



Cambridge City Council
Strategy and Resources Scrutiny Committee

Date: Monday, 13 November 2017

Time: 6.30 pm

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

Contact: democratic.services@cambridge.gov.uk, tel:01223 457013

Agenda

- 1 Apologies for Absence
- 2 Declarations of Interest
- 3 Minutes
Minutes from the meeting on the 9 October are to follow.
- 4 Public Questions

Decisions for the Executive Councillor for Strategy and Transformation

- 5 Strategic Site Development of Park Street Car Park (Pages 3 - 26)
- 6 Strategic Site Development of Mill Road Depot (Pages 27 - 78)
NOT FOR PUBLICATION: Appendix 4 and 5 to the report contains exempt information during which the public is likely to be excluded from the meeting subject to determination by the Scrutiny Committee following consideration of a public interest test. This exclusion would be made under paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972

Strategy and Resources Scrutiny Committee Members: Barnett (Chair), Baigent (Vice-Chair), Bick, Cantrill, Sarris and Sinnott

Alternates: Abbott, Avery and Sargeant

Executive Councillors: Herbert (Executive Councillor for Strategy and Transformation) and Robertson (Executive Councillor for Finance and Resources)

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Item

STRATEGIC SITE DEVELOPMENT OF PARK STREET CAR PARK

To:

Councillor Lewis Herbert, Leader and Executive Councillor for Strategy and Transformation

Report by:

Cath Conlon, Interim Head of Housing Development Agency
Tel: 01223 - 457149 Email: cath.conlon@cambridge.gov.uk

Wards affected:

Market

Key Decision

1. Executive Summary

- 1.1 The Park Street Car Park site comprises 0.75 acres and is located on Park Street in the city centre. It is the only car park north of the Market Square within the historic core of the City which is operated by Cambridge City Council. The Car Park comprises 390 spaces (including 7 disabled) and 249 covered cycle parking spaces.
- 1.2 In January 2016, the General Fund development programme was approved by the Executive Councillor for Finance and Resources at the Strategy & Resources Scrutiny Committee. This is a ten year programme of potential development and investment opportunities for General Fund sites. Park Street Car Park is identified in the programme as a strategic site for development.
- 1.3 In July 2016 Strategy & Resource Scrutiny Committee approved the setting up of the Cambridge Investment Partnership (CIP) as a mechanism for the Council to bring forward assets for development. Adopting the Investment Partnership model

for development will maximize the potential value of the asset and also provide sites for the delivery of new homes. The partnership model brings the advantage of the professional experience and resources of the development partner. This is beneficial on large and complex sites which are targeted by the Council for development as mixed use commercial and residential sites. Park St Car Park site is included in this category.

- 1.4 The principles which govern the progression of sites with development opportunities through CIP were approved at Strategy & Resources Scrutiny Committee on 9th October 2017. Park Street Car Park site is one of the General Fund assets to be developed using these approved principles.
- 1.5 The CIP Investment Team has developed a strategic Project Plan for the site incorporating a clear development brief to meet the Council's key objectives in line with planning policy and the Planning Guidance Note for the site which was produced in January 2016.
- 1.6 In accordance with the principles set out in clause 1.4 above, and the CIP Board approval of the Project Plan; this report outlines the alternative development options for the site, which include refurbishment and redevelopment options.
- 1.7 In developing the programme for delivery of the 500 new homes for social rent which will be delivered under the Devolution Funding Delivery Programme; options for delivering affordable housing on the Park Street Car Park site have been explored. In addition, alternative options for the site have also been considered including the site's potential for commercial development.
- 1.8 The financial viability appraisals for the housing delivery option for affordable housing on this site have demonstrated that this option is not viable without significant financial contribution from Council reserves. The net loss of the 20 affordable units which the Council could have delivered on the site can be provided elsewhere in the City. This is set out in section 3.5
- 1.9 A development proposal option which could include a sale of the site to a commercial developer would generate a capital receipt which could be utilized as a capital contribution for the overall housing delivery programme. This would provide the Council with an investment stake that does not rely on prudential borrowing. There is a potential benefit to the overall Devolution Funding Delivery Programme from a reduction in costs through lower levels of bank borrowing.

2. Recommendations

The Executive Councillor is recommended to:

- 2.1 Note the options proposed and explored by CIP for the redevelopment and refurbishment of Park St Car Park as set out in section 3.3
- 2.2 Approve the recommendation made by CIP not to progress the option to deliver housing on the Park St Car Park site as part of a redevelopment option as set out in section 3.3.3
- 2.3 Note that CIP will continue to explore the opportunities for redevelopment on the site including investigating commercial options; to deliver a scheme that meets the Council's Strategic Development Brief for the site and the Council's wider objectives and, should an agreed scheme be developed, that it be reported to the Strategy & Resources Committee for scrutiny and the opportunity for public input, ahead of a decision by the Leader on the CIP plan.
- 2.4 Approve a five year rolling programme for the refurbishment of the car park. The programme will be reviewed and implemented on an annual basis during which time CIP will explore options for redevelopment of the site to identify an option that meets the Council's Strategic Development Brief and wider objectives. A report seeking approval of an option for redevelopment will be presented to a Strategy and Resources Scrutiny Committee in 2018 for a decision to proceed with a preferred option.

3. Background

3.1 Background to Redevelopment Scheme

- 3.1.1 In June 2012 a report was presented to the Strategy and Resources Scrutiny Committee which outlined the business case for the redevelopment of Park St Car Park. The report presented options which included alternatives for either the redevelopment or the refurbishment of the car park and considered the implications of the options presented.
- 3.1.2 The Recommendations from the report were implemented which resulted in a further report to the Strategy and Resources Scrutiny Committee in October 2015.
- 3.1.3 The October 2015 committee report summarised the work undertaken by the Council in the period between June 2012 and October 2015 which included detailed feasibility studies relating to potential development options. The report also considered the output from a public consultation exercise which was undertaken in 2014. The report stated that based on a number of options proposed in the public consultation, a majority of respondents preferred the option to replace the car park with a new underground car park with a mixed residential and/or commercial development above ground.

3.1.4 The committee report was informed by an option appraisal by Bidwells and Parking Matters Limited with added financial analysis by the Head of Finance and the then Head of Strategic Housing in respect of the housing options.

3.1.5 At the Committee the Leader approved a recommendation that the car park be redeveloped to incorporate:

- A 250 space underground car park.
- Above ground a mixed development of market, intermediate and social housing, including the option for commercial rental on the ground floor, in conjunction with cycle parking.
- The same or greater number of cycle parking spaces.

It was a requirement of the decision that a final scheme be brought back to S&R prior to development and that further consultation and liaison would take place with key stakeholders including local businesses over the detailed plans and proposed timetable for the development.

3.1.6 This direction from the Leader was reinforced in a supplementary report to the January 2016 S&R committee.

3.1.7 During 2016 and 2017 options for developing the car park in line with the Council's Strategic Development Brief for the site have been explored and consultation has been on-going with the local business community. A key consideration expressed was for the car park not to be out of action for more than one Christmas period.

3.1.8 As a reminder, in October 2015 neither the Cambridge Investment Partnership (CIP) nor the Housing Development Agency (H DA) were in place and the Council had not secured the Devolution Housing Grant for the delivery of 500 affordable homes. However, with the establishment of the HD A and subsequently the CIP a Project Team was set up in January 2017 to progress the feasibility work to explore options for redevelopment in line with the Council's Strategic Development Brief for the site

3.2 The Cambridge Investment Partnership

3.2.1 In July 2016, the Leader approved setting up an Investment Partnership to optimise the use of the Council's property through investment in commercial, residential and other uses to achieve both social and financial returns. After an assessment by a panel of external consultants and internal officers from the Council, Hill Investment Partnerships (HIP) was selected from a shortlist of companies to form the Cambridge Investment Partnership (CIP) with the City Council. The Partnership is an equal, 50:50 Limited Liability Partnership (LLP).

3.2.2 This investment partnership model provides an opportunity for the Council to benefit from the experience and additional resource that a development partner can bring. Each partner shares the outputs (financial and social) in proportion to

the value of its input, and therefore the model allows the partners to share the development risk and the development uplift arising from a scheme.

- 3.2.3 The Investment Partnership provides significant advantages to the Council in delivering individual development projects and programmes of work and thereby achieving its aim. With the alternative model of procuring a developer to build out a scheme, the developer retains all profits from uplift in value. The procurement process for individual schemes and larger programmes of delivery tends to be lengthy. The CIP model is robust in its governance and decision making processes and provides a sound model for the more accelerated development and delivery of its Council partner's assets.
- 3.2.4 The principle of the Members' Agreement underpinning the partnership is that both partners will share any investment upside and risk equally (or as may be agreed). This potential added value is calculated after adjustments have been made for the payment of land value, consultants and associated professional fees, site/running costs and business overheads. The partnership is a deadlock partnership, the terms of which allow either partner to exercise its powers under the deadlock to veto any proposals for development of a site. Accordingly the Council Board Members are able to veto a scheme that would prejudice the best interests of the Council in the stewardship of its assets and in delivering its strategic and corporate objectives. In circumstances where a deadlock was reached, the veto would provide for the transfer of the land from CIP back to the Council.
- 3.2.5 The agreed objectives of CIP as set out in the Members Agreement are:
- Investment in the development of land to create successful new places that meet both the financial objectives (primarily a revenue return) and social objectives of the Cambridge City Council (particularly housing that is affordable and is needed locally), provided always that the individual sites may be developed to meet either financial or social objectives;
 - Improve the use of Council assets and those of other Public Sector Bodies in the Cambridge, or Cambridge wide, area;
 - Maximise financial return through enhanced asset value, (with reference to the first bullet above)
 - Provide a return to the Investment Partners commensurate to their investment and the level of risk in respect to such investment.
- 3.2.6 The business of CIP is conducted in accordance with the governance processes and procedures which are set out in the Members Agreement. Cambridge City Council is represented on the CIP Board by Executive Councillor for Finance and Resources and the Executive Councillor for Housing, Hills Investment Partnership is represented by two Directors of Hill Investment Partnership.

- 3.2.7 The principles which govern the progression of sites with development opportunities through CIP were approved at Strategy & Resources Scrutiny Committee on 9th October 2017.
- 3.2.8 Those principles require the Council to agree strategic objectives for a given site, and for Exec Cllrs, following the appropriate Scrutiny Committee (Housing or Strategy and Resources), to give approval for the CIP to develop the sites in line with those strategic objectives. Detailed proposals and final investment plans are then developed in line with the objectives set, and within the planning and consultation frameworks, and these are approved by the CIP Board. For Mill Road Depot site, The CIP Board approval of the Project Plan has triggered this report to S & R Committee to recommend the transfer of the site to the CIP to take forward for development.

3.3 Delivering the Council's Strategic Development Brief for Park St Car Park

- 3.3.1 The CIP Project Team has been working with the Council since January 2017. In early 2017 CIP appointed bptw architects as lead designer for the project to develop options for the site which meet the Council's Corporate Objectives, the Strategic Development Brief and the objectives agreed for the site as set out in the Planning Guidance Note.

- 3.3.2 A number of options were developed from which CIP proposed the two alternatives below:

CIP Option Redevelopment with Housing

- 225 car parking spaces and 250 cycle spaces and ancillary facilities over a 3 storey basement and on the ground floor above ground.
- No commercial space/small active frontage
- 55 residential units (22 social rented and 33 market sale)
- No car parking allocated to the residential

CIP Option Refurbishment of the Existing Car Park

- Refurbishment of the existing car park based on a 5 year plan or a 15 year plan
- No redevelopment
- No housing

- 3.3.3 Detailed feasibility work was carried out by CIP based on **CIP Option Redevelopment with Housing**.

A proposed scheme modelled on this option was put forward for feasibility work and pre-app planning scrutiny.

Note, in order to deliver the 225 car parking spaces and in the context of other project constraints (including planning) the number of underground parking levels increased from 3 to 4 and the number of housing units decreased from 55 to 49 with an adverse impact on the cost profile of the scheme. The basis of this proposed scheme is set out below;

- 49 units (20 affordable plus 29 private)
- 225 space underground car park 4 levels
- Small commercial active frontage
- 250 cycle spaces
- The comments from planners on the scheme during the pre app process confirmed that development parameters would measure the proposed scheme against Park Street Planning Guidance note. The scheme will be required to demonstrate compliance with the Planning Guidance particularly in the context of urban development; key issues relating to Jordan's Yard, massing and heights towards The Maypole pub.
- The development appraisal for the scheme confirmed a total scheme cost of £32.1m of which £18.5m is attributable to the replacement car park. CIP concluded that the scheme is not viable without the council fully funding the car park and taking all cost risk. The appraisal demonstrated it is not possible to subsidize the car park from the income generated by the sale of 29 private units.
- The development appraisal for the scheme indicated the affordable housing could be deemed as costing £1m a unit.
- Due to the complexities of the construction programme, the project delivery timescales were estimated at 4 years with a loss of significant revenue to the council arising from the period the car park would be closed. The programme also included closure of the car park over 3 Xmas'; which is not acceptable to local businesses and traders.

For the reasons stated above, in August 2017 following completion of the detailed feasibility work and financial viability modelling on this proposed scheme; the CIP Project Team advised that the scheme modelled on this option is not financially viable and will not be taken to CIP Board for approval for a recommendation to proceed.

- 3.3.4 The CIP Project Team has considered alternative development proposals for the site including options for refurbishment. All redevelopment options will include continued provision of car parking at Park Street,
- 3.3.5 The council remains committed to ensuring that whatever option is chosen takes account of the need to limit interruption to parking provision at Park Street. Any proposal for redevelopment will assess carefully the impacts of construction and

construction period, and also consider the need for alternative parking with transport links during the construction period.

3.4 CIP Refurbishment and Development Options

The car park is now over 50 years old and has exceeded its original design service life. Holding repair work was undertaken between 2013-2017 as a short term measure to address urgent Health + Safety and condition issues. The expectation was the repair work would extend the service-life of the car park by three years after which it was anticipated that the site would be redeveloped.

Refurbishment options have been considered to extend the service-life by either 5 or 15 years. The options have taken account of issues relating to: the inherent degradation of the reinforced concrete structure due to the high level of chlorides; lack of accessibility and compliance with the Equality Act 2010 including lifts that do not cover all the parking spaces on each floor and deficiencies in containment (vehicular and pedestrian) that need to be addressed in order to comply with current legislation.

The costs presented for the 5 and 15 year options exclude the costs of the immediate repairs which are required urgently and which have been commissioned by Parking Services. The costs are estimated at £25,000 plus VAT. The intention is for this work to be carried out in advance of the 5 or 15 year refurbishment option. I

It is recommended that for both refurbishment options a structural appraisal and implementation of a life-care plan is undertaken. This will benchmark the condition and level of safety of the structure, and will provide a strategic approach to future inspection, maintenance and repair to enable budgeting for future expenditure.

3.4.1 Option 1 - Refurbishment of the Existing Car Park - 5 Years Option

The service-life of the car park could be extended for 5 years based on undertaking essential repairs only. However; it is likely there will also be a requirement for some ongoing repairs and maintenance during this period. CIP has recommended that a reassessment of the structural condition of the car park is undertaken mid-way through the five-year period. Technical specifications for the work include assessing the extent of concrete repairs, functionality of drainage, accessibility + containment issues and the condition of the life expired roof membrane.

Detailed feasibility work has not been carried out by CIP; however, based on the extent of the investigation work undertaken to date the initial cost of extending the service-life by 5 years is estimated to be £301,000 plus VAT. Note, if work is required to repair the roof membrane during this time the costs will increase by approximately £150,000 plus VAT.

Costs exclude professional fees, statutory approvals, and loss of parking

revenue during the period of the repair work. The time to complete the repair works is estimated to be three months; the loss of parking revenue during this period is estimated to be approximately £100,000. It may be possible to open areas of the car park for public use during this time although this is yet to be confirmed.

The refurbishment works will be packaged as a rolling programme of works over the 5 years which will allow discrete packages of works to be instructed on a year 1 to year 5 basis. The urgent works required in year 1 have been instructed by Parking Services to ensure the car park can continue to operate in a safe and compliant condition until autumn 2018. Additional works from year 2 onwards can be instructed on a call off basis to align with any proposals under review for the redevelopment of the car park.

3.4.2 Option 2 - Refurbishment of the Existing Car Park 15 Years Option

Detailed feasibility work has not been carried out by CIP. However, based on the initial investigation and feasibility work and in addition to the work identified in the section above relating to the 5 year refurbishment option; consideration will need to be given to replacing the waterproof roof membrane. The roof membrane is worn out, is leaking, is a slip hazard and cannot be effectively repaired to extend its functionality for a 15 year period. The cost of a replacement membrane and movement joints is estimated to be £930,000 plus VAT. If this work is not carried, for Health + Safety reasons it will be necessary for the closure of both roof levels (K and L) to members of the public. There will be an associated loss of revenue.

CIP has advised that a refurbishment option to extend the service-life by 15 years should also include the following works: upgrading the car park to current safety standards on containment, provide new LED lighting, new deck membranes and lifts. It would be prudent to include for additional repairs at three yearly intervals.

It is estimated that the time to complete the works will be six months during which time the car park will be closed and there will be an associated loss of parking revenue. This is estimated at approximately £200,000.

The total estimated cost of this work which includes the costs of replacing the roof membrane is £1,640,000 plus VAT. The costs exclude professional fees and statutory approvals

A table summarising the indicative costs for the refurbishment options is attached at Appendix 1.

