio, further investment opportunities and investment in their staff for the payment of the UK Living Wage rate, that it is the officer’s recommendation that the Leisure Management Contract with GLL should be extended for the allowed three years to the end of September 2023.

## **4. IMPLICATIONS**

### **4.1 Financial implications:**

The leisure contract Management Fee will continue to be paid to GLL [currently at £430,200 per annum], and is inflated by September’s CPI (consumer price index) annually. The Management Fee will be maintained on this basis carrying the management fee of September 2020 with an annual CPI inflation through the remaining three year contract extension period.

Officers will work with GLL to consider further the proposed investments noted within this report that have the capability to improve the financial position of the Contract, the long term commercial viability of the City Councils portfolio for future years, and to reduce the management fee payable by the Council.

### **4.2 Staffing implications:**

The award of an extended contract period by the allotted three years will enable GLL to make investments in their staff employed within the Cambridge contract, and the extended period will enable GLL to pay

the UK Living Wage from the 1<sup>st</sup> of October 2016, the start of the fourth contractual year for the remainder of contract term to September 2023, and will apply the future annual increases in the UK Living Wage rate.

GLL will also be encouraging more apprenticeships within the Cambridge Contract with a new scheme they are rolling out across the company linked to training at their Academy in Greenwich and are able to partner with local organisations for its delivery.

#### **4.3 Equalities and poverty implications:**

The concessionary membership scheme GLL provide will continue, which offers up to 50% discount off entry prices for those in receipt of means tested benefits, and has seen a large increase in uptake and usage since GLL started the contract in October 2013 where it replaced the old Leisure card scheme.

Work on school swimming and supported children's top up lessons and individual lesson programmes will continue and develop further over the coming years to achieve the council's objective to have all children able to swim 25m by the time they leave primary education.

Ladies & Asian Ladies only sessions will continue with the dedicated sessions currently running at Abbey and Kings Hedges Pools

Dedicated disabled swimming sessions at Parkside (and at Kings Hedges during the holiday periods) will continue

GLL will continue to operate and work with the Sports Team for delivery of the exercise referral scheme

GLL also have a national support programme of free access for national level athletes and a grant awards programme for up and coming athletes and those on benefits to enable them greater access to training facilities and equipment.

#### **4.4 Other implications: Environmental**

There will be a positive impact on the environmental position of the Leisure Contract, with the potential investment opportunities for more energy saving measures to be introduced at the facilities especially at Parkside Pools with either a Solar Thermal or Photo Voltaic system or possible combination of both, that would reduce energy consumption at the pool.

Other projects include changing the outdoor floodlighting on the artificial pitch and in the car parks at Abbey pool and general lighting projects around the centres to convert to energy saving LED fittings.

## **5. BACKGROUND PAPERS**

- 5.1 2015/16 Performance Management Framework  
2015/16 Corporate Performance Indicators

## **6. APPENDICES**

- 6.1 There are no Appendices

## **7. INSPECTION OF PAPERS:**

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

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Manager

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To: Executive Councillor for Communities  
Report by: David Kidston, Strategy and Partnerships Manager  
Relevant scrutiny committee: Community 30/6/2016  
Services  
Scrutiny  
Committee  
Wards affected: Abbey Arbury Castle Cherry Hinton Coleridge  
East Chesterton King's Hedges Market Newnham  
Petersfield Queen Edith's Romsey Trumpington  
West Chesterton

## **ANTI-POVERTY STRATEGY PROGRESS UPDATE**

### **Key Decision**

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#### **1. Executive summary**

- 1.1 The Council's Anti-Poverty Strategy was approved by the Executive Councillor for Finance and Resources at Strategy and Resources Committee on 23 March 2015. The strategy aims to: improve the standard of living and daily lives of those residents in Cambridge who are currently experiencing poverty; and to help alleviate issues that can lead households on low incomes to experience financial pressures.
- 1.2 The Anti-Poverty Strategy sets out 7 key objectives and 61 associated actions to reduce poverty in Cambridge. This report provides an update on progress in delivering key actions identified for 2015/16, with a particular focus on new areas of activity introduced in the strategy. It also provides details of new projects funded through the Council's Sharing Prosperity Fund for delivery from 2016/17 onwards.
- 1.3 The report also provides a more detailed update on the Council's campaign to promote the Living Wage to local employers, as outlined in the Living Wage Action Plan approved at Strategy and Resources Committee on 23 March 2015.

#### **2. Recommendations**

- 2.1 The Executive Councillor is recommended to:

1. Note the progress in delivering actions to reduce poverty in Cambridge during 2015/16.
2. Note the progress in delivering the Living Wage Action Plan during 2015/16.
3. Note the funding allocated to new anti-poverty projects from the Sharing Prosperity Fund during 2015/16, as set out in Appendixes A and B

### **3. Background**

- 3.1 The Council's Anti-Poverty Strategy was approved by the Executive Councillor for Finance and Resources at Strategy and Resources Committee on 23 March 2015. This progress report is being presented to Community Services Committee because responsibility for the Anti-Poverty Strategy was transferred to the Executive Councillor for Communities in May 2016.
- 3.2 The Anti-Poverty Strategy aims: to improve the standard of living and daily lives of those residents in Cambridge who are currently experiencing poverty; and to help alleviate issues that can lead households on low incomes to experience financial pressures.
- 3.3 Based on a review of available evidence and extensive consultation with stakeholders and residents, the strategy identifies 7 objectives for City Council activity to address poverty. The key objectives are:
  - 1 Helping people on low incomes to maximise their income and minimise their costs
  - 2 Increasing community pride, raising aspirations and making the move into work easier
  - 3 Reducing the impact of poverty on children and helping low income families with the cost of raising a child
  - 4 Reducing the link between poor health and poverty
  - 5 Ensuring that vulnerable older people and people with disabilities get the services that they need and reducing the social isolation they can experience
  - 6 Helping people with high housing costs, increasing numbers of affordable homes, and improving the condition of people's homes
  - 7 Working in partnership to tackle wider barriers to employment and engagement
- 3.4 The strategy also sets out 61 detailed actions that City Council services will undertake from 2014/15 to 2016/17 to help achieve the objectives outlined above. Some of these actions involve an evolution or refocusing of existing services, while other actions relate to new

initiatives that will improve the lives of residents experiencing poverty. A summary of progress in delivering the new initiatives identified in the strategy is provided in section 4.0 below. More detailed progress reports on all 61 actions are provided in the Anti-Poverty Strategy Year One Review report, which is listed as a background paper for this report in section 8.0 below.

- 3.5 The Council will monitor the extent of poverty in Cambridge. We have carried out analysis of data in the new national Index of Multiple Deprivation (IMD), which was published in September 2015, and will continue to monitor the high level measures identified in the Anti-Poverty Strategy. These measures will enable us to monitor the effects of national government fiscal policy and changes in the local and national economy, as well as the collective impact that the Council and local partner agencies are having on poverty.

#### 4. Progress during 2015/16

- 4.1 Some of the activities and initiatives that the Council has undertaken during 2015/16 to address the key issues which contribute to poverty in Cambridge include:

- Further supporting and promoting the services offered by **credit unions** in Cambridge by:
  - Expanding neighbourhood access points for credit unions in five new locations in the city including a number of community centres; providing support to recruit new volunteers to staff the access points; and a promotional campaign to increase membership of credit unions. This work has helped increase credit union membership by 68 people over the first five months.
  - Adapting the Council's Customer Service Centre to create a dedicated Advice Hub launched in May 2015 for the credit unions to operate from, alongside other organisations providing financial advice including the Citizen's Advice Bureau and relevant Council services.
  - Delivering a Junior Savers Pilot project, working with one secondary and one primary school in low income areas of the city. This has led to 76 young people opening savings accounts with a credit union.
- Delivering the Council's **Fuel and Water Poverty** Action Plan, including: extensively promoting the Cambridgeshire County Council collective energy switch scheme, resulting in more than 400 Cambridge residents being assisted; implementing a water

meter trial project to 10 Council properties to identify potential cost savings for tenants; and establishing a referral network for residents in need of fuel and water poverty assistance.