3.4.3 Refurbishment options - Considerations:

- The refurbishment options and costs noted in this report do not take into consideration the need to meet the future capacity for alternatively fuelled vehicles such as electric or hybrid cars. Government policy, particularly within urban areas, is likely to restrict the production and sales of conventional combustion powered vehicles on the grounds of air pollution and public health. This may be of significance to the 15 year refurbishment option.
- The long term viability of the existing car park may be under threat as car owners move towards alternatively fuelled vehicles and as the impact of the Greater Cambridge Transport Strategy on Cambridge City is understood. An assessment of the impact of hybrids and the infrastructure required to support charging facilities in the car park will need to be explored and fully understood as part of the further detailed work associated with exploring the 15 year refurbishment option and to inform the financial viability assessment.
- No assessment has been made of the costs and impact of a retro fit of the infrastructure required for the provision of electric charging facilities.

3.4.4 Potential Future Commercial Development of the site

CIP will continue to work with the Council in exploring options to meet the strategic development brief for Park Street Car Park which may include considering a commercial redevelopment option at a future time.

3.5 The CIP Affordable Housing Programme - impact on the loss of 20 units from Park Street

- CIP has developed a strategic site delivery programme of council and privately acquired land sites across the city. The 20 proposed units of social rent council housing can be provided elsewhere on other sites and at a cost substantially lower than would have been the case at Park Street. This assists the council in achieving its target for delivery of 500 new units of affordable housing in a prudent and cost effective manner, including given the need to deliver on average decolusion funding of £140,000 per new home. .
- The CIP housing development programme provides the council with an opportunity to share the surpluses generated through the development of sites, and assist the funding of council homes on sites that also will provide private housing.

4. Implications

(a) Financial Implications

A number of viability appraisals have been prepared to inform CIP on the options available on this site which achieve the objectives of the Planning Guidance Note and the Council's corporate objectives. As noted in section 3.3.3 the redevelopment option including housing provision has been discounted for viability reasons.

The CIP will continue to explore the refurbishment and redevelopment options to propose a scheme that will meet the Strategic Development Brief for the site and will be financially viable. The CIP Board will approve the Project Plan for the development of the site with indicative budget options once an option has been agreed.

(b) Staffing Implications

In accordance with the principles for developing a site through the CIP process which are set out in earlier sections of the report; all matters relating to the development of the Park Street Car Park site are managed by CIP including the provision of staff. The costs associated with this are managed as part of the CIP business costs. Staff from both investment partners (CCC and Hill Investment Partnership) work collaboratively to achieve successful outcomes for the partners. A benefit of the Investment Partnership is the provision of experienced professional resources from both partners to support delivery and meet the partners' objectives.

(c) Equality and Poverty Implications

Draft EqIA appended

(d) Environmental Implications

The refurbishment works will be procured, managed and delivered by a professional team working with The Investment Partnership. The project will be managed in accordance with all statutory and legislative requirements and any conditions imposed relating to H+S, Waster Regulations, CDM Regulations 2015 and the contractors RAMS and Construction Phase H+S Plan. This approach will mitigate any potential adverse environmental implications.

(e) Procurement Implications

The Investment Partnership provides a significant advantage to the Council in delivering individual development projects and programmes of work. With the alternative model of procuring a developer to build out a scheme, the developer retains all profits from uplift in value. The procurement process for individual schemes and larger programmes of

delivery tend to be lengthy. The CIP model is robust in its governance and decision making processes and provides a sound model for more accelerated development and delivery of its Council partner's assets.

(f) Community Safety Implications

None identified.

5. Consultation and communication considerations

To date there have been various meetings held with representatives from local business and traders as well as Cambridge BID to discuss options for the site and to understand the potential impact on business in the neighboring area. Prior to any redevelopment works being progressed a statement of community engagement will be produced with a targeted public consultation.

6. Background papers

No background papers were used in the preparation of this report.

7. Appendices

(a) Appendix 1 – 5 and 15 Year Refurbishment Option Costs

(c) Appendix 2 - EqIA

8. Inspection of papers

To inspect the background papers or if you have a query on the report please contact Cath Conlon, Interim Head of Housing Development Agency, tel: 01223 - 457149, email: cath.conlon@cambridge.gov.uk.

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PARK STREET CAR PARK - DEVELOPMENT OPTIONS				
	Development Cost to Council	Property Value to the General Fund	Loss of Car Park Revenue	Comments
OPTION 1 5 yr Rolling Programme Refurbishment Work	Package of works estimated at £301k + VAT Plus - professional fees - statutory approvals Subject to Tender	£3.9m	Estimated - c £80k-£100k (detailed programme being assessed)	Additional annual maintenance will be required during the 5 year refurbishment period. Consideration should be given to undertaking repair works to the waterproof membrane (c.£150k + VAT)
OPTION 2 15 yr Refurbishment Work	£1.64m + VAT Plus - professional fees - statutory approvals Subject to Tender	£3.9m	Estimated - c £160k - £200k (detailed programmed being assessed)	Additional annual maintenance will be required during the 15 year refurbishment period
ORIGINAL OPTION Residential plus car park	£18.5 m	£3.9m	£3.6m	Not Viable

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Cambridge City Council Equality Impact Assessment (EqIA)

Please fill this out on the computer as a Word document or complete the form on SurveyMonkey – find the link on the Intranet.

This tool helps the Council ensure that we fulfil legal obligations of the [Public Sector Equality Duty](#) to have due regard to the need to –

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Guidance on how to complete this tool can be found on the Cambridge City Council intranet. For specific questions on the tool email Helen Crowther, Equality and Anti-Poverty Officer at equalities@cambridge.gov.uk or phone 01223 457046. Once you have drafted the EqIA please send this to equalities@cambridge.gov.uk for checking. For advice on consulting on equality impacts, please contact Graham Saint, Strategy Officer, (graham.saint@cambridge.gov.uk or 01223 457044).

<p>1. Title of strategy, policy, plan, project, contract or major change to your service:</p>
<p>Refurbishment and redevelopment of Park Street Car Park</p> <p>Approve the five year refurbishment option for the car park during which time CIP will explore options for redevelopment of the site to identify an option that meets the Council's Strategic Development Brief.</p>
<p>2. Webpage link to full details of the strategy, policy, plan, project, contract or major change to your service (if available)</p>
<p>N/A</p>
<p>3. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?</p>
<p>The agreed objectives are:</p> <ul style="list-style-type: none"> • Investment in the development of land to create successful new places that meet both the financial objectives (primarily a revenue return) and social objectives of the Cambridge City Council (particularly housing that is affordable and is needed locally), provided always that the individual sites may be developed to meet either financial or social objectives; • Improve the use of Council assets and those of other Public Sector Bodies in the Cambridge, or Cambridge wide, area; • Maximise financial return through enhanced asset value,(with reference to the first bullet above) • Provide a return to the Investment Partners commensurate to their investment and the level of risk in respect to such investment.
<p>4. Responsible Service</p>
<p>Housing Development Agency working with CIP</p>

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

- Residents of Cambridge City
- Visitors to Cambridge City
- Staff

Please state any specific client group or groups (e.g. City Council tenants, tourists, people who work in the city but do not live here):

Residents and visitors of Cambridge will be impacted by the proposals, both in the short term refurbishment with reduced access to parking spaces whilst works are undertaken and in the longer term should redevelopment occur and the car park is not available for a period of time.

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

- New
- Major change
- Minor change

7. Are other departments or partners involved in delivering this strategy, policy, plan, project, contract or major change to your service? (Please tick)

- No
- Yes (Please provide details):
- Cambridge Investment Partnership (CIP)
 - CCC Property Services
 - 3Cs Legal Services
 - CCC Parking Services

8. Has the report on your strategy, policy, plan, project, contract or major change to your service gone to Committee? If so, which one?

The overarching principles of developing through CIP were approved at Strategy and Resources Committee on 9th October 2017.

9. What research methods/ evidence have you used in order to identify equality impacts of your strategy, policy, plan, project, contract or major change to your service?

10. Potential impacts

For each category below, please explain if the strategy, policy, plan, project, contract or major change to your service could have a positive/ negative impact or no impact. Where an impact has been identified, please explain what it is. Consider impacts on service users, visitors and staff members separately.

(a) Age - Any group of people of a particular age (e.g. 32 year-olds) , or within a particular age range (e.g. 16-24 year-olds) – in particular, please consider any safeguarding issues for children and vulnerable adults

We do not feel there are any specific age equality issues or safeguarding issues as a consequence of this proposal.

(b) Disability - A person has a disability if she or he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities

The proposed scheme will ensure the continued provision of accessible parking facilities are maintained within the city. Consideration will need to be given to how this is temporarily provided during potential future construction so that disabled drivers can conveniently access the services they require in the city.

(c) Sex – A man or a woman.

We do not feel there are any specific gender equality issues as a consequence of this proposal.

(d) Transgender – A person who does not identify with the gender they were assigned to at birth (includes gender reassignment that is the process of transitioning from one gender to another)

We do not feel there are any specific to transgender equality issues as a consequence of this proposal.

(e) Pregnancy and maternity

We do not feel there are any specific pregnancy and maternity equality issues as a consequence of this proposal.

(f) Marriage and civil partnership

We do not feel there are any specific marriage and civil partnership equality issues as a consequence of this proposal.

(g) Race - The protected characteristic 'race' refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.

We do not feel there are any specific race equality issues as a consequence of this proposal.

(h) Religion or belief

We do not feel there are any specific religion or belief equality issues as a consequence of this proposal.

(i) Sexual orientation

We do not feel there are any specific sexual orientation equality issues as a consequence of this proposal.

(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

None identified.

11. Action plan – New equality impacts will be identified in different stages throughout the planning and implementation stages of changes to your strategy, policy, plan, project, contract or major change to your service. How will you monitor these going forward? Also, how will you ensure that any potential negative impacts of the changes will be mitigated? (Please include dates where possible for when you will update this EqlA accordingly.)

A further EqlA will be prepared once a scheme has been agreed for the future redevelopment of the site.

12. Do you have any additional comments?

13. Sign off

Name and job title of lead officer for this equality impact assessment:

Nicola Hillier, Assistant Managing Director, Housing Development Agency

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

Date of EqIA sign off: November 2017

Date of next review of the equalities impact assessment:

Sent to Helen Crowther, Equality and Anti-Poverty Officer?

Yes

No

Date to be published on Cambridge City Council website (if known):

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Item

STRATEGIC SITE DEVELOPMENT OF MILL ROAD



Cambridge City Council

Item

To: Leader of the Council
 Report by: Nicola Hillier, Assistant Managing Director, HDA
 Relevant scrutiny committee: Strategy & Resources 13/11/2017
 Scrutiny Committee
 Wards affected: Petersfield

Strategic Site Development of Mill Road Depot Site

Appendices 4 and 5 attached to this report contain exempt information during which the public is likely to be excluded from the meeting subject to determination by the Scrutiny Committee following consideration of a public interest test. This exclusion would be made under paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Key Decision

1. Executive Summary

1.1 A core objective for Cambridge City Council is in tackling the housing crisis in Cambridge. The City Council has worked to deliver affordable housing in this area with high housing market values and private rents, for many years in partnership, with significant levels of new provision already completed, for example on sites in Trumpington. There are currently, however, still 2500 applicants on the housing register.

1.2 The City Council has agreed a devolution deal with government to deliver 500 new Council homes over 5 years. The programme for

delivery of these will focus on social rented homes (defined locally as rents at no greater than Local Housing Allowance levels). The new housing will be owned and managed through the Council's Housing Revenue Account (HRA) and will be let as secure local authority tenancies.

- 1.3 The Mill Road Depot site comprises 2.7ha adjacent to Mill Road bridge and has served as the main site for Cambridge City Council Services since the 1990s. In 2015 the Exec Cllr approved the initiation of a development brief for the site in order to maximise the use of Council assets to deliver much needed housing.
- 1.4 The General Fund development programme was approved by the Executive Councillor for Finance and Resources at the Strategy & Resources Scrutiny Committee in January 2016. This is a ten year programme of potential development and investment opportunities for General Fund sites, of which Mill Road Depot is the largest.
- 1.5 In 2016 the Strategy and Resources Scrutiny Committee approved the setting up of the Cambridge Investment Partnership (CIP) as a mechanism for the Council to bring forward assets for development to provide sites for the delivery of new homes. This partnership brings with it the advantage of the experience and resources of the development partners, which is seen as especially beneficial on large and complex sites which includes the Mill Rd Depot site. The CIP was established in January 2017.
- 1.6 The principles which govern the progression of sites with development opportunities through CIP were approved at Strategy & Resources Scrutiny Committee on 9th October 2017. Mill Road Depot is the first General Fund asset to be developed using these approved principles.
- 1.7 The CIP Investment Team has developed a strategic Project Plan for the site incorporating a clear development brief to meet the Council's key objectives following public consultation and in line with planning policy and the supplementary planning document for the site agreed in

March 2017. CIP Board approved this Project Plan on 3rdnd November 2017.

- 1.8 In accordance with the principles set out in clause 1.6 above, and the CIP Board approval of the Project Plan, this report outlines the key elements of the Plan, including a summary investment plan, and identifies alternative options considered to inform the agreed strategic objectives. The paper makes recommendations for transfer of the site to CIP for the Investment Partnership to take the site forward for development as part of an overall programme to deliver the 500 new Council homes.

2. Recommendations

The Executive Councillor is recommended to:

- 2.1 Approve the transfer of the land known as Mill Road Depot, and shown edged red on the attached plan in Appendix 1, to Cambridge Investment Partnership (CIP) for redevelopment in accordance with the approved Supplementary Planning Document. This transfer will be at a value provided by an independent valuer, which has been approved by CIP Board as detailed in the Project Plan.
- 2.2 Note that, following transfer of the land, there will be two planning applications submitted by CIP to develop the land for housing and the YMCA in accordance with the Council's strategic and corporate objectives and with the output from the public consultation and pre application planning process.
- 2.3 Note also that the proposed commercial in confidence investment plan for the project in Appendix 5 will be confirmed subject to the outcomes of the public consultation on 2nd November and the determination of the CIP's planning applications. The relevant investment requirements will be subject to the appropriate Council investment decisions.

3. Background

- 3.1. In July 2013 S&R Committee approved the Office Accommodation Strategy, which was followed up in October 2014 with S&R Committee approval to relocate council services operating from the Mill Road depot site to alternative facilities. In July 2015 there was approval of the initiation of a development brief for the site by the Exec Cllr in order to maximise the use of Council assets to deliver much needed housing.
- 3.2 In November 2015 the Waste Services Team became a shared service with SCDC and relocated to Waterbeach, therefore vacating a significant part of the site.
- 3.3 The depot is partially vacant at the present time with the majority of staff now located in the southern half of the site (the gatehouse and coach houses). The relocation of all staff is expected to be completed by Spring 2018, with staff moving to Mandela House, the Guildhall and Cowley Road. Current business leases occupying premises are due to expire in December 2017.
- 3.3 Located within the Mill Road Opportunity Area, the 2.7 hectare site has been identified in the emerging local plan (Site Allocation R10). During late 2015 and early 2016 a number of workshop and consultation events were held with residents and key stakeholders to inform the preparation of the draft Supplementary Planning Document (SPD). This was approved in March 2017 at Development Plan Scrutiny Sub-Committee and forms the basis upon which the depot site should be developed.
- 3.4 The future development of the site must deliver in accordance with the approved SPD as a minimum. The key SPD parameters are:
- To deliver approximately 167 new homes of which 40% (equivalent to 67 homes) must be affordable housing in accordance with planning policy requirements.
 - Inclusion of usable open space provision for the needs of the new development as well as the existing community, to be between 20-25% of the site area.
 - To include provision for the Chisholm Trail to pass through the site (north/south).

- To consider parking provision to ensure no displacement to neighbouring streets
- Provision of Community facilities

The Cambridge Investment Partnership

- 3.5 In July 2016, the Leader approved setting up an Investment Partnership to optimise the use of the Council's property through investment in commercial, residential and other uses to achieve both social and financial returns. After an assessment by a panel of external consultants and internal officers from the Council, Hill Investment Partnerships (HIP) was selected from a shortlist of companies to form the Cambridge Investment Partnership (CIP) with the City Council. The Partnership is an equal, 50:50 Limited Liability Partnership (LLP).
- 3.6 This investment partnership model provides an opportunity for the Council to benefit from the experience and additional resource that a development partner can bring. Each partner shares the outputs (financial and social) in proportion to the value of its input, and therefore the model allows the partners to share the development risk and the development uplift arising from a scheme.
- 3.7 The Investment Partnership provides significant advantages to the Council in delivering individual development projects and programmes of work and thereby achieving its aim. With the alternative model of procuring a developer to build out a scheme, the developer is much more likely to retain all profits from uplift in value. The procurement process for individual schemes and larger programmes of delivery tends to be lengthy. The CIP model is robust in its governance and decision making processes and provides a sound model for the more accelerated development and delivery of its Council partner's assets.
- 3.8 The principle of the Members' Agreement underpinning the partnership is that both partners will share any investment upside and risk equally (or as may be agreed). This potential added value is calculated after adjustments have been made for the payment of land value, consultants and associated professional fees, site/running costs and business overheads. The partnership is a deadlock partnership, the terms of which allow either partner to exercise its powers under the deadlock to veto any proposals for development of a site. Accordingly the Council Board members are able to veto a scheme that would

prejudice the best interests of the Council in the stewardship of its assets and in delivering its strategic and corporate objectives. In circumstances where a deadlock was reached, the veto would provide for the transfer of the land from CIP back to the Council.

3.9 The agreed objectives of CIP as set out in the Members Agreement are:

- Investment in the development of land to create successful new places that meet both the financial objectives (primarily a revenue return) and social objectives of the Cambridge City Council (particularly housing that is affordable and is needed locally), provided always that the individual sites may be developed to meet either financial or social objectives;
- Improve the use of Council assets and those of other Public Sector Bodies in the Cambridge, or Cambridge wide, area;
- Maximise financial return through enhanced asset value,(with reference to the first bullet above)
- Provide a return to the Investment Partners commensurate to their investment and the level of risk in respect to such investment.