- Taking action to support low income families to maximise incomes and reduce costs, including: providing a successful programme of free **swimming lessons** for 290 younger children from low income families and children who cannot swim at the key stage 2 assessment point; and working with Cambridgeshire County Council to carry out adaptation works at Buchan Street Neighbourhood Centre and Ross Street Community Centre and to appoint nursery providers to deliver up to 48 **childcare** spaces at the two centres.
- Recruiting 7 **apprentices** in City Council services and identifying opportunities for a further 8 apprentices by 2018, and working with City Deal partners to progress the Signpost 2 Skills service, which will raise young people's awareness of the employment opportunities available in the Greater Cambridge economy and deliver an additional 420 apprenticeships across Greater Cambridge.
- Promoting opportunities for residents on low incomes to **volunteer**, including:
  - organising two Volunteer Fairs at the Guildhall in February 2015 and January 2016. The two events included a total of 174 stalls, and were attended by a total of 1472 people.
  - supporting the roll-out of the 'time credits' project in Abbey and Kings Hedges, which provides volunteers with vouchers that can be redeemed at leisure and cultural venues;
- Taking steps to reduce health inequalities in Cambridge by:
  - providing 50% reductions in entry prices to Council-owned **swimming facilities** for 7,600 people on low incomes.
  - piloting free **exercise referrals** from surgeries in the north of Cambridge. There have been 44 referrals since the scheme started in September 2015.
  - working with the Citizen's Advice Bureau to pilot an **outreach advice service** at Barnwell Medical Practice, which has supported 64 patients who are experiencing mental health issues as a result of debt or other financial issues. It is estimate that £160,420 of additional income has been generated for the patients.



- working with voluntary organisations to provide classes promoting **cooking skills** and a greater understanding of nutrition and healthy eating for 60 people on low incomes.
- Constructing 107 new **affordable homes** as part of the Council's Affordable Housing Development Programme, with another 73 units forecast for completion in 2016/17. Properties have been made available for rent at 60% of market rental rates.
- Working with housing organisations, Citizens Advice Bureau and other partner organisations to ensure a joined up approach to early transitions to **Universal Credit** for vulnerable residents and to prepare for the digital rollout of Universal Credit from 2017.
- Using funding from the Council's Sharing Prosperity Fund to support four **digital inclusion** projects. City Homes delivered 5 12-week training courses for 34 residents at venues across the City. 3 voluntary and community organisations were funded to deliver programmes which focused on increasing residents' digital skills and enabling them to access services online.

## 5. Update on progress in delivering the Living Wage Action Plan

- 5.1 The Executive Councillor for Finance and Resources agreed an Action Plan to guide the Council's Living Wage campaign at Strategy and Resources Committee on 23 March 2015. This report provides an update on progress in delivering this action plan.
- 5.2 The Council received accreditation from the Living Wage Foundation as a Living Wage employer on 3 November 2014. Since April 2013, the Council has paid its own employees the Living Wage, but in accordance with the requirements of accreditation, the City Council is also working to ensure that all its contractors pay the Living Wage to Qualifying Staff employed by its contractors at the earliest opportunity, unless it would be unlawful or inappropriate to do so. A separate report to Community Services Committee on 4 July 2016 provides details of proposed changes to the Council's leisure management contract to ensure that the contractor is able to pay all qualifying staff the Living Wage.
- 5.3 The Council appointed a Living Wage Coordinator in November 2014 to promote the benefits of paying the Living Wage to businesses and organisations in Cambridge. In November 2015, the Council was named Employer Champion for the Eastern region in the national Living Wage Champion Awards as a result of its work to promote the Living Wage. With support from the Council, one of the accredited businesses in Cambridge, the Cambridge Organic Food Company,

also won the Leadership Champion award for the Eastern region at the same awards.

5.4 The Living Wage Co-ordinator has used a wide range of approaches, including:

- direct contact with 948 organisations through telephone calls, emails and distributing promotional material
- face-to-face meetings with over 46 interested employers
- direct approaches to: all tenants of Council commercial properties; all grant-funded organisations; and all organisations with a connection to the Council
- organising 6 high profile events targeted at different economic sectors including: a seminar for high-tech businesses at St John's Innovation Centre in May 2015; an event at the Open University in June 2015; an event at the Science Park in November 2015; a celebration event at the Guildhall in Living Wage week in November 2015; an event for facilities managers and cleaning companies in November 2015; and an event for tourism and hospitality businesses in May 2016.
- speaking at local business networks, including the Chamber of Commerce, Institute of Directors, and Business Networks International.
- media activity, including media releases and articles
- promoting the Living Wage campaign to residents and consumers at the Big Weekend, and the Anglia Ruskin University and Cambridge University Fresher's Fairs.

5.5 This promotional and engagement activity has led to an increase in the number of employers accredited in the city to 44 by June 2016, with 2 more currently in the process of applying for accreditation. This is below the target of 50 employers by December 2015 set in the Action Plan. However, 61 companies have asked for more information about accreditation and 15 of these are seriously considering applying for accreditation. 26 more employers have also confirmed that they pay above the Living Wage to all directly employed staff and comply with the annual increase in the Living Wage rate, but have taken a business decision not to pursue Living Wage accreditation.

5.6 While an increasing number of employers are seeing the benefits for their business and their employees of paying the Living Wage, a number of factors have made it challenging to secure further accreditations, including:

- Some employers have indicated that, while they are willing to pay their direct employees the current Living Wage they are reluctant to pursue accreditation. This can be a for a variety of reasons, from: concern that the Living Wage rate increases significantly on an annual basis, which takes control of their pay policy out of their hands; to concerns about the costs and difficulty of ensuring that contractors pay their staff the Living Wage.
- The Government's decision to introduce a new compulsory National Living Wage for all business from 1 April 2016, at a lower rate (£7.20 for employees aged over 25) than the Living Wage (currently £8.25 for all employees aged over 18). This has made Living Wage accreditation less attractive to some employers, who see less reputational benefit to becoming an accredited Living Wage employer, if all businesses are required to pay the National Living Wage rate.
- It has been harder for the Council to engage businesses in discussions about accreditation, if they are confused by the distinction between the National Living Wage and the higher Living Wage.

5.7 Experience to date suggests that continued promotional activity and “handholding” of businesses through the accreditation process by the Living Wage Coordinator will be required to increase the number of accreditations further. There are also a number of new opportunities that the coordinator will be exploring to take forward the campaign during 2016/17, including supporting the Living Wage Foundation's national consumer campaign in Cambridge. In March 2016 the Executive Councillor for Finance and Resources approved the allocation of funding from the Sharing Prosperity Fund to extend the Living Wage Co-ordinator post from November 2016 to March 2018 to take forward this work.