3.10 The business of CIP is conducted in accordance with the governance processes and procedures which are set out in the Members Agreement. Cambridge City Council is represented on the CIP Board by Executive Councillor for Finance and Resources and the Executive Councillor for Housing, Hills Investment Partnership is represented by two Directors of Hill Investment Partnership.

3.11 The principles which govern the progression of sites with development opportunities through CIP were approved at Strategy & Resources Scrutiny Committee on 9th October 2017.

3.12 Those principles require the Council to agree strategic objectives for a given site, and for Exec Cllrs, following the appropriate Scrutiny Committee (Housing or Strategy and Resources), to give approval for the CIP to develop the sites in line with those strategic objectives. Detailed proposals and final investment plans are then developed in line with the objectives set and within the planning and consultation frameworks, and these are approved by the CIP Board. For Mill Road Depot site, The CIP Board approval of the Project Plan has triggered

this report to S & R Committee to recommend the transfer of the site to the CIP to take forward for development.

4. CIP Development Proposal

- 4.1 Tackling the City's housing crisis is a corporate objective; maximising the development opportunity of General Fund assets such as the Mill Rd Depot site for viable delivery of social rented homes is a key strategic aim. CIP has worked with the Council to address these objectives and incorporate them into the scheme which has been developed for the site.
- 4.2 In January 2017 CIP appointed architects Allies and Morrison to work on the depot site with a view to developing a scheme which will improve on the parameters set out in the SPD. Working with the Council, stakeholders and the Local Planning Authority a scheme has been prepared for public consultation that addresses the SPD objectives and in many areas exceeds the requirements.
- 4.3 The CIP has considered various development options for the site which are in line with the SPD requirements. A public consultation was held 2nd November which provided an opportunity for the public to comment on the proposal. Following this there is additional time, until the 20th November 2017, to make comments that will inform the final proposal by CIP prior to the submission of planning applications. The development proposal in this report is based on the indicative scheme presented at the public consultation.
- 4.4 The proposal includes provision for delivery of the following key elements:
- To make best use of the site to deliver housing numbers the proposal will deliver 187 new homes. This is an additional 20 homes over and above the approximate number referenced in the SPD.

- Delivery of 50% of the proposed homes (94 units) as social rented (capped at Local Housing Allowance levels) Council owned homes.
- Open space designed to occupy 28% of the site area, an increase of 3% above the level set out in the SPD.
- The planned relocation of the YMCA from their current Gonville Place site to Mill Road Depot site, with extended accommodation of 140-150 supported spaces, subject to an agreement with YMCA. This will enable the delivery of further Council owned social rented units in a redevelopment of their current Gonville Place site (circa 100 units).
- The addition of YMCA to the scheme will bring the opportunity to develop and manage exemplar community facilities, in conjunction with local community groups. Further proposals will be developed as part of the planning application for the YMCA building.
- Consideration of community facility provision on the site includes discussions with the County Council, who own the Old Library on the site.
- Car storage at levels similar to the surrounding Petersfield area, 0.65 spaces per dwelling, to avoid displacement of vehicle parking on the neighbouring streets. A total of 122 residents parking spaces will be provided, 22 basement visitor spaces and 6 on street spaces are proposed, including spaces reserved for disabled parking. These spaces will be largely accommodated in a basement car park to improve the quality of streets and spaces. Electric charging points will be available to houses as well as the basement.
- Increased provision of secure cycle parking and a dedicated corridor for the inclusion of the Chisholm Trail to pass through the development. We are working with the County Council on an appropriate crossing and access to the Trail which doesn't impact on housing numbers on the site.
- The proposal is designed in line with the Cambridge Sustainable Housing Design Guide which requires construction to be equivalent to the Code for Sustainable Homes Level 4 as a

minimum. Additional sustainability features are also included such as:

- Sustainable urban drainage features e.g. rainwater gardens and planted swales
- Energy efficient communal heating system
- Solar panels

4.5 In keeping with the strategic objectives for the site, and the Council's desire to maximise affordable housing delivery on a site within its overarching financial and social objectives, the CIP has modelled a number of options around the level of affordable housing on the site. These options included:

- A Planning Policy compliant scheme delivering 40% affordable housing (of which 75% is affordable rent and 25% is an intermediate tenure)
- 50% affordable housing at rents no greater than Local Housing Allowance (LHA)
- 58.8% affordable housing at rents no greater than Local Housing Allowance (LHA)
- 80% affordable housing at rents no greater than Local Housing Allowance (LHA)
- A scheme that delivers 100% affordable housing at rents no greater than Local Housing Allowance (LHA).

Investment Appraisal information relating to these options is included in Confidential Appendices 4 and 5.

5.0 The Project Plan and Funding Package

5.1 The Project Plan has been approved by the CIP Board on 3rd November

5.2 The Financial Model

The CIP financial model based around the following assumptions:

- Independent valuation of the land based on RICS Red Book valuation standards.
- 40% of the costs being met by CIP partners (20% Council and 20% Hill Investment Partnership)
- The residual 60% being met by borrowings, as agreed by partners
- Income derived from sales being assigned to partners in line with their inputs
- Surplus shared 50:50

The model is flexible, demonstrating immediate impacts of changes in any given field on the others. It also allows, however, for some decisions to be made on elements which apply a more static agreed value to the assumption in question, based on strategic objectives or outcomes.

The Financial Model proposed is based around the following static assumptions:

- An average price of £200k per unit to be paid by the HRA for purchased houses to ensure relevant value provision to HRA
- Meeting the business requirements outlined in the CIP business model for projects to achieve an estimated surplus for reinvestment in further projects. The target is 17.5% with a minimum requirement of 8%
- A land value based on independent land valuation based on a planning policy compliant development.

And the further assumption of:

- A finalised deal between the CIP and YMCA which provides forward funding for the proposed YMCA facilities on the Mill Road site with the resulting transfer of their current Gonville Place site to the CIP at an agreed residual net value.

5.3 The indicative investment plan included with the project plan contains commercially sensitive information and therefore is included as a confidential paper in Appendix 5.

6.0 Next Steps

- 6.1 Subject to approval of this report and the outcomes of the consultation process on 2nd November, the CIP will finalise a detailed full planning application for the main part of the site (larger outline on plan at Appendix 1) with an outline of the YMCA and community facilities with the intention of making a submission to the Planning Authority in December 2017.
- 6.2 Further work is required to agree the detailed plans for the YMCA and community facilities and this will be developed with YMCA and in consultation with community groups (smaller outline on plan in Appendix 1). This will be submitted for planning permission as soon as agreed
- 6.3 It is anticipated that a planning decision may be achieved in March 2018 (YMCA facilities decision will be later). Subject to approval, works will start on site in April 2018.
- 6.4 The target date for completion of all works on site is Summer 2021.

7.0 Implications

(a) Financial Implications

All information regarding the financial implications is included in the confidential Appendices 4 and 5 attached.

(b) Staffing Implications

In accordance with the principles for developing a site through the CIP process which are set out in earlier sections of the report; all matters relating to the development of Mill Road Depot are managed by CIP including the provision of staff. The costs associated with this are managed as part of the CIP business. Staff from both investment partners (CCC and Hill Investment Partnership) work collaboratively to achieve successful outcomes for the partners. A benefit of the Investment Partnership is the provision of experienced professional resources from both partners to support delivery and meet the partners' objectives.

(c) Equality and Poverty Implications

EqIA – See Appendix 2

(d) Environmental Implications

The redevelopment of this site is subject to a full planning application and will be subject to planning conditions with specific regards environmental assessments and implications. For the purposes of the transfer of land to CIP there are no environmental implications at this stage of the process.

(e) Procurement Implications

The Investment Partnership provides a significant advantage to the Council in delivering individual development projects and programmes of work. With the alternative model of procuring a developer to build out a scheme, the developer retains all profits from uplift in value. The procurement process for individual schemes and larger programmes of delivery tend to be lengthy. The CIP model is robust in its governance and decision making processes and provides a sound model for more accelerated development and delivery of its Council partner's assets.

(f) Community Safety Implications

None Identified.

8. Consultation and communication considerations

8.1 The strategy for public consultation and stakeholder engagement originally envisaged a single public exhibition. However the strategy developed over summer 2017 and it was decided that there would be better engagement from a two phased strategy. Firstly holding an initial exhibition to demonstrate how the designs were developing and to gain feedback, followed by a second exhibition in early November where more advanced proposals could be shared. The planning application is expected to be submitted in late 2017.

8.2 The first phase of the consultation opened in June 2017.

Methods of consultation included the following activities:

- Letters to key stakeholders
- Approx. 1500 letters delivered by hand to nearby residents and businesses
- An advert in the Cambridge News
- Posters displayed in public areas including shops and community halls
- Meetings with key stakeholders and community groups
- A dedicated website
- A public consultation event on 19 July

The exhibition was attended by 200 people, and 140 people provided feedback. The feedback showed that 41% of respondents supported CIP's proposals for the redevelopment of the former Mill Road Depot. 37% said that they did not support the proposal and 22% said that they did not know.

8.3 The second phase of consultation started in October 2017 and included similar methods of consultation as outlined above, including a public exhibition on 2 November 2017.

9. Background papers

No background papers were used in the preparation of this report.

10. Appendices

- (a) Appendix 1 – Site Plan of land to be transferred to CIP

- (b) Appendix 2 - Equality Impact Assessment
- (c) Appendix 3 - CIP Presentation boards from 2nd November 2017 Consultation event.
- (d) Appendix 4 – Confidential CIP Options Table
- (e) Appendix 5 – Confidential Financial Appraisal and Implications

11. Inspection of papers

To inspect the background papers or if you have a query on the report please contact Nicola Hillier, Assistant Managing Director, Housing Development Agency, tel: 01223 - 457923, email: nicola.hillier@cambridge.gov.uk.

Boundary of Site for Transfer to Cambridge Investment Partnership



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Cambridge City Council Equality Impact Assessment (EqIA)

Please fill this out on the computer as a Word document or complete the form on SurveyMonkey – find the link on the Intranet.

This tool helps the Council ensure that we fulfil legal obligations of the [Public Sector Equality Duty](#) to have due regard to the need to –

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Guidance on how to complete this tool can be found on the Cambridge City Council intranet. For specific questions on the tool email Helen Crowther, Equality and Anti-Poverty Officer at equalities@cambridge.gov.uk or phone 01223 457046. Once you have drafted the EqIA please send this to equalities@cambridge.gov.uk for checking. For advice on consulting on equality impacts, please contact Graham Saint, Strategy Officer, (graham.saint@cambridge.gov.uk or 01223 457044).

APPENDIX 2

1. Title of strategy, policy, plan, project, contract or major change to your service:
Redevelopment of Mill Road Depot Agreement to transfer the land at Mill Road Depot to Cambridge Investment Partnership (CIP) for the delivery of new homes, YMCA accommodation and associated community facilities.
2. Webpage link to full details of the strategy, policy, plan, project, contract or major change to your service (if available)
3. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?
The agreed objectives are: <ul style="list-style-type: none">• Investment in the development of land to create successful new places that meet both the financial objectives (primarily a revenue return) and social objectives of the Cambridge City Council (particularly housing that is affordable and is needed locally), provided always that the individual sites may be developed to meet either financial or social objectives;• Improve the use of Council assets and those of other Public Sector Bodies in the Cambridge, or Cambridge wide, area;• Maximise financial return through enhanced asset value,(with reference to the first bullet above)• Provide a return to the Investment Partners commensurate to their investment and the level of risk in respect to such investment.
4. Responsible Service
Housing Development Agency working with CIP

APPENDIX 2

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

- Residents of Cambridge City
- Visitors to Cambridge City
- Staff

Please state any specific client group or groups (e.g. City Council tenants, tourists, people who work in the city but do not live here):

Residents in the immediate street surrounding the site will be affected by the development.

Staff who currently work on the depot site will be impacted by the closure of this Council facility and relocation to alternative work locations.

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

- New
- Major change
- Minor change

7. Are other departments or partners involved in delivering this strategy, policy, plan, project, contract or major change to your service? (Please tick)

- No
- Yes (Please provide details):
 - Cambridge Investment Partnership (CIP)
 - CCC Property Services
 - 3Cs Legal Services
 - CCC Community Services

8. Has the report on your strategy, policy, plan, project, contract or major change to your service gone to Committee? If so, which one?

The overarching principles of developing through CIP were approved at Strategy and Resources Committee on 9th October 2017.

APPENDIX 2

9. What research methods/ evidence have you used in order to identify equality impacts of your strategy, policy, plan, project, contract or major change to your service?

10. Potential impacts

For each category below, please explain if the strategy, policy, plan, project, contract or major change to your service could have a positive/ negative impact or no impact. Where an impact has been identified, please explain what it is. Consider impacts on service users, visitors and staff members separately.

(a) Age - Any group of people of a particular age (e.g. 32 year-olds) , or within a particular age range (e.g. 16-24 year-olds) – in particular, please consider any safeguarding issues for children and vulnerable adults

The proposal includes the delivery of a new YMCA facility that works with young adults (age 16-25) to support them with accommodation and services and prepare them for independent living.

(b) Disability - A person has a disability if she or he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities

The proposed scheme will meet the specific requirements of the Council to deliver accessible housing across the site and to a range of home types/sizes.

(c) Sex – A man or a woman.

We do not feel there are any specific gender equality issues as a consequence of this proposal.

APPENDIX 2

(d) Transgender – A person who does not identify with the gender they were assigned to at birth (includes gender reassignment that is the process of transitioning from one gender to another)

We do not feel there are any specific to transgender equality issues as a consequence of this proposal.

(e) Pregnancy and maternity

We do not feel there are any specific pregnancy and maternity equality issues as a consequence of this proposal.

(f) Marriage and civil partnership

We do not feel there are any specific marriage and civil partnership equality issues as a consequence of this proposal.

(g) Race - The protected characteristic 'race' refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.

We do not feel there are any specific race equality issues as a consequence of this proposal.

(h) Religion or belief

We do not feel there are any specific religion or belief equality issues as a consequence of this proposal.

APPENDIX 2

(i) Sexual orientation

We do not feel there are any specific sexual orientation equality issues as a consequence of this proposal.

(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

None identified.

11. Action plan – New equality impacts will be identified in different stages throughout the planning and implementation stages of changes to your strategy, policy, plan, project, contract or major change to your service. How will you monitor these going forward? Also, how will you ensure that any potential negative impacts of the changes will be mitigated? (Please include dates where possible for when you will update this EqlA accordingly.)

A further EqlA will be prepared for the acquisition of the affordable housing on this development that it is proposed will be purchased by the HRA.

12. Do you have any additional comments?

13. Sign off

APPENDIX 2

Name and job title of lead officer for this equality impact assessment:

Nicola Hillier, Assistant Managing Director, Housing Development Agency

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

Date of EqIA sign off: November 2017

Date of next review of the equalities impact assessment:

Sent to Helen Crowther, Equality and Anti-Poverty Officer?

Yes

No

Date to be published on Cambridge City Council website (if known):

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INTRODUCTION

Welcome to the public exhibition about the redevelopment of the City Council's Mill Road Depot.

Cambridge Investment Partnership (CIP) consulted earlier this year about our evolving plans for a high quality development which will deliver much needed new housing for Cambridge, and we would like to thank everybody who provided feedback on these proposals.

The scheme has now been developed further and we are proud to come forward with a proposal that will benefit and integrate well with the local community. We would like to hear your views before we finalise our plans and submit a planning application to Cambridge City Council.

Members of the Project Team are on hand to answer any questions that you might have and feedback forms are also available for you to complete.

THE TEAM

CIP has selected a professional team of experienced designers and consultants to help develop the proposals for the site. The team includes:

- Allies and Morrison** Architects
- Athene Communications** Communications & public consultation
- Beacon Planning** Planning and heritage
- The Environment Partnership** Landscape design and open space
- GIA** Daylighting
- Landscape Planning** Ecology and biodiversity
- Mott MacDonald** Transport, noise and air quality, drainage, utilities
- Walker Associates** Structural engineering
- Infinite Sustainability Solutions** Sustainability and energy
- BWC Fire** Fire engineering

THE EXISTING SITE

The site is currently occupied by the council depot and includes some council offices. The council has been gradually relocating services elsewhere in anticipation of the redevelopment.

The existing garages on Hooper Street do not form part of our site area and will be retained.