## **6. New projects supported through the Sharing Prosperity Fund**

- 6.1 The Anti-Poverty Strategy recognises that over time new projects will be identified as our understanding of the changing needs in the city increases, and as the learning from pilot projects is identified.
- 6.2 A dedicated Sharing Prosperity Fund was created in 2014 to support pilot projects which contributed to the objectives of the Anti-Poverty Strategy. To date a total of £1,034,760 has been allocated to the SPF. This includes an additional £200,000 allocated as part of the BSR, which was agreed at full Council on 25 February 2016. Details of all allocations are provided at Appendix A.
- 6.3 To date funding for 23 projects from the Sharing Prosperity Fund has been approved. 11 of these projects were approved either through the

Budget Amendment in July 2014 or through the Budget Setting Report (BSR) in February 2015. These projects were included in the Anti-Poverty Strategy and were progressed during 2015/16.

6.4 A further 12 projects were approved by the Executive Councillor for Finance and Resources in September 2015 and March 2016 following advice provided by officers at the Anti-Poverty Strategy Project Board. These approvals were made in accordance with the approvals process agreed at full Council on 25 February 2015. Further details of these projects are set out in Appendix B. These projects will be delivered from 2015/16 onwards and will either:

- Build on successful anti-poverty pilot projects from 2014/15 and 2015/16 by increasing the scale of activity (e.g. more beneficiaries, covering more wards etc); or
- Address issues or themes identified in the Anti-Poverty Strategy which are not currently being fully addressed by projects or services delivered by the Council or partner agencies.

## **7. Implications**

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

The Anti-Poverty Strategy primarily seeks to co-ordinate and refocus City Council activity so that it focuses on tackling poverty where possible. However, some additional one-off, fixed term initiatives which contribute to the objectives of the Anti-Poverty Strategy have been supported by the 'Sharing Prosperity Fund'. Further details are provided in section 6.0 above and Appendix A.

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

Much of the work to deliver the Anti-Poverty Strategy is being achieved within existing staff resources. However, some of the initiatives being taken (e.g. Living Wage Co-ordinator, Fuel and Water Poverty Action Plan and the Youth Apprenticeship Programme) have involved the recruitment of a limited number of additional staff.

### **(c) Equality and Poverty Implications**

An Equality Impact Assessment was carried out for the finalised anti-poverty strategy in March 2015. An updated version of this EqIA to reflect new projects initiated during 2015/16 has been carried out and is attached for information at Appendix F.

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

Some of the activities being delivered as part of the Anti-Poverty Strategy have a medium positive environmental impact. For example:

- Work being progressed through the Water and Fuel Poverty Action Plan will promote take-up of water meters and water efficiency measures to residents in low income areas of the City, and reduce water consumption and associated carbon emissions.
- The additional promotion of energy efficiency measures to residents in low income areas of the City will reduce energy consumption and associated carbon emissions from households in these areas.

#### **(e) Procurement**

As part of the Anti-Poverty Strategy, the Council has achieved accreditation from the Living Wage Foundation as a Living Wage Employer. As part of this, the City Council has adopted a Living Wage policy in respect of contractors. As set out in a separate report by the Head of Legal Services to Strategy and Resources Committee on 14 July 2014, this policy requires contractors to pay the Living Wage to Qualifying Staff unless it would be unlawful or inappropriate to do so. Officers are monitoring the Council's compliance with this policy on an ongoing basis.

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

The City Council carried out two phases of consultation to inform the development of the Anti-Poverty Strategy in July to September 2014 and 27 October 2014 and 30 January 2015. Residents and stakeholders were engaged through:

- Publication of the draft strategy and a questionnaire survey on the City Council website. In total, 59 responses were received to the survey. The survey was publicised via: the City Council's Twitter account, a media release and other corporate communications channels; direct messages to residents associations, members of Cambridge Community and Voluntary Services (CCVS), organisations funded by City Council grants, and other relevant partner organisations; and the Cambridge Network.
- Focus groups with low income residents, delivered as part of regular service user meetings organised by the City Council and partner agencies. These included: Wintercomfort service users meeting, Sheltered Schemes Residents' Association, Tenants and Leaseholders Forum, Hanover Court Residents Association meetings, and Cherry Hinton Mingle Munch.
- Detailed case studies of six residents in different circumstances, which aim to explore their experiences and views on living on a low income in

Cambridge. These case studies were based on in-depth conversations with City Council officers or staff at the CAB.

- A stakeholder workshop, which brought together key stakeholders to consider the key issues in Cambridge, and identify interventions which have been successful, both in Cambridge and in other towns and cities.
- 25 face-to-face meetings with representatives of local organisations that are working to address different aspects of poverty in the city. Officers also attended stakeholder groups to discuss the strategy with other local organisations, such as the Equalities Panel, Local Health Partnership, Guidance Employment and Training (GET) Group, and the Homelessness Service Information Group.

The finalised Anti-Poverty Strategy was communicated to residents and stakeholders through a press release and local media coverage, and a dedicated page on the City Council website.

Progress in delivering the strategy has been communicated to Council staff and partner organisations through annual conferences held on 5 March 2015 at Buchan Street Neighbourhood Centre and on 23 May 2016 at the Meadows Community Centre. Articles will also be included in internal staff communications channels such as Insight and Management Matters.

#### **(g) Community Safety**

There are no specific community safety implications for the Strategy as a whole, but some of the actions identified in the action plan will have a positive impact on anti-social behaviour, such as: work with city retailers and other partners to develop a voluntary code on the sale of high strength beers and ciders (Action 4.6); and piloting new ways of working with people involved in street-based anti-social behaviour (Action 4.7).

### **8. Background papers**

The Anti-Poverty Strategy 2014-2017 year one review report was used as a background paper when preparing this report. The year one review report provides more detailed information on how each of the 61 actions in the APS have been progressed during 2015/16. This report can be found on the Council's website at: <https://www.cambridge.gov.uk/antipoverty-strategy>

### **9. Inspection of papers**

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## Appendix A – Sharing Prosperity Fund allocations

**Table 1 - Projects approved through Budget Amendment July 2014**

	2014/15	2015/16	2016/17	2017/18	Total
Community Clear out days	9,000	-	-	-	<b>9,000</b>
Living Wage campaign officer	9,820	19,630	9,820	-	<b>39,270</b>
Promotion budget to accompany Living Wage campaign	3,500	7,000	3,500	-	<b>14,000</b>
Water and Energy	15,000	40,000	45,000	-	<b>100,000</b>
Private sector energy	2,000	2,500	2,500	-	<b>7,000</b>
Youth Apprenticeship Scheme	31,500	63,000	94,500	126,000	<b>315,000</b>
<b>Subtotal</b>	<b>70,820</b>	<b>132,130</b>	<b>155,320</b>	<b>126,000</b>	<b>484,270</b>

**Table 2 - Projects approved through BSR February 2015**

	2014/15	2015/16	2016/17	2017/18	Total
Free swimming lessons for children	-	10,000	9,000	9,000	<b>28,000</b>
Rental Support for Cambridge City Foodbank	-	14,000	14,000	-	<b>28,000</b>
Citizen's Advice GP-based outreach pilot project	-	25,000	-	-	<b>25,000</b>
Digital skills in deprived areas	-	15,000	-	-	<b>15,000</b>
Junior Savers Pilot Project	-	10,000	-	-	<b>10,000</b>
<b>Total</b>	-	<b>74,000</b>	<b>23,000</b>	<b>9,000</b>	<b>106,000</b>

**Table 3 - New projects approved Sept 2015**

	2014/15	2015/16	2016/17	2017/18	Total
Expansion of Credit Union services	-	50,000	-	-	<b>50,000</b>
Cooking for Families	-	7,000	15,000	-	<b>22,000</b>
Summer holiday free lunch programme	-	2,000	5,000	-	<b>7,000</b>
Get Online courses	-	-	15,000	-	<b>15,000</b>
Digital Inclusion Fund	-	-	25,000	25,000	<b>50,000</b>

Single Homelessness Service	-	-	36,400	-	<b>36,400</b>
Money Matters Booklet	-	-	15,000	-	<b>15,000</b>
<b>Total</b>	-	<b>59,000</b>	<b>96,400</b>	<b>25,000</b>	<b>180,400</b>

**Table 4 - New projects approved March 2016**

	<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>Total</b>
Fuel and Water Poverty (core bid)	-	-	20,000	-	<b>20,000</b>
Fuel and Water Poverty (supplementary bid)	-	-	-	51,143	<b>51,143</b>
Money and Debt Management in Schools	-	-	25,000	-	<b>25,000</b>
Tenancy buddies	-	-	3,000	-	<b>3,000</b>
Living Wage promotion	-	-	12,000	25,000	<b>37,000</b>
Outreach advice project in health centres	-	-	35,000	-	<b>35,000</b>
<b>Total</b>	-	-	<b>95,000</b>	<b>76,143</b>	<b>171,143</b>

**Table 5 - Funding contributions to the SPF**

	<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>Total</b>
Contributions approved July 2014	500,000	-	-	-	<b>500,000</b>
Contributions approved July 2014	9,760	-	-	-	<b>9,760</b>
Additional contribution BSR 2015	-	325,000	-	-	<b>325,000</b>
Additional contribution BSR 2016	-	-	100,000	100,000	<b>200,000</b>
<b>Total</b>	<b>509,760</b>	<b>325,000</b>	<b>100,000</b>	<b>100,000</b>	<b>1,034,760</b>

**Table 6 - Status of SPF**

Balance of fund as at 15 June 2016	<b>92,947</b>
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## Appendix B – New projects supported through the Sharing Prosperity Fund for 2016/17 onwards

Project title	Service	Project description
Expansion of Credit Union services	Community, Arts and Recreation, credit unions	Providing the following support for credit unions in the city: Establishing 5 new neighbourhood access points, including support to recruit volunteers; promotional campaign to increase membership; costing and design for minor adaptations to CSC to create new operating base as part of a broader financial inclusion hub; and commissioning legal advice on state aid issues to inform longer term approach
Cooking for families	Corporate Strategy	To commission a voluntary organisation to provide free weekly family cookery workshops, where up to 20 parent(s)/carers and children cook together and then share what they have prepared. The project will particularly target single parents, which are one of the key low income groups identified in the strategy.
Summer holiday free lunch programme	Communities Arts and Recreation	To roll out a programme of summer holiday free lunches for low income families in East area, South area and East Chesterton
Get Online courses	City Homes	12 week programme of training sessions for Council tenants, aimed at increasing digital inclusion, financial inclusion, and access to employment and skills provision
Digital Inclusion	Corporate Strategy	To fund joint work by City Council services, Cambridgeshire County Council and voluntary sector partners to improve the digital skills of residents on low incomes and reduce digital exclusion.
Single homelessness service	Strategic Housing	To continue the existing Single Homelessness Service, which was funded by DCLG until March 2016. The project will serve the needs of single homeless people with lower support needs, who are not entitled to statutory homelessness assistance and who are finding it difficult to find and/or maintain accommodation in the sub-region. The project: works directly with private landlords to place single people into private rented sector (primarily shared) houses and flats; works with an 'adult foyer' in the city to provide accommodation, training and work opportunities; offers a supported lodgings scheme; and places customers in other accommodation provided on an ad hoc basis by Registered Providers.
Fuel and Water Poverty (core bid)	Environmental Health	To build on the momentum of current work funded through Green Deal Communities Funding by providing fuel and water poverty assistance until March 2017. The project would fully fund heating upgrades, loft, cavity wall insulation, draft proofing, water efficiency products and other measures. It will be available to residents that meet qualifying criteria based on income and or benefits, and who live in the owner-occupied, shared ownership or private rented sector.

Fuel and Water Poverty supplementary bid	Environmental Health	To extend the existing 1 FTE post of a Fuel and Water Poverty officer to build on work to date to build partnerships and develop a presence within the community. This will allow the post to continue with face-to-face engagement with residents who are in need of advice and support on fuel and water poverty issues. It will also enable the Council to utilise any new external funding that becomes available for fuel and water poverty work.
Money and Debt Management in Schools project	City Homes	To work with state secondary schools in Cambridge to review and help develop their inclusion of money management teaching within their timetables and also assist with development of the resources available to them. It is proposed to implement this through means of a theatre production focussing on money issues and financial decisions and the effect these have on all aspects of a young person's life. This would be delivered in schools as part of "collapse" days, and would be accompanied by a resource pack.
Tenancy Buddies	City Homes	To develop local (ward-based), peer led, community groups. Groups would meet weekly and be hosted by local residents with lived experience of homelessness, mental health issues, the benefit system, or returning to work after a long period out of work. The overall aim would be to create a support network for local people to help them maintain their tenancy and a build local resilience. The first group would be set up in Kings Hedges.
Living Wage Promotion	Corporate Strategy	To provide the resources, through a continuation of the existing 0.5FTE Living Wage Coordinator post and promotional budget, needed to continue the Council's promotion of the Living Wage to businesses in Cambridge from November 2016 to March 2018. It would also provide a dedicated resource to ensure that the Council meets it meets the requirement in the Council's Living Wage accreditation to have all contracts converted to the Living wage by November 2017.
Outreach advice project in health centres	Corporate Strategy	This project proposal is to "roll-out" the present pilot outreach advice service running in East Barnwell Health Centre to 3 other medical practices serving disadvantaged communities in Cambridge. The current pilot service has supported patients who are experiencing mental health issues as a result of debt or other financial issues. The project proposal will enable a full-time generalist advisor to be employed by Cambridge CAB to provide services for one day a week in four practices, including East Barnwell.

# 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.



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

Anti-Poverty Strategy (Progress update June 2016)

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

The City Council's Anti-Poverty Strategy aims to improve the standard of living and daily lives of those residents in Cambridge who are currently experiencing poverty, but also to alleviate issues that can lead to households on low incomes to experience financial pressures.

The City Council carried out public consultation on the draft Anti-Poverty Strategy between 27 October 2014 and 30 January 2015. The Strategy was approved by the Executive Councillor for Finance and Resources at Strategy and Resources Committee on 23 March 2015.

The strategy identifies 7 key objectives for City Council activity to address poverty, which are set out in the table below. It also identifies 61 actions that City Council services plan to undertake from 2014/15 to 2016/17 to address the key issues.

## 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

## 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: Chief Executive's Department

Service: Corporate Strategy

## 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):

The Anti-Poverty Strategy is a corporate strategy, so many of the City Council's services have contributed to the delivery of the Strategy, either through delivering particular actions or through refocussing existing services. However, the key services which are currently represented on the Project Board are Housing Services, Community Services, Corporate Strategy, Environmental Services, and Revenues and Benefits. We have also engaged with a wide range of partners as part of the development and delivery of the Strategy to date

## 7. Potential impact

**(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)

As part of the development of the Anti-Poverty Strategy, we reviewed available evidence on the nature of poverty. This suggests that some age groups of people in Cambridge may be more likely to experience poverty. For example:

- In 2013, 17% of children in Cambridge were living in a household that was claiming housing benefit.
- Pensioners make up a third of all households claiming Housing Benefit in Cambridge. Nearly one pensioner household in five (18%) in the City is claiming Housing Benefit, while more than one in three (38%) of single pensioner households (74%) in the City are claiming Housing Benefit.
- Children and young people - 15.3% child poverty in Cambridge, 12.6% in Cambridge. Highest in Abbey (26.7%), King's Hedges (25.8%), East Chesterton (23.9%)

Two of the objectives and associated actions for the Strategy are helping address the impact of poverty on children and older people:

- Reducing the impact of poverty on children and helping low income families with the cost of raising a child
- Ensuring that vulnerable older people and people with disabilities get the services that they need and reducing the social isolation they can experience

A number of actions have had a positive impact on young people and older people:

- Recruiting 7 apprentices in City Council services and identifying opportunities for a further 8 apprentices by 2018, which has had a positive impact on the skills and employability of

**(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)

those that benefit from the apprenticeships created, including young people.