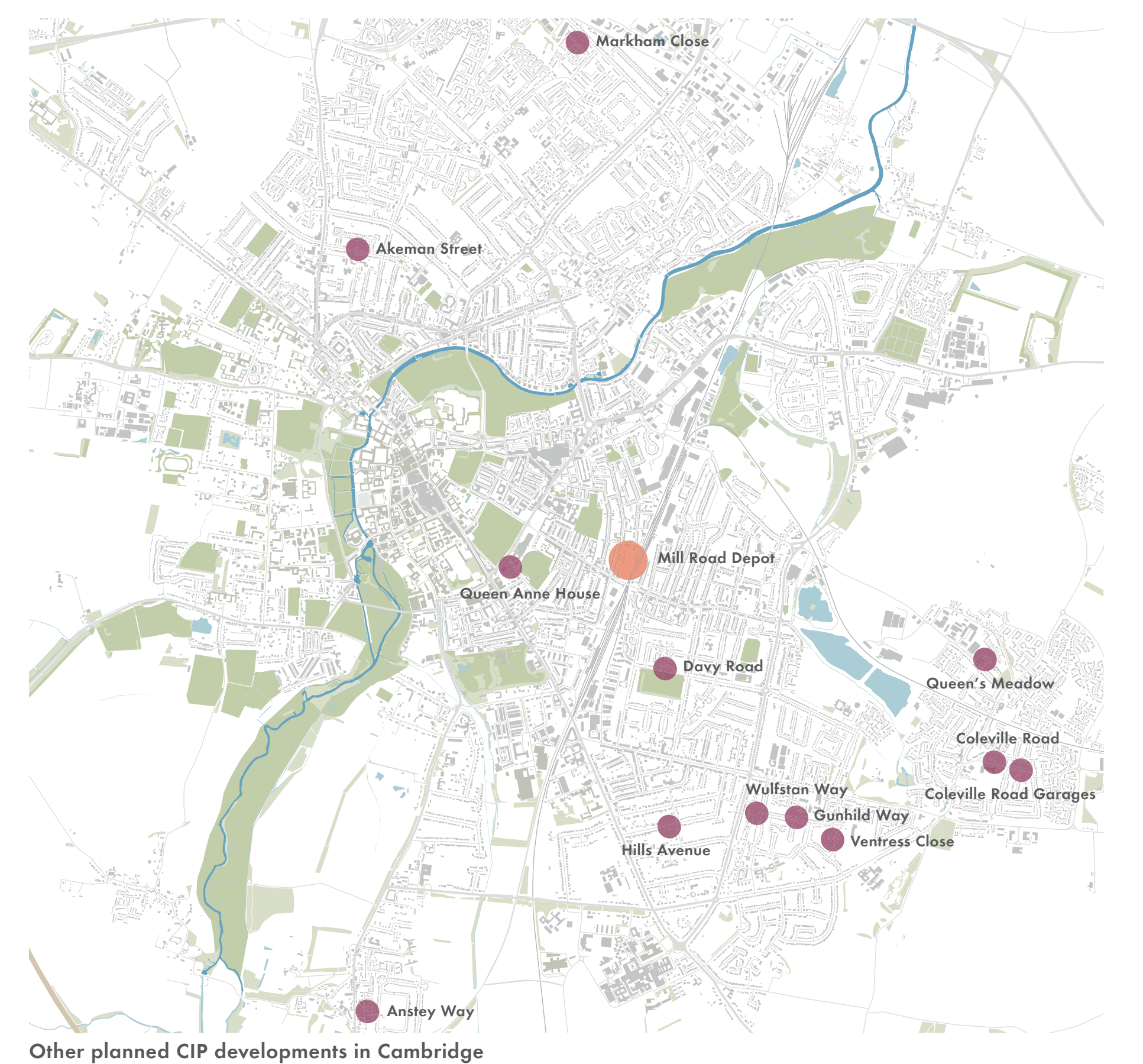
In the past, the site has been home to a number of industrial activities, including a coprolite mill, a coal depot and an iron foundry, called the Eagle Foundry. The Eagle Foundry was one of the first businesses to capitalise on the arrival of the railway, relocating from Market Hill to Mill Road in 1847. The only locomotive ever to be built in Cambridge was made there.

ABOUT CIP

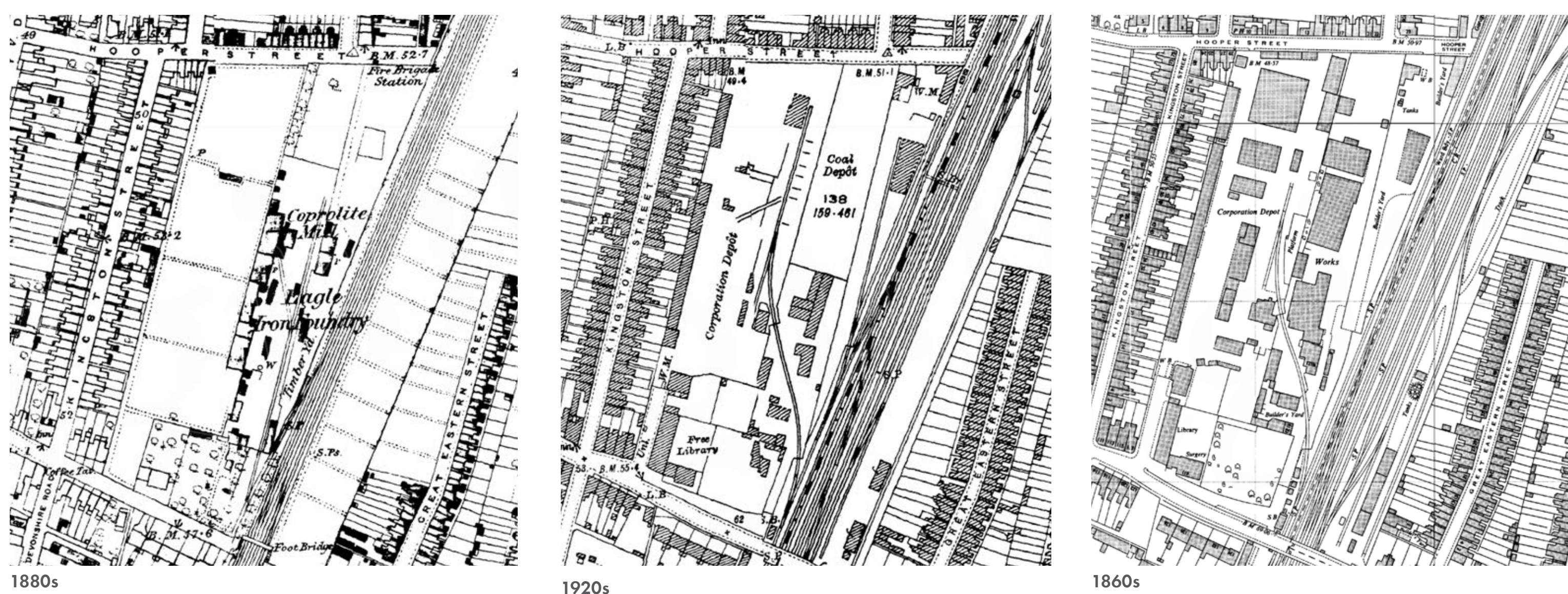
Cambridge Investment Partnership (CIP) is an equal partnership between Cambridge City Council and Hill Investment Partnerships. It will support the council in the delivery of 500 new affordable homes across the City by developing council owned land and other sites.

The CIP model allows the joint investment of land, funding and professional expertise in housing and mixed use development. Cambridge City Council is focusing on opportunities to deliver council-owned and managed houses on existing land assets. CIP is drawing on the expertise and skills of both partners to bring forward planning applications and the construction of the new homes on the sites identified.

The redevelopment of the Mill Road Depot is the first major site being brought forward by CIP.



Other planned CIP developments in Cambridge



The only locomotive ever to be built in Cambridge was made at the Eagle Foundry and called the Eagle



The former Free Library was built in 1897



We propose to retain and convert the existing Gatehouse building at the entrance to the site



Aerial view of the site



Existing depot uses will be relocated

The Supplementary Planning Document (SPD) for the former Mill Road depot was consulted on in 2016 and approved by the Council in March 2017. The CIP team consulted further about our emerging proposals for the site during the summer of 2017.

Our proposals have been developed in line with the SPD and to ensure best use is made of the site. We held a consultation event in July 2017 which was attended by over 200 people. A significant amount of constructive feedback was received and has informed the development of these proposals.



WHAT YOU SAID AND WHAT WE'LL DO

We have carefully reviewed the comments received at the July event and noted the main issues raised at the time. Our latest proposal has been improved in response.

A desire to increase the provision for Council owned, social rented housing on the site

- The Local Plan and Supplementary Planning Document (SPD) set a minimum target of 40% Affordable Housing, which can be a range of tenures. We are significantly exceeding the SPD guidance and will deliver 50% of the proposed homes on the site as social rented council homes. All these council homes will be owned and managed directly by Cambridge City Council.
- The City Council is also proposing further investment in additional homes for rent at sub-market rental levels.

Concern over an increase in the number of homes over the Supplementary Planning Document's original estimate

- We need to make the best use of the site in order to deliver housing numbers.
- Our initial estimates were to provide up to 230 homes on the site. We listened to concerns over the density of the housing. CIP's current proposal is for 187 new homes.
- The proposed scheme also provides for the relocation of the YMCA from its current site on Gonville Place to a new purpose-built facility on the Mill Road site.
- This will allow YMCA to create an efficient and perfectly designed facility that will deliver a higher level of service to young people than that provided by their current property.
- We are confident the scheme has been sensitively designed and YMCA can be properly integrated into our proposals.
- This proposal will allow CIP to investigate the provision of further council owned homes on the YMCA's current site at Gonville Place.
- We have modified the plans with 'mews' style houses, with integral garages, replacing the existing coach houses as they are unsuitable for refurbishment.
- We have also reduced the height of some of the apartment buildings facing the new park and nearest Mill Road to four storeys.
- The mix of houses and apartments has been amended to better reflect housing need.

The need to improve the size and location of the public open space

- We have increased the amount of open space by enlarging Eagle Green. Public open space is 28% of the total site development area in comparison to the original design of 25%. The principal area of open space has also been moved closer to Hooper Street for the benefit of existing residents.

Requests to increase the provision of local community facilities

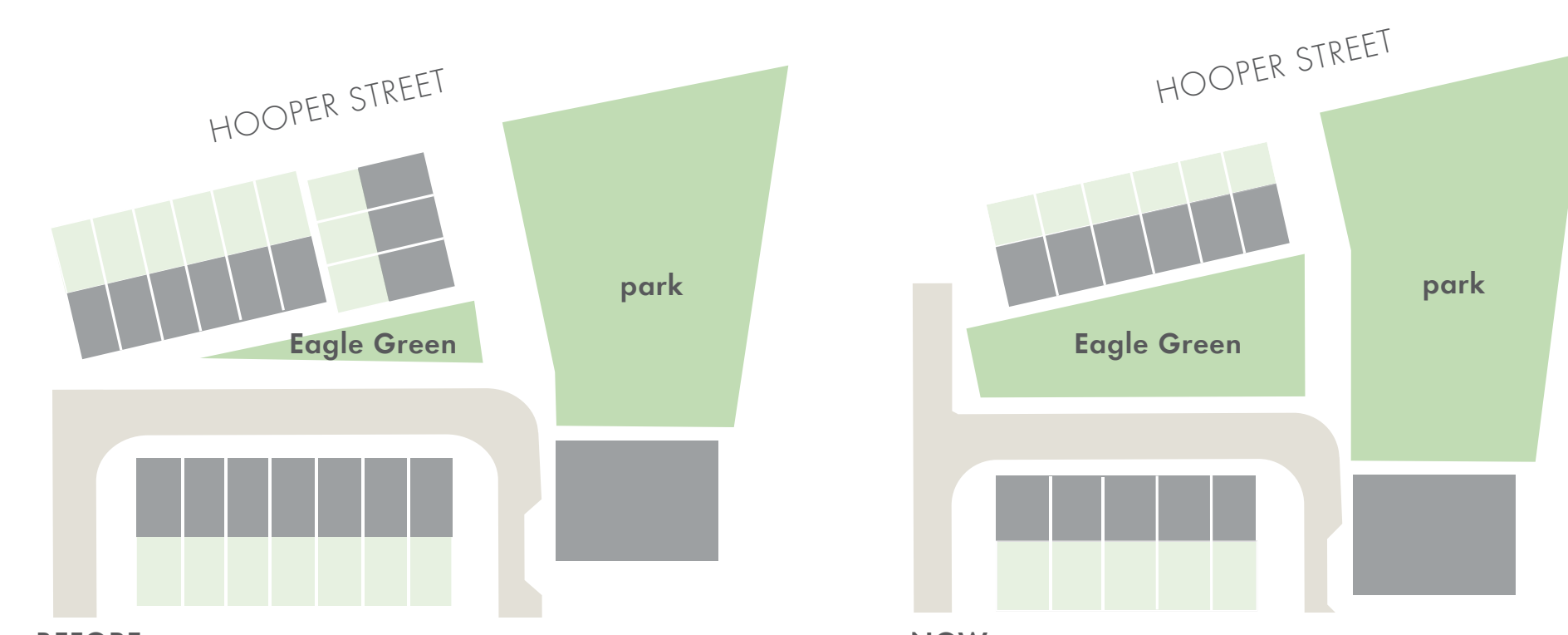
- YMCA Trinity Group (YMCA) have been introduced to the scheme and will develop and manage exemplar community facilities, in conjunction with local groups (see later board for more information). They will also provide supported housing for the local area.
- The Old Library is not within the ownership of Cambridge City Council. However, the council is in discussion with its owner, Cambridgeshire County Council, about its future and the potential for its inclusion as part of the community facility provision at a later date.

Original designs provided too much parking for a modern sustainable city centre site

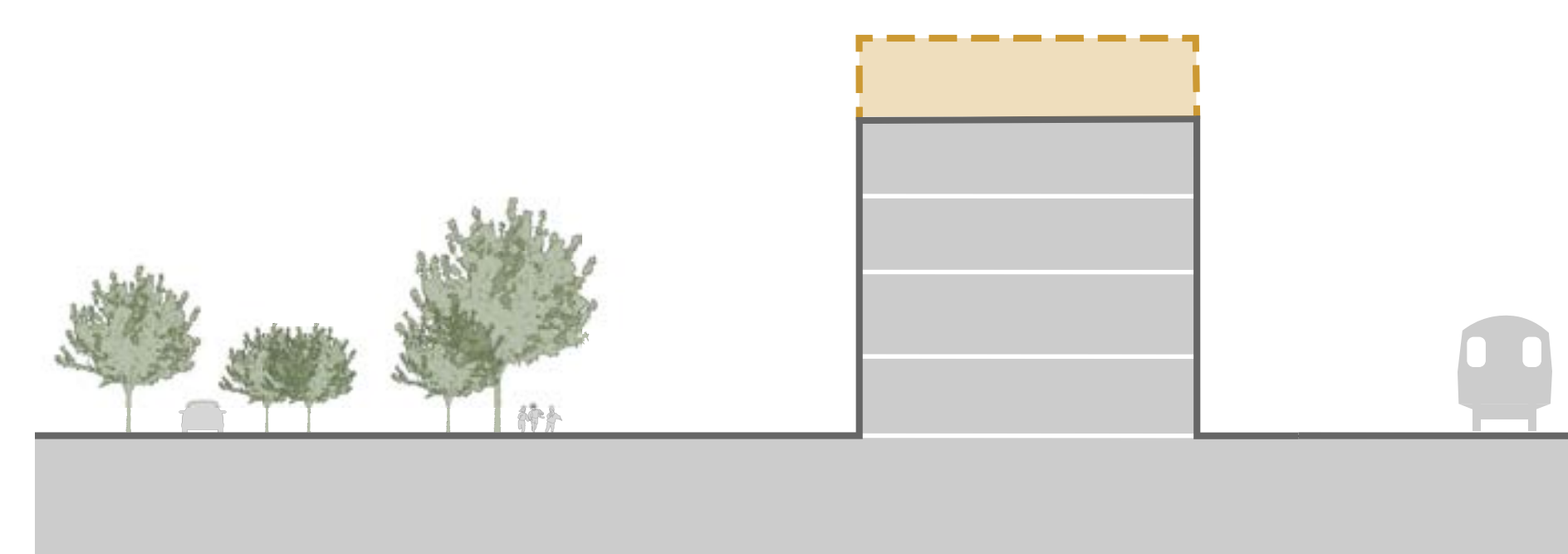
- We have reduced the overall number of parking spaces from one per dwelling to approximately 0.65 per dwelling. With the basement car park, on street car parking is reduced, improving the quality of streets and spaces.
- We have increased the amount of cycle parking on the site, both in the underground parking and with large numbers of Sheffield stands around the development.



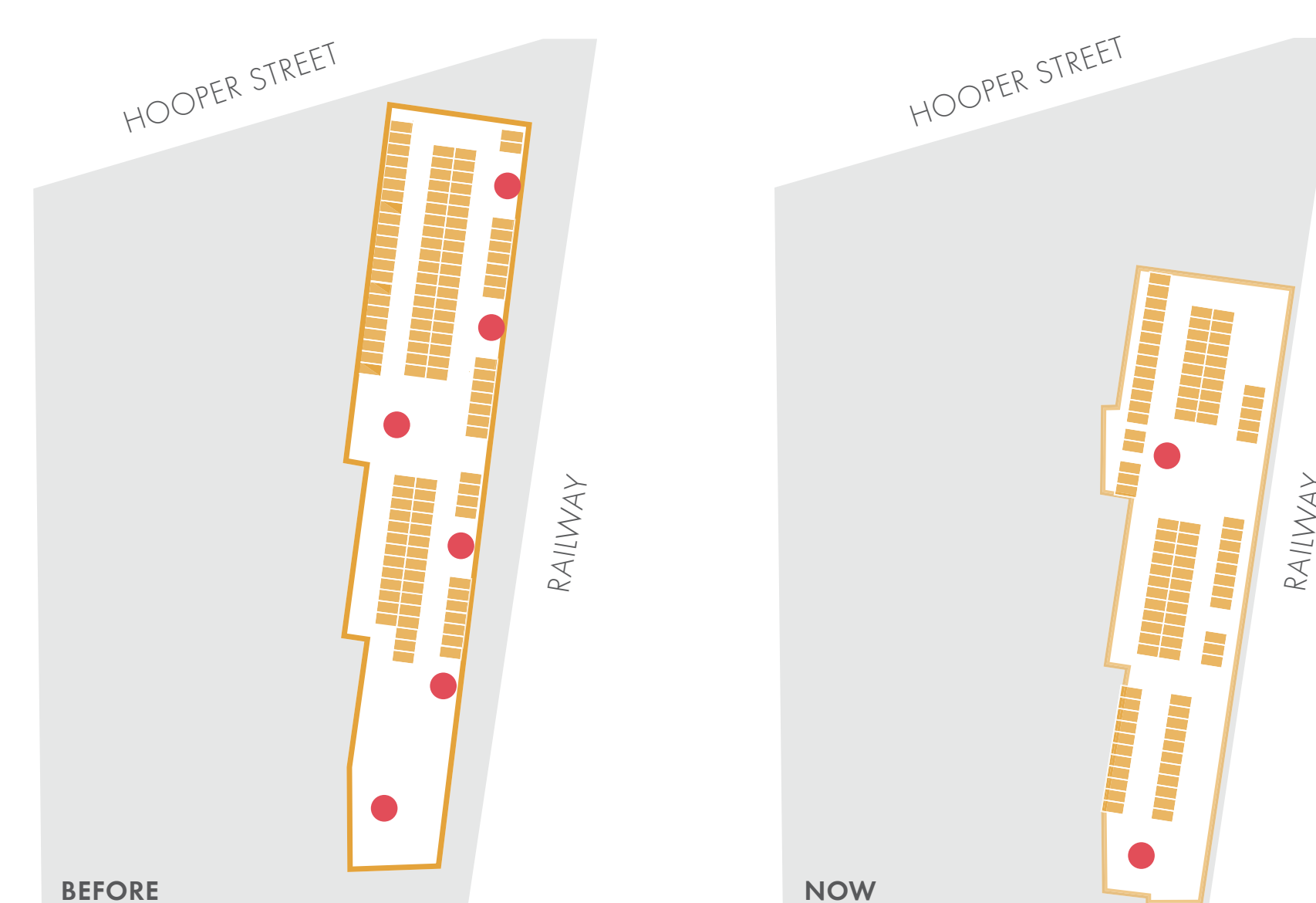
The proposals from the last consultation in July. Since then, we have reduced the number of homes from 230 to 187 homes



We have increased the amount of open space by enlarging Eagle Green



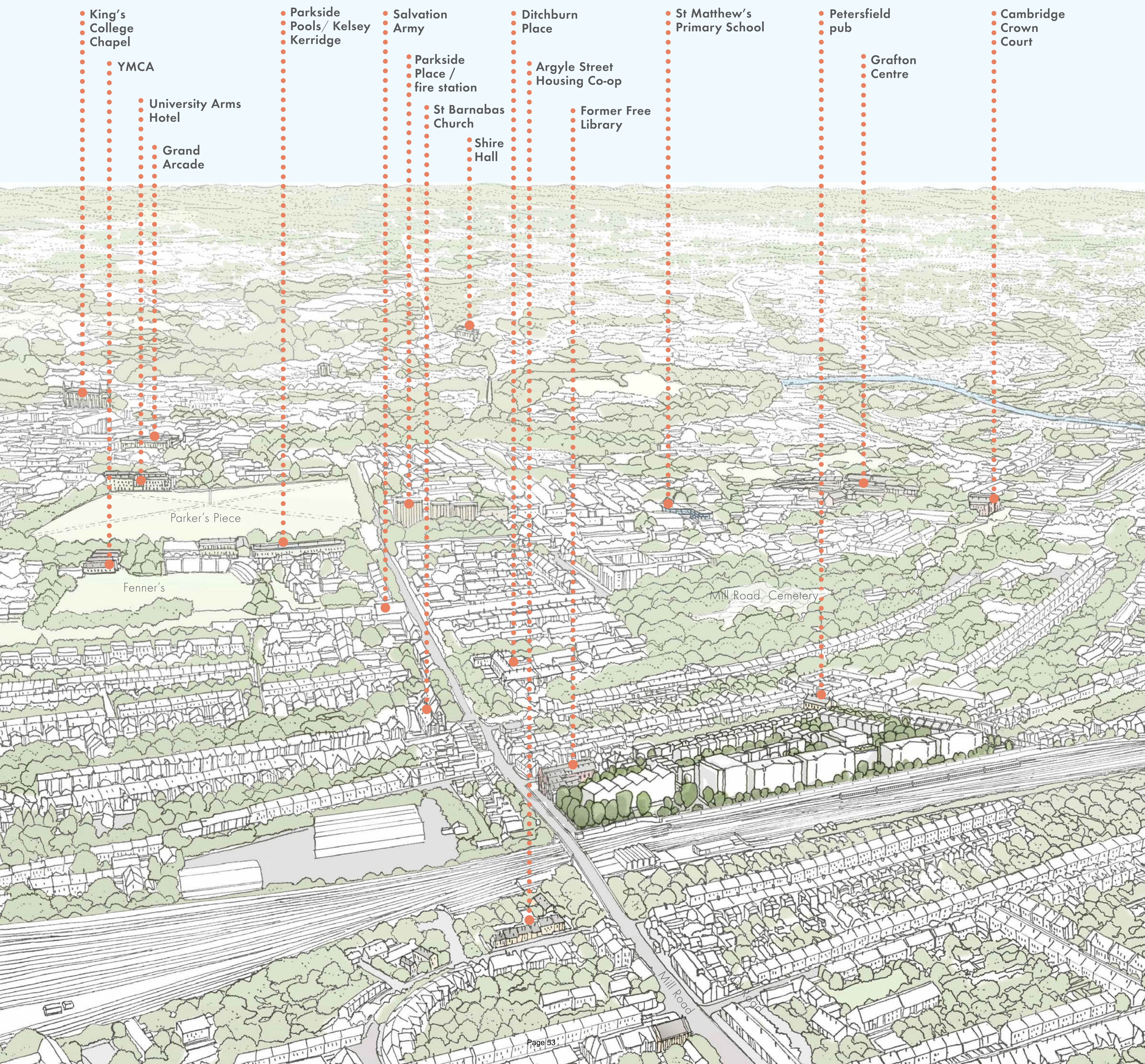
The buildings facing the park are now 4 rather than 5 storeys



We have significantly reduced the amount of car parking, partly by reducing the size of the basement

OUR PROPOSALS

- **187 new homes** ranging from terraces and mews houses to apartments
- **50% of these (94 homes)** will be social rented council homes with potential for further investment by the council in around 20 new homes for rental at sub market rents
- **Relocation of the YMCA to the site** providing supported housing for 140 - 150 young people
- **A wide range of community facilities** including retention of the Gatehouse, to be managed by the YMCA in conjunction with local groups
- **High quality open space** amounting to 28% of the site area
- **A new park** with a neighbourhood play area
- **Chisholm Trail** as a designated corridor for cyclists
- **Ample cycle parking** throughout the scheme with dedicated provision for each home, including for cargo/family bikes
- **150 parking spaces** in total provided mostly in an underground car park
- **Electric charging points** to accommodate a move towards electric vehicles
- **Sustainability measures** including high fabric performance and solar panels
- **Sustainable urban drainage (SUDs)** measures, such as swales and rainwater gardens





existing garages retained

maisonettes

mews houses

terraced houses

potential community space

Gatehouse building retained

Former Free Library (outside site boundary)

junction improvements

existing language school and residence (outside site boundary)

HOOPER STREET

EAGLE GREEN

HEADLY STREET

MILL ROAD

terraced houses on Hooper Street

no vehicular through route to site

a new park

an equipped play area

apartment building facing the park

public gardens

a 6m wide strip along the railway has been reserved for the Chisholm Trail - a designated corridor for cyclists

apartment buildings along railway

terraced houses

access to basement car park

The Limes green space

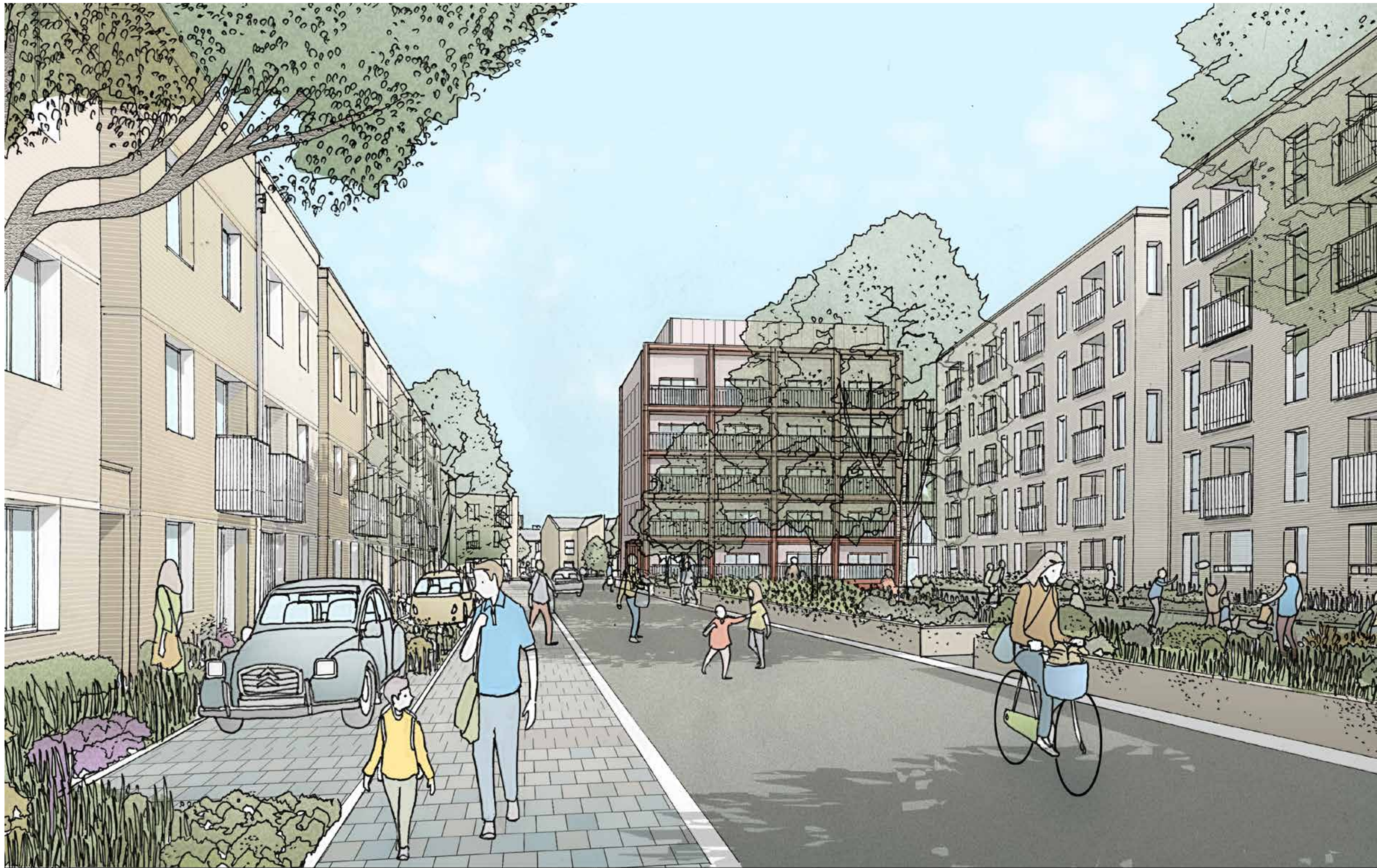
YMCA

retention of existing trees of heaven

the existing archway under Mill Road Bridge is to form a new cycle/pedestrian route, as part of the Chisholm Trail (outside site boundary)

STREETS AND SPACES

We are proposing to create proper streets with adopted roads and pavements. The scale of the new streets and the relationship of the houses to the pavement echoes that of the surrounding conservation area, while at the same time dealing with bins and bicycles.



View of Eagle Foundry Street looking north



elevation of Headley Street



elevation of Kingston Mews



Gatehouse

Library



view of Kingston Mews looking south towards the Gatehouse

HEADLEY STREET
EAGLE FOUNDRY STREET
KINGSTON MEWS
EAGLE GREEN



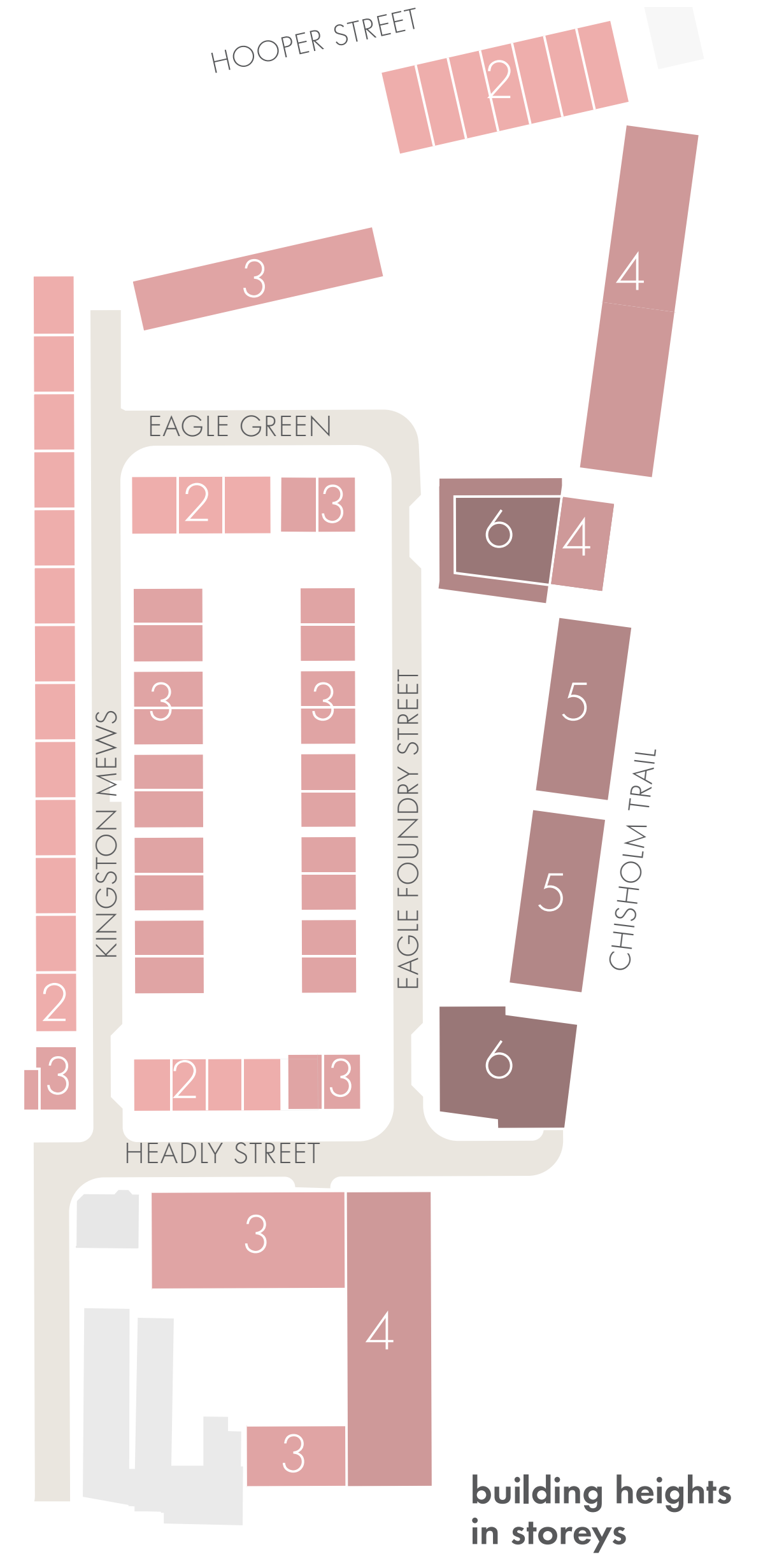
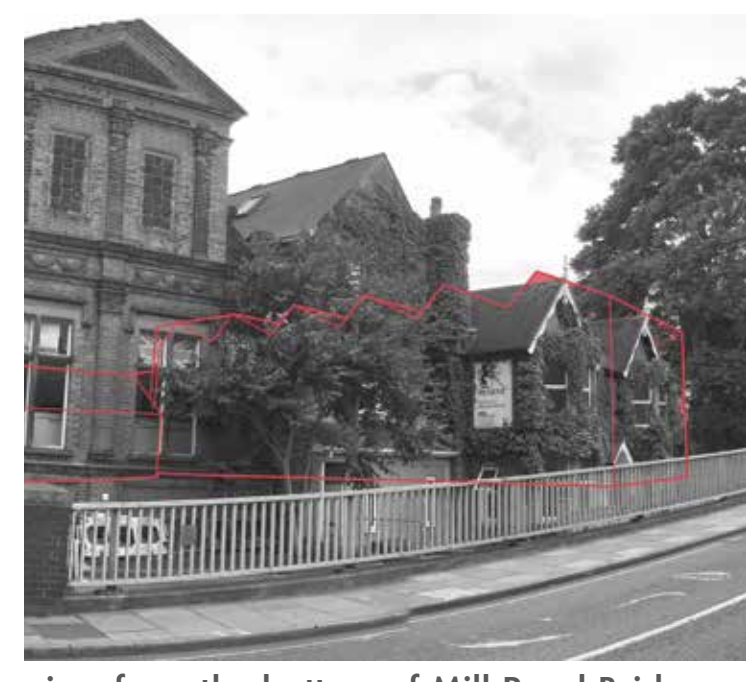
The street names have largely been taken from the Supplementary Planning Document. This states that "historic site plans have inspired the identification of possible names for the key spaces, but these will be subject to further discussion and review as the project moves forward."

SCALE AND FORM

The form of the proposals respond to the unique context of Mill Road and Petersfield and the site's distinct boundary conditions. The overall massing of the buildings creates a transition in scale between the two-storey houses on Kingston Street and the taller buildings against the railway.



The proposed building heights have been informed by an assessment of the views from locations surrounding the site, such as from Mill Road Bridge and Ainsworth Street.