- Providing direct support for 535 older people through the Council's Independent Living Service (ILS), and assessing the support needs of a further 300 older people, who were found to be coping well without support.
- Delivering a programme of 15 classes per week around Cambridge for the over 55s in partnerships with Forever Active and the Cambridgeshire and Peterborough Clinical Commissioning Group's Falls Prevention Team. There have been 4,976 attendances by older people at these classes to date.
- Supporting the Steering Group for the Cambridgeshire Celebrates Age festival in 2015/16. We have helped shape a programme of 31 inclusive events delivered by a range of providers, including several by the Council.
- As the campaign to promote the living wage within Cambridge results in more businesses and other organisations within the city paying at least a Living Wage to their staff, this is having a positive impact on those residents who are currently not paid the Living Wage. There may be a disproportionate representation of some of the protected characteristics amongst those who are currently paid less than the Living Wage in the city. For example, recent national research by the Resolution Foundation (Low Pay Britain, 2012) found that people aged 16-20 (76%), 21-30 (27%) and 60+ (23%) are most likely to receive less than the living wage. However, further research would be needed to demonstrate the impact on particular groups within Cambridge, as trends may differ from those observed nationally.

**(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)

Evidence identified in the Anti-Poverty Strategy shows that having a disability or long-term health condition can limit an individual's ability to work, reduce their income, and increase their dependence on benefits. For example:

- Disabled people are four times more likely to be out of work than non-disabled people
- Since 2010 the pay gap between disabled and non-disabled people has widened by a third, and disabled people in work are currently paid 10% less on average than people without disabilities
- Disabled people pay on average an extra £550 per month on costs related to their disability
- Children in families with at least one disabled person are almost twice as likely to live in poverty

The following objective for the Strategy is helping address the impact of poverty on people with disabilities: 'Ensuring that vulnerable older people and people with disabilities get the services that they need and reducing the social isolation they can experience'. Associated actions which are having a positive impact on people with disabilities include:

- Continuing to fund the Cambridgeshire Home Improvement Agency (HIA), which provides people living in Cambridge who are elderly or vulnerable, who have disability needs, or who are on a low income, to repair, maintain or adapt their homes. The HIA provided 76

people in Cambridge with Disabled Facilities Grants (DFGs), and 11 with discretionary grants during 2015/16.

- Continuing to ensure that at least 2% of new social housing is fully wheelchair accessible, with a further 8% to meet other specialist needs provided there is an identified need and appropriate support for the residents is available
- Working with the Citizen's Advice Bureau to pilot an outreach advice service at Barnwell Medical Practice, which has supported 64 patients who are experiencing mental health issues as a result of debt or other financial issues.
- Continuing to provide move on accommodation for 40 adults recovering from mental illness, working with Cambridgeshire County Council and Metropolitan Housing Group

### **(c) Gender**

Available quantitative evidence and feedback from stakeholders suggests that women are more likely to experience low income and poverty than men. This is for a variety of reasons, including:

- Employment rates are lower for women (72.9%) in Cambridge than for men (90.4%).
- On average, women in Cambridge also earn less than men. The average weekly earnings for women working full-time in Cambridge is £560.5 per week, compared with £582.2 per week for men in the city.
- Women are more likely to be in part time, low paid, and less secure work than men. The percentage of female employees in the lowest 4 occupational categories (32.4%) is higher than the percentage of male employees (26.1%) in Cambridge.
- Women rely more on benefits and tax credits than men, in particular due to their caring responsibilities. Nationally on average, one-fifth of women's income is made up of welfare payments and tax credits compared to one-tenth for men.
- The majority of lone parents are women, and it is more difficult for single parents to cover basic costs, and luxuries such as family holidays, as they tend to have lower incomes than couples.

As the promotion of the living wage within the City results in more businesses and other organisations within the City paying a Living Wage to their staff, this will have a positive impact on those residents who are currently not paid the Living Wage. Recent national research by the Resolution Foundation (Low Pay Britain, 2012) found that a higher proportion of women (25%) receive less than the living wage than men (15%). However, further research would be needed to demonstrate the impact on particular groups within Cambridge, as trends may differ from those observed nationally.

### **(d) Pregnancy and maternity**

No differential impact on those who are pregnant or on maternity leave has been identified through this assessment, particularly as a result of the objectives for the strategy and the projects that are currently being delivered.

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

No differential impact on transgender people has been identified through this assessment, particularly as a result of the objectives for the strategy and the projects that are currently being delivered.

**(f) Marriage and Civil Partnership**

No differential impact on people due to their marriage or civil partnership status has been identified through this assessment, particularly as a result of the objectives for the strategy and the projects that are currently being delivered.

**(g) Race or Ethnicity**

Cambridge continues to be one of the most diverse places in the country outside of London, with an increasing proportion of its population made up of ethnic groups that are not white. In 2011, 17.5% (or 21,700 people) identified themselves as belonging to other ethnic groups, compared to 10.0% in 2001. The largest of these groups in 2011 were Bangladeshi, Chinese and Indian, representing an aggregated proportion of the population of 7.9% (or 9,716 people).

While ethnic minority residents in Cambridge have a range of income levels, stakeholders consulted as part of the development of this strategy and consultation carried out as part of the review of the council's Community Grants identified some ethnic groups which are more likely to be on low incomes or find it hard to access work due to language or skills barriers. For example, Bangladeshi women are more likely to experience a range of barriers, including lack of English language skills, limited access to IT equipment, and cultural barriers associated with engaging with men.

No differential impact on particular ethnic groups has been identified through this assessment, either from the proposed objectives for the strategy or the activities currently funded through the Sharing Prosperity Fund. However, it may be that as the strategy develops further, actions or projects are identified which have an impact on particular ethnic groups.

**(h) Religion or Belief**

No differential impact on people due to their religion or belief has been identified through this assessment, particularly as a result of the objectives for the strategy and the projects that are currently being delivered.

**(i) Sexual Orientation**

No differential impact on people due to their sexual orientation has been identified through this assessment, particularly as a result of the objectives for the strategy and the projects that are currently being delivered.

**(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 overall aim of the Anti-Poverty Strategy is to improve the standard of living and daily lives of those residents in Cambridge who are currently experiencing the impacts of poverty. The action plan sets out 60 initial actions which aim to have a positive impact on people on low incomes. For example:

- Providing additional support to credit unions in the city will help residents on low incomes to access banking services and affordable credit and avoid loan sharks. This work has helped increase credit union membership by 68 people over the first five months and 76 young people have opened savings accounts with a credit union as a result of the Junior Savers project.
- Delivering the Council's Fuel and Water Poverty Action Plan is helping to reduce utility bills for residents. For example, extensive promotion of the Cambridgeshire County Council collective energy switch scheme has resulted in more than 400 Cambridge residents taking up cheaper energy deals.
- Providing a successful programme of free swimming lessons for 290 younger children from low income families, and providing 50% reductions in entry prices to Council-owned swimming facilities for 7,600 people on low incomes.