A RANGE OF HOMES

We are going to provide 50% of the housing (in total 94 units) on the Mill Road site as social rented homes. On this site, these homes will be owned and managed by Cambridge City Council.

Council housing is for households whose needs are not met by the market. Eligibility is determined in regard to both local incomes and house prices. In Cambridge, 500 new council homes are being delivered by the council with a rent no greater than the Local Housing Allowance:

	Local Housing Allowance (per week)	Weekly Median Private Rent in Cambridge	Local Housing Allowance as a % of Private Rent
One bedroom	£126.05	£207	61%
Two bedrooms	£144.96	£268	54%
Three bedrooms	£168.45	£311	54%
Four bedrooms	£224.70	£403	56%

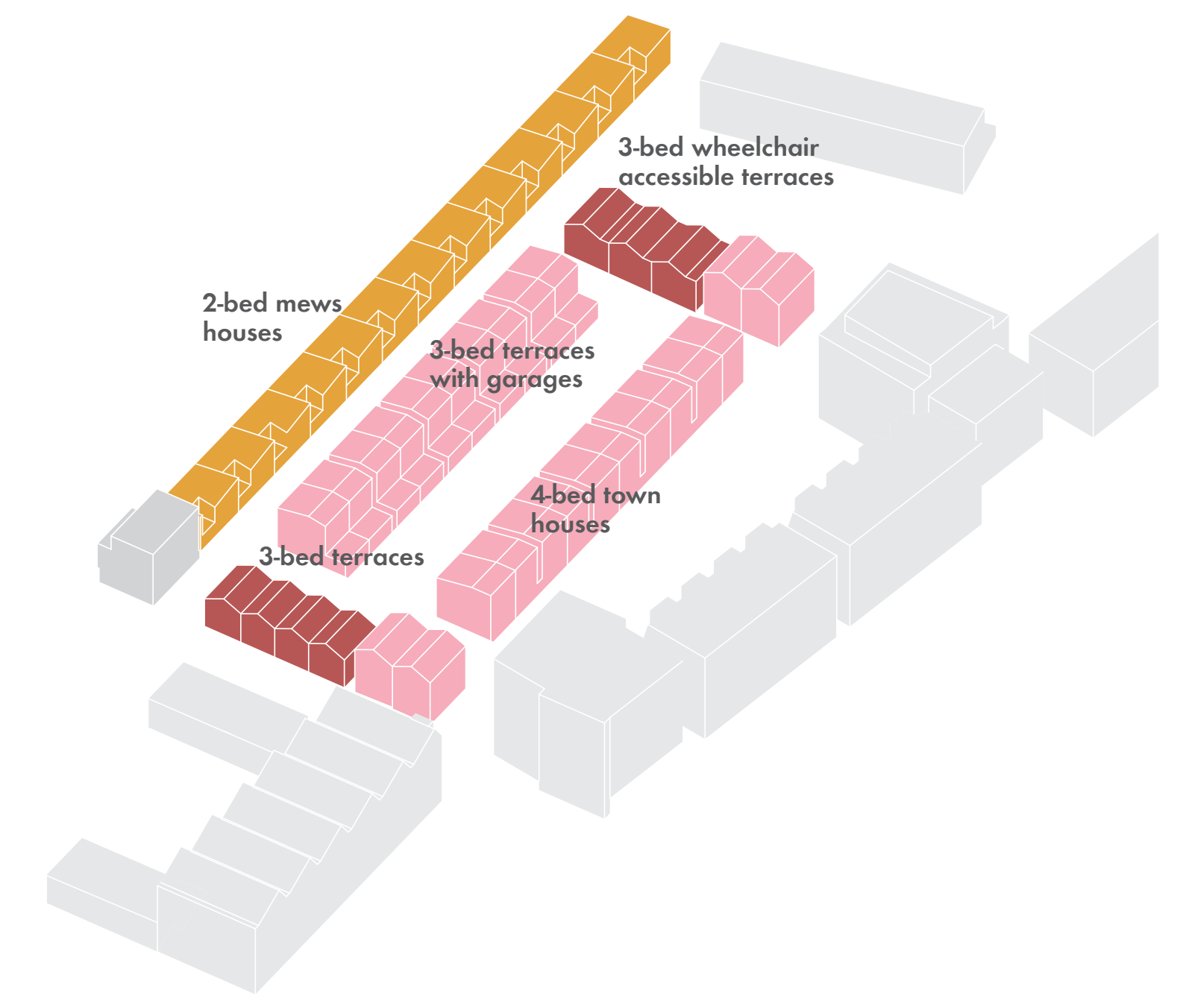
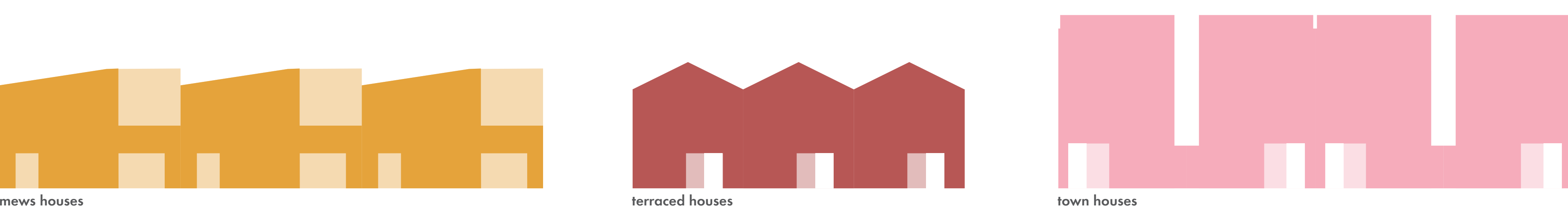
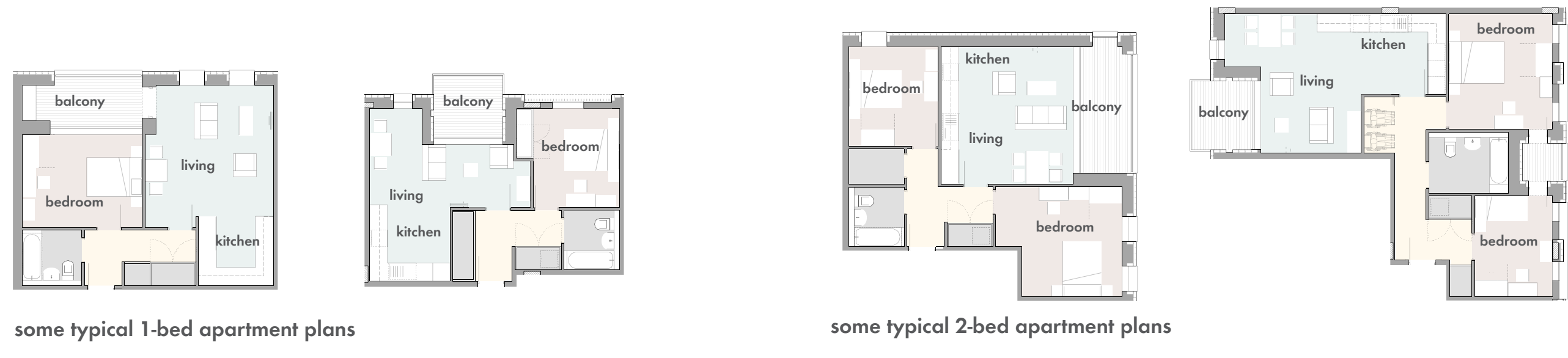
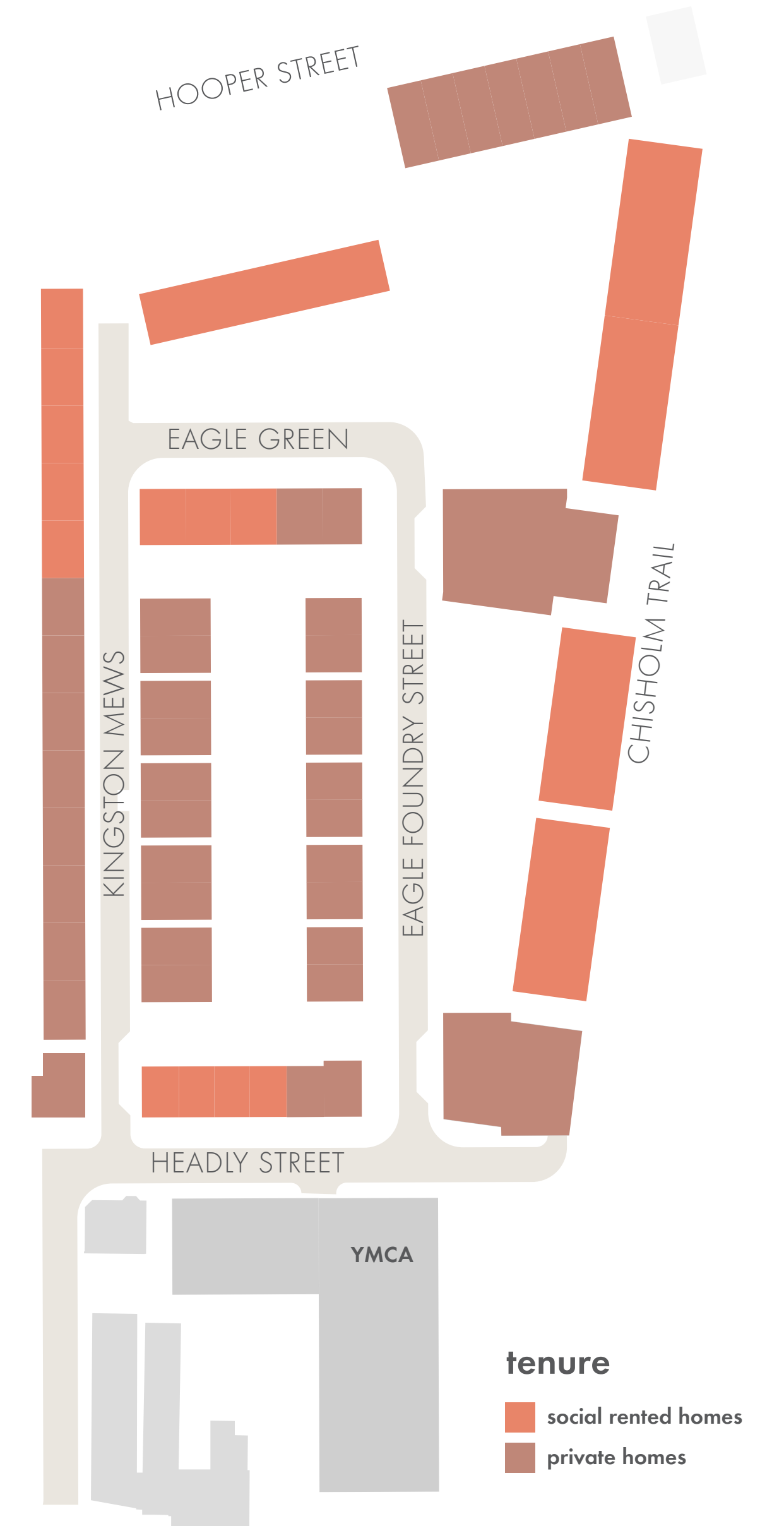
The council is proposing to further invest in around 20 additional homes for rent at sub-market rent levels.

A wide range of house and apartment types is envisaged, from studio apartments to 4-bed town houses. All units will have private external amenity space, typically gardens for the houses and balconies for the apartments. The exact mix is still in development but is likely to be as follows:

- Apartments**
- 9 x studio apartments
 - 65 x 1-bed apartments
 - 57 x 2-bed apartments

- Houses**
- 13 x 2-bed houses
 - 4 x 2-bed maisonettes
 - 25 x 3-bed houses
 - 2 x 3-bed maisonettes
 - 12 x 4-bed houses

The relocation of the YMCA from their existing site at Gonville Place to the new Mill Road Depot development will allow additional council housing to be developed on Gonville Place, subject to the planning process and further public consultation. Based on information currently available it is estimated that an approximate total of 200 council homes could be delivered across both these sites.



YMCA Trinity Group is a local charity which was established in Cambridge in 1852. It is an outstanding community organisation which works with young people and their families, to help them grow to their full potential. It is working towards the eradication of youth homelessness in Cambridgeshire, and to providing an opportunity for all young people to engage in positive activity and to achieve full social inclusion. The proposal still delivers 50% council homes on the development as well as the YMCA and associated facilities available to the wider community.

YMCA would contribute to a strong community offer in this area. Their skills in engaging different groups match the diversity and eclectic nature of Mill Road. This location will allow YMCA to be close to their clients, especially for the use of the proposed on-site gym, yet also keeps their residents close to city services, employment opportunities and training and education establishments.

1844

Founded in 1844, YMCA in England and Wales is made up of 113 member YMCAs working to ensure that young people have opportunities to thrive and contribute positively to their communities



YMCA operates in over 530 different communities in England and Wales, impacting upon the lives of over 600,000 people every year



YMCAs provide almost 10,000 beds for young people every night. YMCA is the largest voluntary sector provider of safe, supported accommodation for young men and women



YMCA enables nearly 43,000 people every year to engage in education, skills and training in order for them to improve their opportunities in the job market



Globally, YMCA is the largest voluntary sector provider of health and wellbeing services promoting physical activity



Globally, YMCA is the largest provider of childcare, nurseries and pre-school provision

ARRANGEMENT ON THE SITE

The proposed new building for the YMCA would be located at the southern end of the site adjacent to the existing language school. It would provide community spaces and a gym on the ground floor, accessible from the street. The existing Gatehouse would be incorporated into the YMCA for community and possible office accommodation. The building will be arranged around a landscaped courtyard. The scheme would deliver approximately:

- 140 - 150 residential rooms for young people
- 100m² community space
- 50m² dance studio
- 100m² gym
- 50m² office space

WHAT DOES THE YMCA DO?

YMCA provides innovative solutions to problems facing young people through the delivery of quality services. Its projects include housing, youth work, mental health & wellbeing and health & fitness.

Recent projects include delivering mental health counselling in schools across Cambridgeshire, as well as offering a 'Train the Teacher' programme to help schools become more self-sufficient in this area.

It will also be holding a Sleep Easy event in Cambridge in early 2018, bringing people together to help raise awareness of young people living on the streets across the city.

WHY ARE YMCA INTERESTED IN THIS DEVELOPMENT?

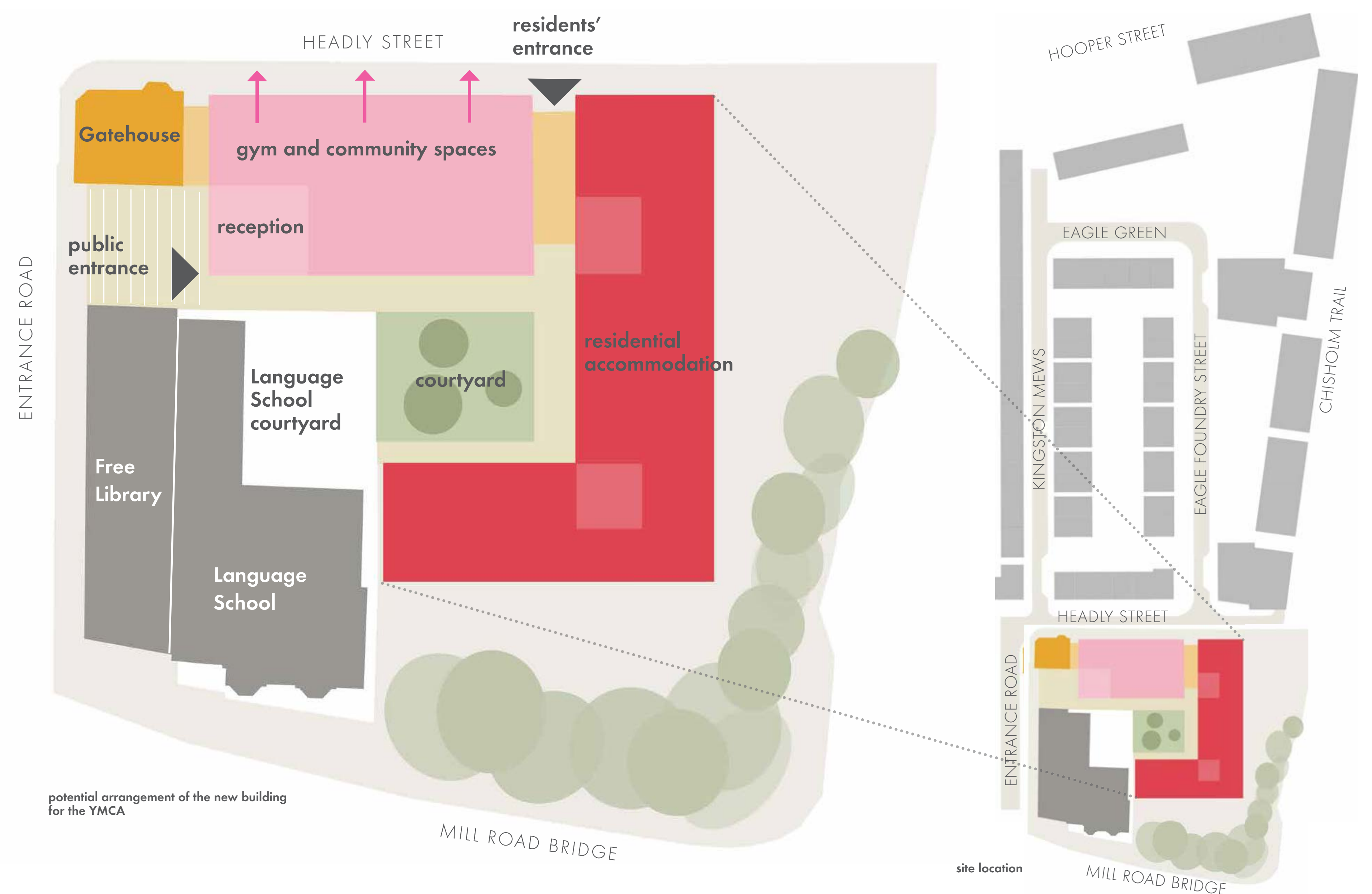
In their 165 year history YMCA have been located in a number of sites across Cambridge, but always close to the heart of the city. This site provides a perfect location for them to expand their service provision to meet client needs; their skills in engaging all sorts of groups are matched with the diverse community of Mill Road while keeping their residents close to city services, employment opportunities and training and education establishments.