## **8. Sign off**

Name and job title of assessment lead officer: David Kidston, Strategy and Partnerships Manager

Date of completion: 15 June 2016





To: Executive Councillor for Communities:  
Councillor Richard Johnson

Report by: Head of Community Services

Relevant scrutiny committee: Community Services Scrutiny Committee 30/6/2016

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

## **STRATEGIC APPROACH TO COMMUNITY PROVISION**

### **Not a key decision**

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#### **1. Executive summary**

- 1.1 This report provides an update on the work of the review to date and outlines proposals for the next phase.

#### **2. Recommendations**

The Executive Councillor is recommended to:

- 2.1 Note the findings from the 'call for evidence' part of the community facilities audit undertaken between January and June 2016, as detailed in this report.
- 2.2 Agree to the development of a Community Centres Strategy as set out in section 5 of the report. This will support the review's objective to build stronger communities and provide a clear rationale for the Council's support for community facilities under 3 categories:
- a. **Core Centres** - Council supported and assessed to be strategically important centres
  - b. **Transitional Centres** - not assessed as strategically important to the Council and require further options appraisal work
  - c. **Independent Centres** - not assessed as strategically important to the Council and already receive minimal or no Council support or core funding

- 2.3 Agree to work being undertaken between June and September 2016 to continue to invite and assess Expressions of Interest. This will include following up those already received including the County Council's review of community hubs, associated City Council strategies and specific areas of interest expressed by voluntary sector organisations.
- 2.4 Provide better information to promote all community facilities across the city in two phases:
  - a. Publishing a list of facilities which is searchable at ward level
  - b. Looking into how this list could be further developed and made available in an accessible and sustainable way.

### **3. Background**

- 3.1 This committee has considered two previous reports on this strategic review of community provision. In October 2015 the approach/scope, work programme and outcomes were approved.
- 3.2 For the purposes of this work a community facility is defined as a building that is available for use by the wider community, and/or for hire by local groups for a range of community/social activities and meetings, for at least some of their opening hours each week. The facilities have to be accessible to everyone in the community regardless of race, gender, religion, sexual orientation and age.
- 3.3 The agreed scope of the work includes City Council run centres, community development resource and support for other community facilities, major growth sites, County libraries and the council's Digital Transformation and Customer Access strategies.
- 3.4 The agreed work programme considers current provision, need, opportunity and future focus, and contains the following components:
  - An audit of facility provision (to also support new s106 and Community Infrastructure Levy (CIL) requirements.)
  - An analysis undertaken with partners of community and population requirements in respect of a range of issues and services
  - Anti-poverty strategy (APS) priorities such as support for food banks and credit unions.
  - Broader Council engagement with customers, particularly through the Digital Transformation Strategy.
  - Consideration of opportunity for collaboration with Property Services and other stakeholders such as the County Library Service.

- 3.5 The work programme has three phases:
- Phase One 2015/16 Auditing
  - Phase Two 2016/17 Planning/implementing
  - Phase Three 2017/18 Final implementation
- 3.6 The outcomes for the review agreed in October 2015, are:
- Stronger communities (e.g. inclusive, connected, resilient, good places to live)
  - Council resources targeted to known needs and focused on maximising efficiencies and income generation wherever possible.

#### **4. Community Facilities Audit – work completed to date**

- 4.1 **Phase 1** - The aim of this audit was to understand the range of community facility provision across the city. An initial list of potential community facilities was compiled from existing databases, planning and other research material.
- 4.2 In November 2015, 149 venues (including our own centres and 35 schools) were invited to complete a survey using Survey Monkey, which asked respondents about current use, capacity, and future development. Headline findings were included in the report from the 68 respondents (46% return rate) which increased to 75 after a follow up. A summary of the Phase 1 audit findings are summarised in Appendix 1. Formal reports summarising the findings from the Phase 1 were also taken to each of the Area Committees in the March/April 2016 cycle.
- 4.3 **Phase 2** - A map was prepared from the list of facilities who responded to the initial survey, and a questionnaire developed which aimed to understand where there is capacity and unmet demand for facilities and provision. The questionnaire was made available as an online survey and was taken to informal drop-ins before each of the April Area Committee meetings. The drop-in sessions and online survey were sent out by email to all community organisations and promoted through fliers at community centres; via the press and as a consultation on the City Council's website.
- 4.4 In total, 47 questionnaires were completed and 21 additional community facilities were identified by the community, which are now being contacted for verification and for further details. There was also an opportunity to use a specific meeting of the Equalities Partnership as a focus group to ascertain the views of equality organisations

across the City. A summary of the Phase 2 audit findings are summarised at Appendix 2.

#### 4.5 Key Audit Findings

- There are lots of facilities across the city available for use by the community – 176 identified to date (subject to further verification)
- People don't know where they are, how to book them, or what facilities they have available to use

### 5. Next Steps

#### 5.1 Further Audit Work

- Continue audit work to verify community access and facilities
- City Council Community Facilities - we have started collecting a range of data regards centres we currently directly manage and community development work undertaken. We are also developing the picture of facilities owned but not managed by the council.
- Survey to assess why people don't use city council managed community facilities. In November 2015 we undertook a survey of people currently using the facilities we manage and we are now targeting those who do not use our centres to understand why this is. We have put articles in Cambridge Matters and a number of local newsletters.

#### 5.2 Community Centres Strategy

To enable decisions to be made about the future focus and management arrangements of our community facilities, we need to consolidate the work to date within a Community Centres Strategy that provides a clear rationale for the Council's support for community facilities into the future.

5.3 The strategy will use the audit data that has been collected to identify strategic priority areas for future support. These areas will be identified using GIS network modelling to map and understand the needs of the local community who live within a 15 minute walk time of each of our centres. This catchment is based on a judgement of how far Cambridge residents can reasonably be expected to travel to access community provision. A catchment map for each centre will show all of the community facility provision available in that area and this will be overlain with ward boundaries and other community level data that is available on poverty and disadvantage.

5.4 A criteria based methodology will be used to determine an overall ranking for each centre based on the location of the centre and the

extent to which they serve a catchment of strategic importance (i.e. without any other coverage and/or areas of high deprivation and need). It is proposed to use the ranking to categorise our centres into 3 groups:

- a. **Core Centres** - Council supported and assessed to be strategically important centres
- b. **Transitional Centres** - not assessed as strategically important to the Council and require further options appraisal work
- c. **Independent Centres** - not assessed as strategically important to the Council and already receive minimal or no Council support or core funding

5.5 The strategy will also take into consideration other relevant City Council needs assessments and strategies (e.g. Digital Transformation Strategy, Anti-Poverty Strategy) and the County Council's review of community hubs.

5.6 Expressions of Interest will continue to be invited and assessed between June and September 2016. We have invited expressions of interest in the wider review outcomes to help inform the consultation and engagement process, and to be able to keep people informed. We will be implementing regular updates to interested individuals, groups, members, officers and staff.

5.7 We will also follow up with those that have a specific area of interest such as voluntary organisations who have expressed an interest in running our centres, the County Community Hubs, and the council's officers leading on associated strategies.