YMCA are keen to contribute to the rich cultural life of Mill Road and form close ties to nearby community groups and charitable organisations.

WHO STAYS AT YMCA?

The average stay at YMCA is 65 weeks, with a maximum of two years (set by funders). Over 60% of their residents are from Cambridge City itself, plus more from South Cambridgeshire and East Cambridgeshire. They also take residents from other Cambridgeshire districts.

YMCA's accommodation will be constructed close to the Old Library. It will be purpose-built to make the best use of the space and will include accommodation for 140-150 young people as well as its administrative function, space to partner with other organisations, and to deliver community benefits.



THE COMMUNITY BENEFITS OF YMCA

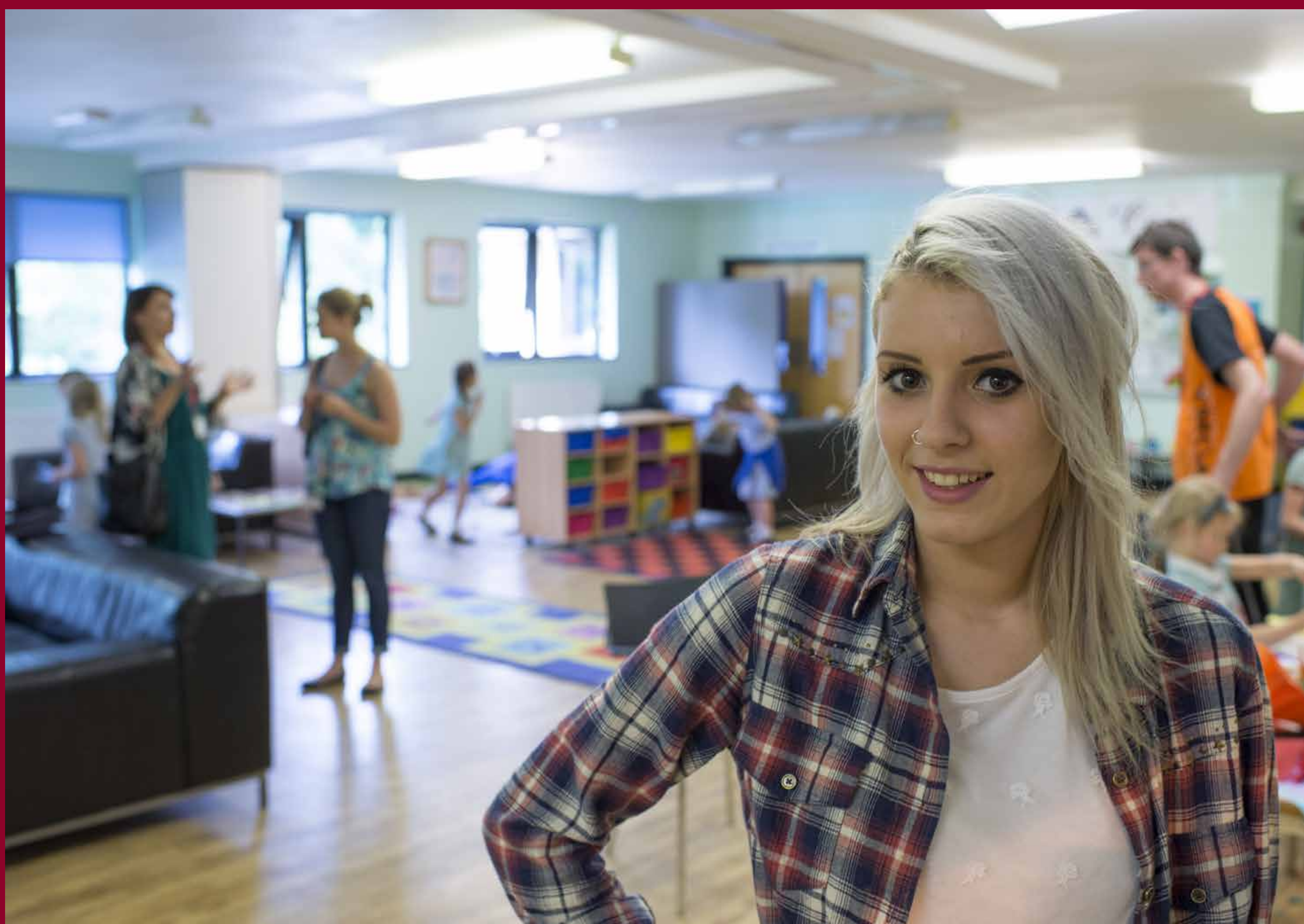
The provision of wide ranging community facilities will help to provide a strong link between the existing community and the site, which was a clear message from the recent consultation feedback and the Supplementary Planning Document.

Our proposals provide the opportunity for the development of the Gatehouse as a community facility for use by residents and community groups.

It is hoped that the Old Library, currently owned by the County Council, will also be incorporated into the scheme for community use.

YMCA will work in partnership with local community providers and organisations. This will ensure there is sufficient space for all users and will provide a hub for the local community with facilities that can be accessed and used by local groups, residents and businesses.

The proposal still delivers 50% affordable housing for social rent on the development as well as the YMCA and associated facilities available to the wider community.



THE COMMUNITY BENEFITS OF YMCA'S RELOCATION TO MILL ROAD WILL INCLUDE:

- The management of the building and the administration of bookings will be co-ordinated by YMCA in conjunction with local community groups
- Enabling the charity to provide local employment and training opportunities, which will also benefit the local business community
- Enabling it to continue to offer a range of support to families, including youth clubs and after-school activities

- The provision of a local quality gym at affordable prices on site for use by the local community: this would also cater for disabled groups
- Enabling the charity to continue to provide local employment and training opportunities; this will also benefit the local business community

Typical activities that YMCA currently host include the following:

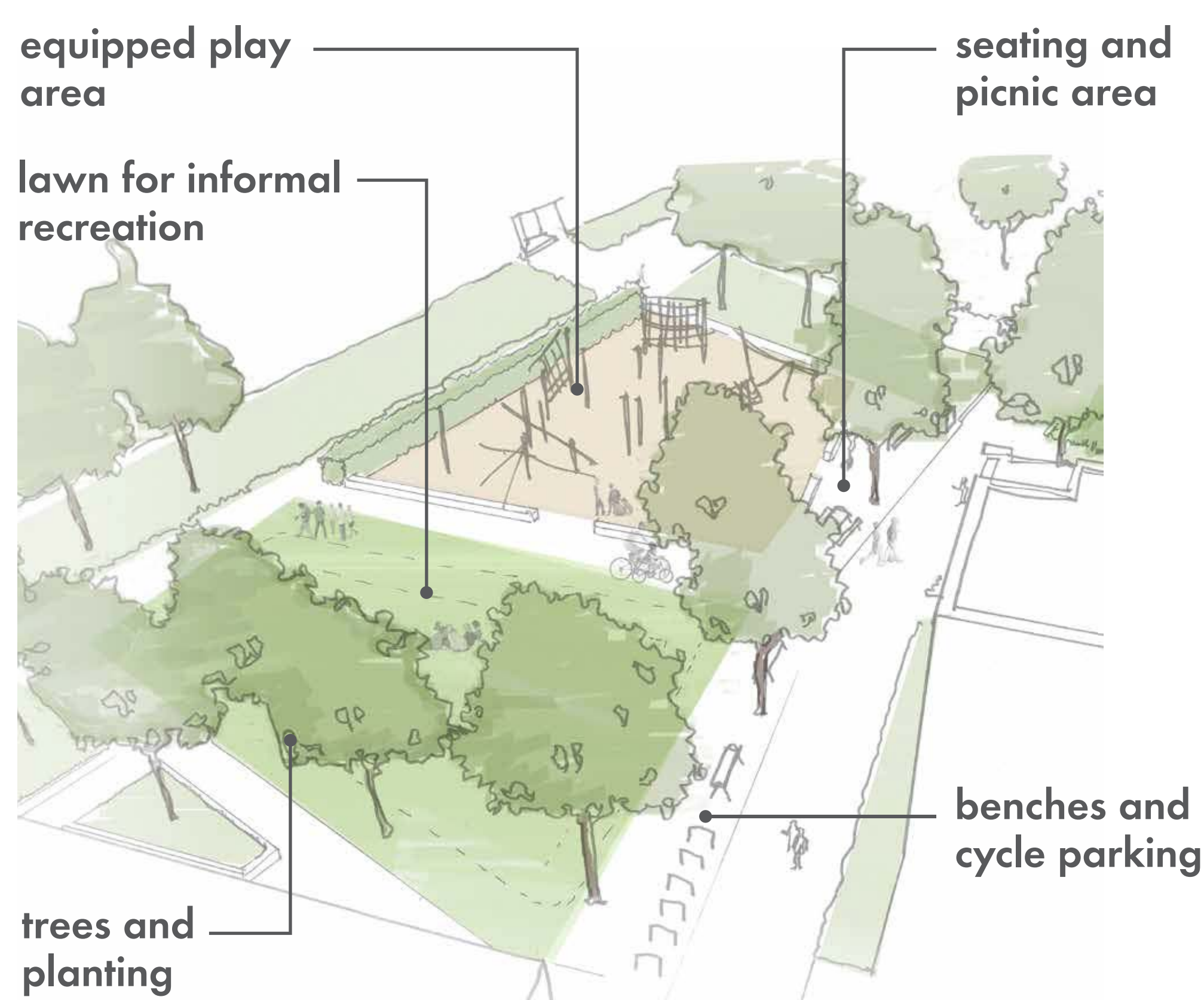
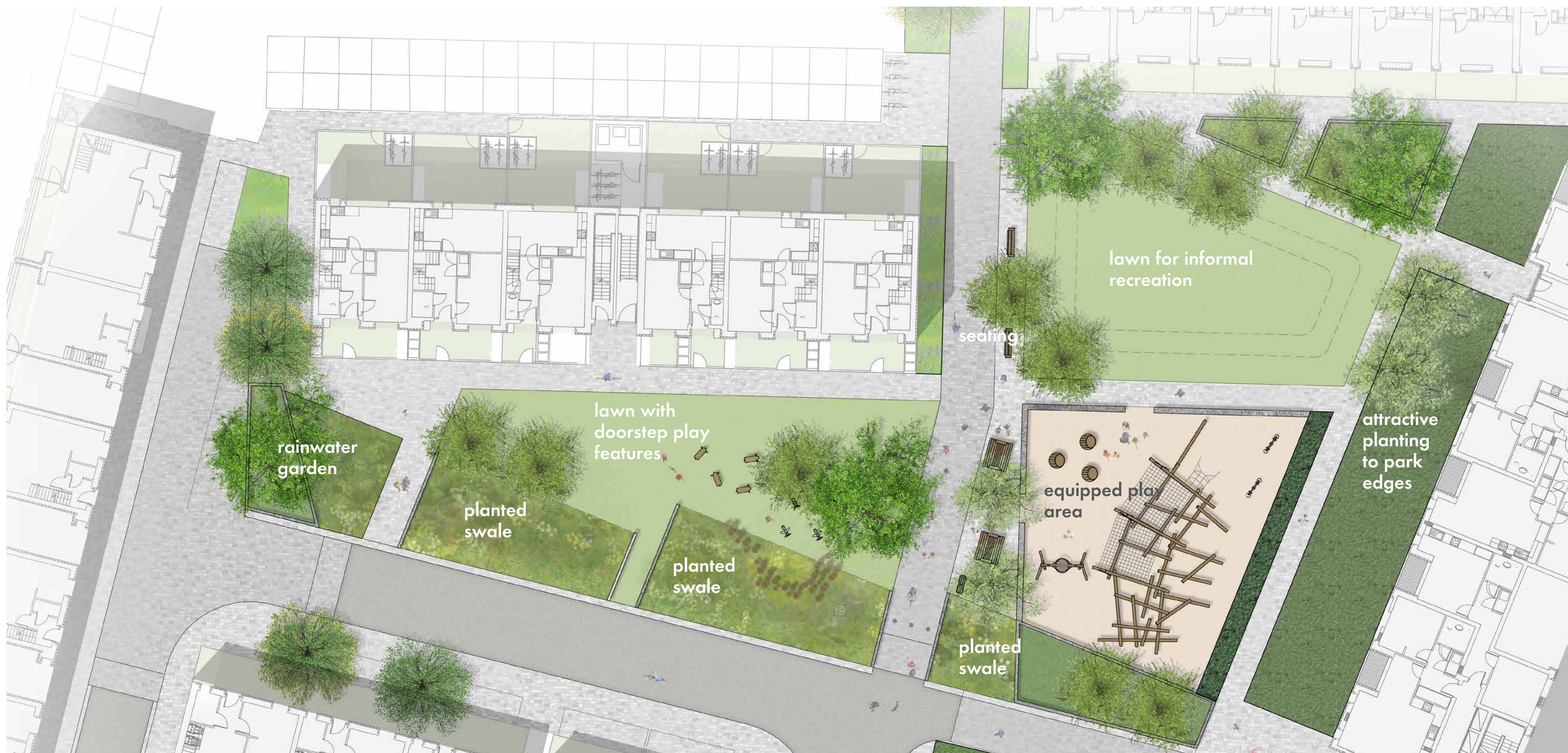
- Children and Babies, parenting – crèche, ante natal classes, early years groups
- Community use – youth groups, martial arts, community meetings, society meetings and events
- Faith groups
- Birthday parties
- Health and fitness classes (Yoga, Pilates, Wriggletots and many more)
- Courses for various professions – employment training and various training courses
- Dance classes
- Theatre, performance and singing
- Life skills training
- Fully equipped gym
- Office space for other charities (such as Melanoma Focus)
- Companies – local businesses, ESOL students





LANDSCAPE AND OPEN SPACE

The landscape proposals create a new park and public open space equating to 28% of the overall area of the site. This includes a new neighbourhood park with an equipped play area for young and older children.



equipped play area in the new park



example of an equipped play area



mix of lawn and ornamental grasses within planted swales



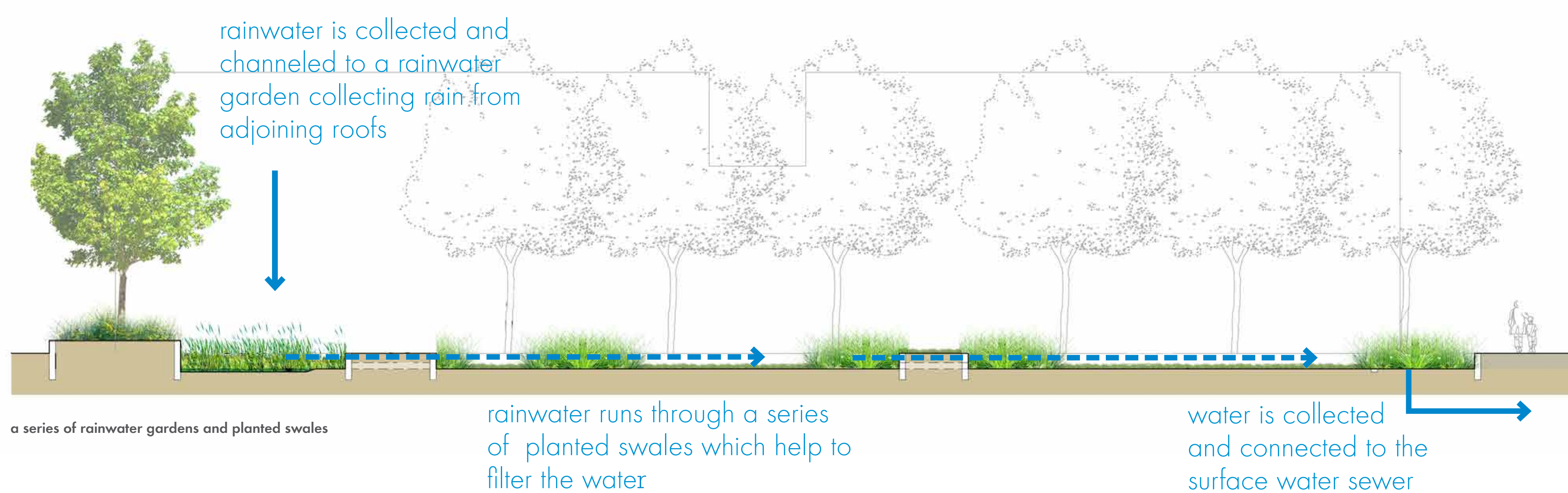
informal play features for doorstep play



raised planting beds with timber seat tops



attractive planting through open spaces and to front of apartments buildings



LANDSCAPE AND OPEN SPACE

The principal area of open space has been moved closer to Hooper Street to make it more accessible to existing residents in Petersfield. This is a substantial benefit as this will ensure the long term maintenance and continued quality of the environment. There is also allocation for the Chisholm Trail by the railway.

The landscape proposals are guided by the following objectives:

- To create green public open space, for informal recreation, socialising, play and relaxation which complement the surrounding network of open space;
- To provide good connections to the wider network of footpaths and streets;
- To provide leafy and safe pedestrian priority streets, suitable for 'door step' play and with natural surveillance;
- To create a landscape which enhances and compliments the architecture and which creates a desirable setting for the new homes.