5.8 The programme of work to develop the strategy will include:

- Strategy analysis work to identify priority areas from data such as:
  - Index of Multiple Deprivation (IMD)
  - Joint Strategic Needs Assessment (JSNA)
  - Corporate outreach priorities (e.g. digital inclusion, customer service and accommodation)
  - Equalities needs assessments
  - Other agencies local priorities (e.g. County Hubs, CCG, Police)
- Identify priority communities of interest and their needs
- Undertake options assessment on how these needs could be met
- Review options and develop a draft strategy
- Identify an action plan based on the 3 categories highlighted above (core, transitional and independent)

- 5.9 The aim is to bring a draft strategy to the October 2016 meeting of this committee which will depend on the detailed requirements of the work programme above.

## 6. Timetable

Mapping data	December 2015 - January 2016
Call for Evidence	January - June 2016
CS Scrutiny Committee - findings from the Call for Evidence	June 2016
Expressions of interest	June - September 2016
Complete audit work	June - September 2016
CS Scrutiny Committee - draft Strategy	October 2016
CS Scrutiny Committee - final Strategy and Action Plan	January or March 2017

## 7. Implications

- (a) **Financial Implications**
- The next steps of this review identified in this report will be carried out within existing resources.
- (b) **Staffing Implications**
- There are no staffing implications at this stage in this review process apart from the impact on existing officer time.
- (c) **Equality and Poverty Implications**
- The existing Equalities Impact Assessment will be updated in respect of the communication and engagement plan.
- (d) **Environmental Implications**
- There are no implications at this stage
- (e) **Procurement**
- There are no procurement implications at this stage
- (f) **Consultation and Communication**
- A consultation and communication plan is part of the project plan. This includes engagement with community facilities, area committees, residents, voluntary sector organisations, officers and staff. Information will be distributed via email, the local press, social media, local centres and community groups.

(g) **Community Safety**

- There are no implications at this stage.

**8. Background papers**

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

- Report on the Strategic Review of Community Provision to Community Services Scrutiny Committee 8.10.15
- Community facility surveys (not available to the public)

**9. Appendices**

- Appendix 1 - Phase 1 Initial Survey Findings
- Appendix 2 - Phase 2 Survey of Provision and Gaps

**10. Inspection of papers**

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

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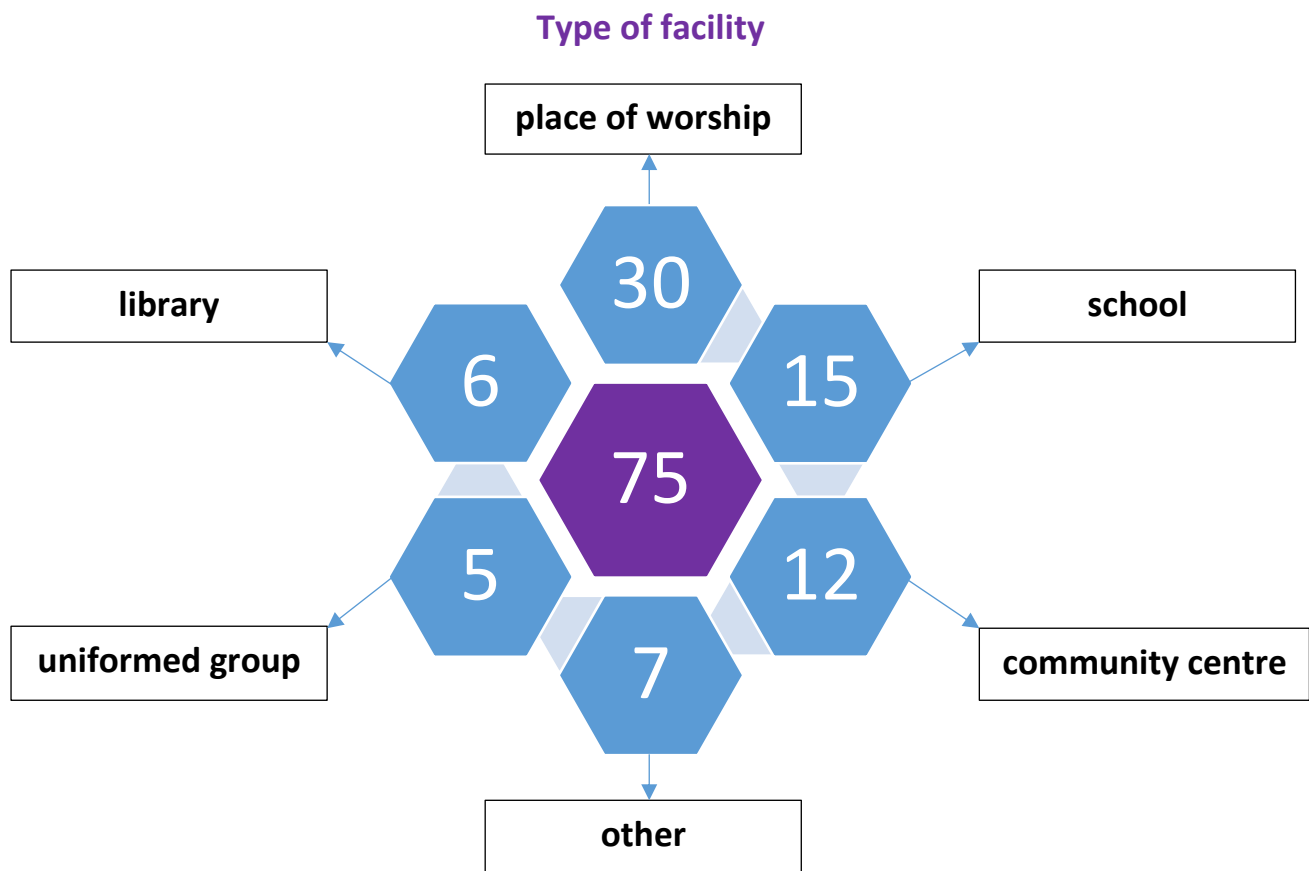
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## Appendix 1: Community Facilities Audit 2015-16 Phase 1 - Initial Survey Findings

**75 surveys were completed**

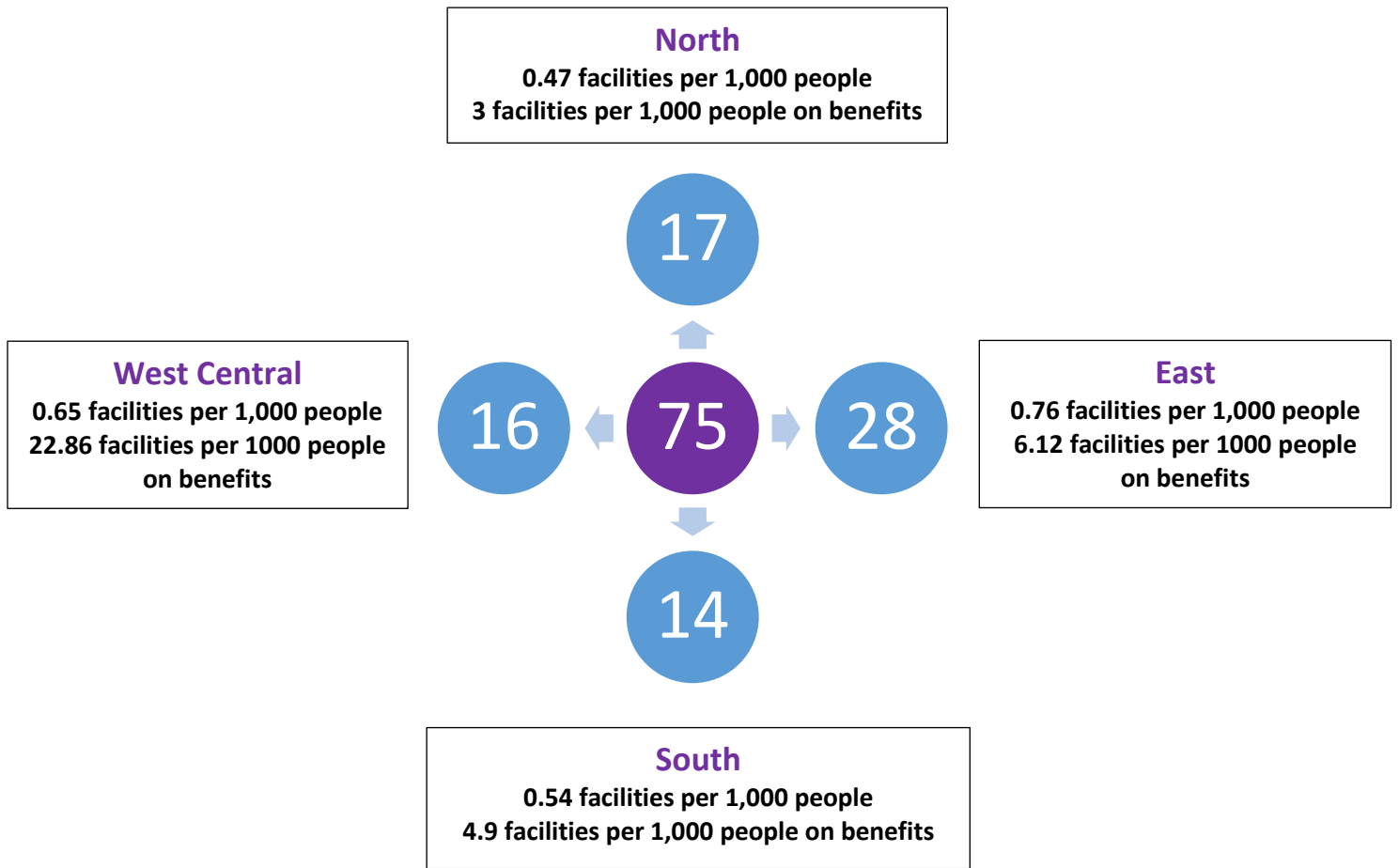
(note: not all respondents completed every question)



### General information

- ◆ only 25 of the facilities were not run by voluntary or charitable organisations
- ◆ 36 of the facilities are available for community use for over 80% of the time their building is open  
only 11 are available for community use for less than 40% of the time their building is open
- ◆ only 8 do not have to turn down bookings  
15 have to turn down bookings at least once a week  
39 have to turn down bookings on at least a monthly basis  
34 say this is because the space required is already booked  
Most try to signpost another facility
- ◆ 55 have community hire charge rates  
48 have business/commercial hire charge rates  
30 offer free or reduced price activities for people on low income or in receipt of benefits

## Location



## Facilities available

- ◆ 45 have car parking
- ◆ 40 have disabled parking
- ◆ 52 have cycle racks
- ◆ 65 are accessible by bus routes
- ◆ 18 have outdoor areas
- ◆ 62 have disabled access
- ◆ 59 have disabled toilets
- ◆ 8 have 'changing places' toilets
- ◆ 42 have baby changing facilities
- ◆ 39 have hearing loops
- ◆ 13 have cafes
- ◆ 57 have kitchens
- ◆ 38 have free Wi-Fi
- ◆ 11 have free computer access

## Activities taking place at the facilities

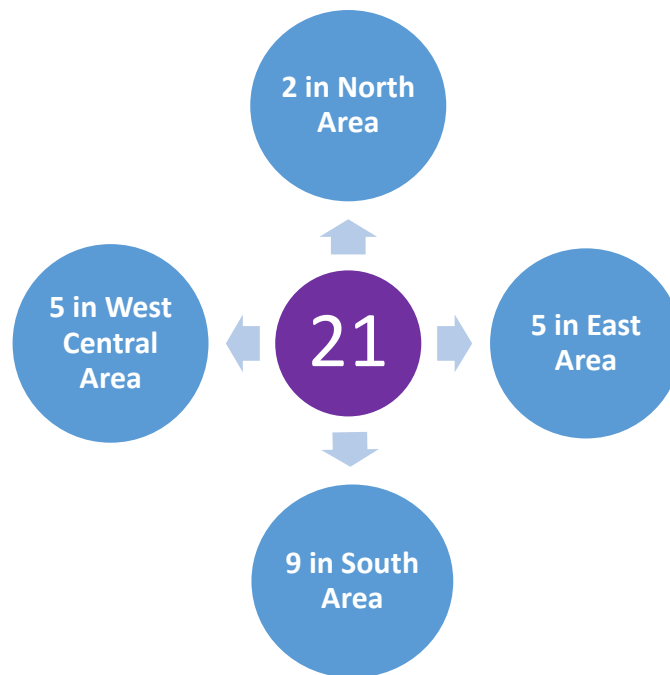
- ◆ 10 digital inclusion
- ◆ 11 computer skills
- ◆ 2 CAB advice
- ◆ 5 debt advice
- ◆ 11 foodbank
- ◆ 6 credit union
- ◆ 8 employment support
- ◆ 7 cooking classes
- ◆ 17 counselling
- ◆ 9 addiction support
- ◆ 27 language sessions
- ◆ 42 family and preschool
- ◆ 35 older people
- ◆ 41 youth
- ◆ 28 arts & crafts
- ◆ 43 general sport & physical activity

## Appendix 2: Community Facilities Audit 2015-16 Phase 2 - Survey of Provision and Gaps

**47 surveys were completed via Survey Monkey and at the April Area Committee Meetings**

(note: not all respondents completed every question)

**21 Additional Community Facilities were identified via the questionnaires and at the Area Committee meetings:**



The level of provision available for community use at these newly identified community facilities needs to be further explored.

### **Any Gaps in the Provision of Community Facilities across the City?**

**16 people** responded there are NO GAPS.

**24 people** responded YES there are the following gaps:

- ◆ A new facility location for Cambridge Women's Resource Centre
- ◆ Gym and fitness facilities in Trumpington
- ◆ Not enough going on at Nuns Way Pavilion
- ◆ Arts opportunities

- ◆ Cycle parking
- ◆ More facilities for the working 50+ age group
- ◆ Space for small groups, mental health, counselling & divorce support
- ◆ A community centre for Queen Edith's
- ◆ There is no community centre specifically for use by the residents in Petersfield
- ◆ New centre for Barnwell and community kitchen
- ◆ It's difficult to find a big enough space with a kitchen and modern audio visual equipment
- ◆ North of the city lacks dedicated space for young people – could the Meadows be a permanent base for Romsey Mill?
- ◆ Safe meeting/socialising space for LGBT groups
- ◆ Petersfield has no space for Guides/Scouts with an outside space
- ◆ Greater working together of all local centres to alert users to facilities and activities
- ◆ Library facilities and rooms south of Queen Edith's Road
- ◆ South area is poorly provided for, and the situation will be worse with all the new housing developments
- ◆ Market Ward has no council provided community facility and needs more friends meeting houses with kitchens

### Any Excess or Surplus in Community Facility Provision across the City?

**28 people** responded there is NO EXCESS or SURPLUS.

**4 people** responded YES there are the following gaps:

- ◆ There are loads of great community projects around, and I therefore assume that there is some danger of over-lap
- ◆ Many of the spaces available for use are in places of worship, which many in the community are not comfortable going into. There's a need for a wider variety of community spaces

### Would Facilities like help with Promoting Their Facility?

**8 people responded by** providing details to help with promoting their facility more widely.