A new park

A new neighbourhood park will provide an equipped play area for young and older children, as well as a large open lawn space for informal recreation and seating areas with picnic benches for socialising and relaxation.

There is a second smaller public garden on Eagle Foundry Street providing lawn spaces for informal recreation and seating framed by raised planters to provide a variety of different types of spaces for people to use.

Sustainable Urban Drainage

The landscape proposals include a range of sustainable urban drainage features within the open spaces which filter and help manage rainwater in a sustainable way.

These features create interest in the open spaces, such as the series of rainwater gardens and planted swales in the park which collect and filter water from surrounding paved surfaces and roofs.

ACCESS AND MOVEMENT

The vehicle access will be from Mill Road using the existing site access, and there will be pedestrian and cycle access from Hooper Street. Emergency vehicle access only will also be permitted from Hooper Street.

There has been a long history of vehicle movements on and off Mill Road while the site has been in use as council offices and a depot. Many of these movements have been city council refuse lorries, vans and trucks, and cars belonging to council staff, all of which will have gone in a few months' time.

The current proposals are designed to improve the vehicle access by:

- Widening the footway to improve the pedestrian access along Mill Road
- Increasing the visibility for drivers through changes to the bridge parapets and the removal of the brick pier

The internal roads will be adopted by the local highways authority (Cambridgeshire County Council), reducing roads maintenance costs for residents.

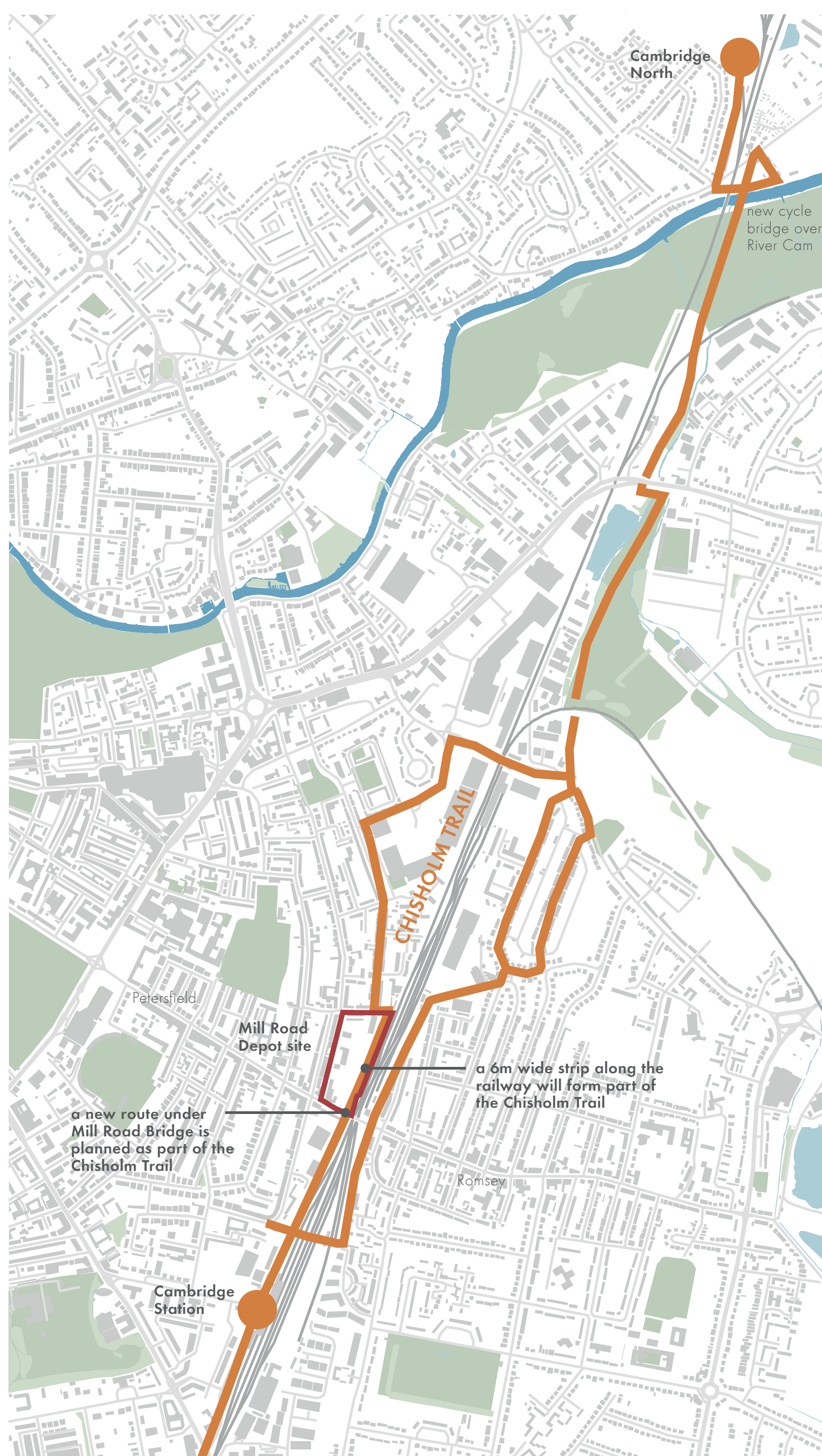
As part of the proposals, a thorough traffic assessment has been carried out by Mott McDonald. The assessment indicates that there will be a significant reduction of traffic on the site during the morning peak period compared to the current use as a depot. The assessment also indicates that there will be a slight increase during the afternoon peak period, but that this is well within the tolerances of the proposed access design and local traffic.



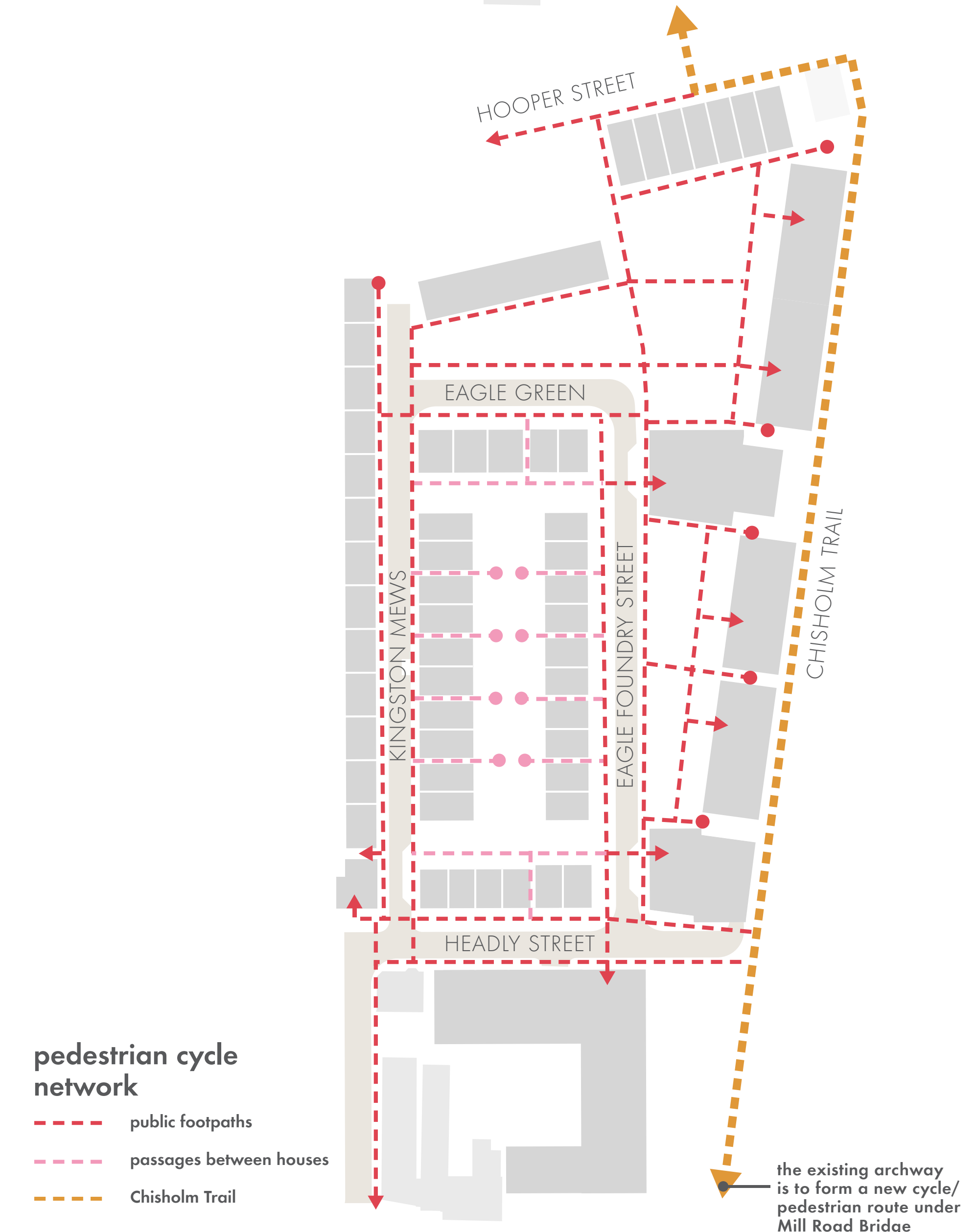
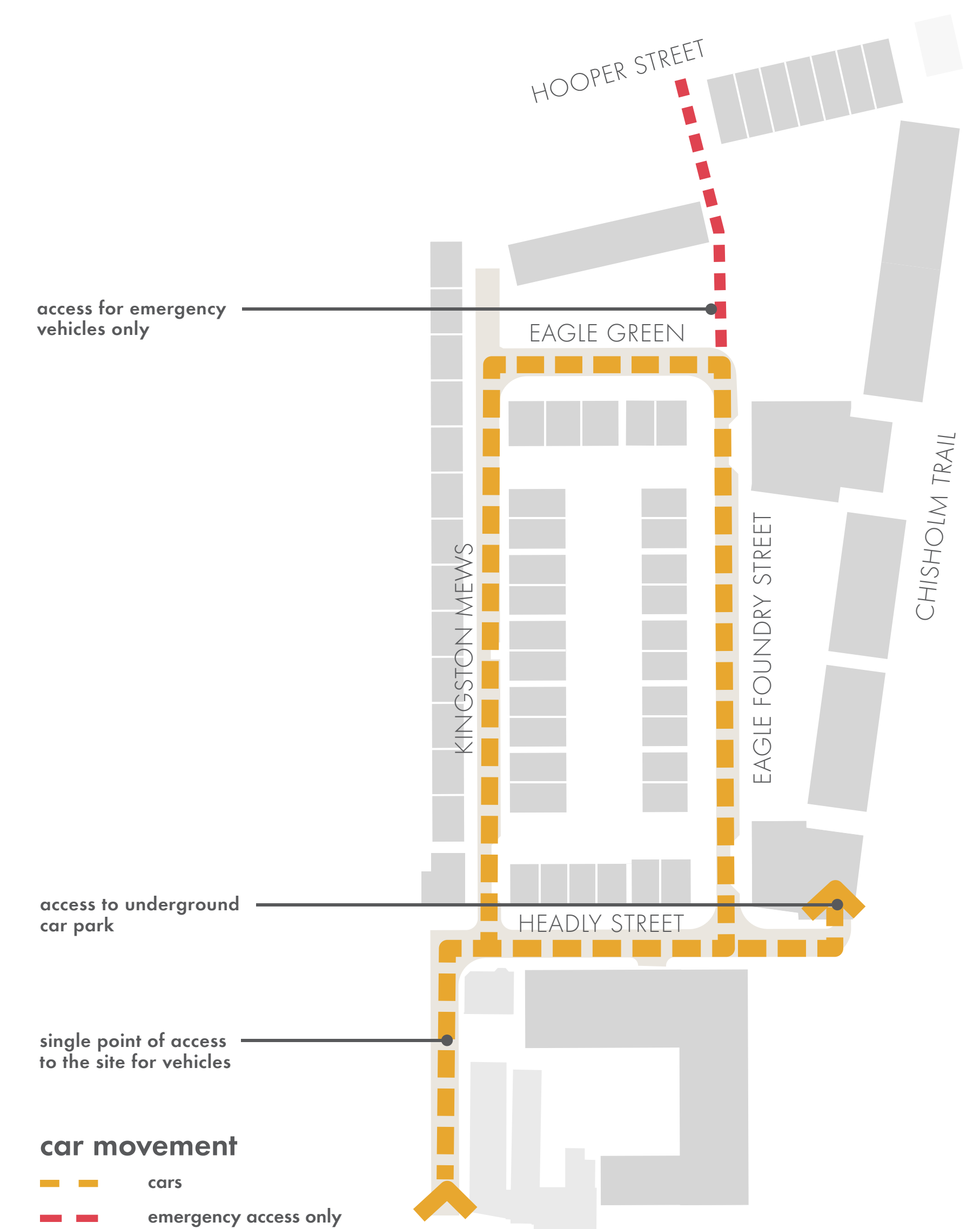
The footway on Mill Road will be widened



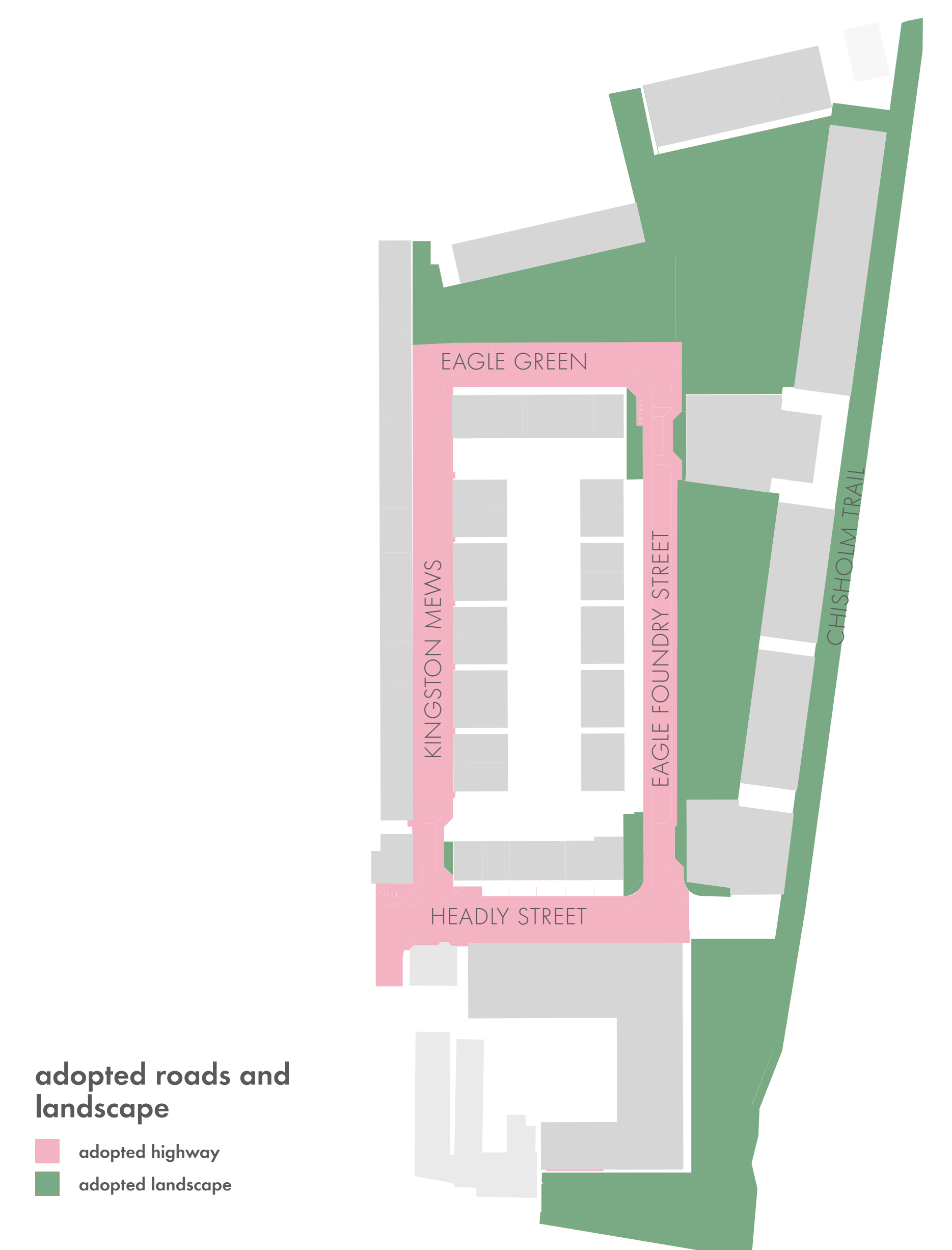
As part of the Chisholm Trail, the existing archway is to form a new cycle/pedestrian route under Mill Road Bridge



The Mill Road Depot site will form part of the Chisholm Trail



The proposed access road into the site



adopted roads and landscape
 adopted highway
 adopted landscape

CARS

Car storage rather than car parking - 0.65 SPACES PER HOME

Mill Road is a city centre site and our focus is on a sustainable development, with walking and cycling designed into the scheme. Our proposals for car parking restrict the numbers to below similar developments, with a total of 150 car parking spaces on site. Of these, 122 spaces will be for residents. 22 spaces will be provided for visitors and other uses in the basement car park, with a further six spaces provided for visitors at surface level.

The residents' car parking is provided as follows:

- 22 garage spaces
- 22 parallel on-plot spaces
- 78 basement car parking spaces

This equates to 0.65 spaces per dwelling

Electric charge points will be provided in the development:

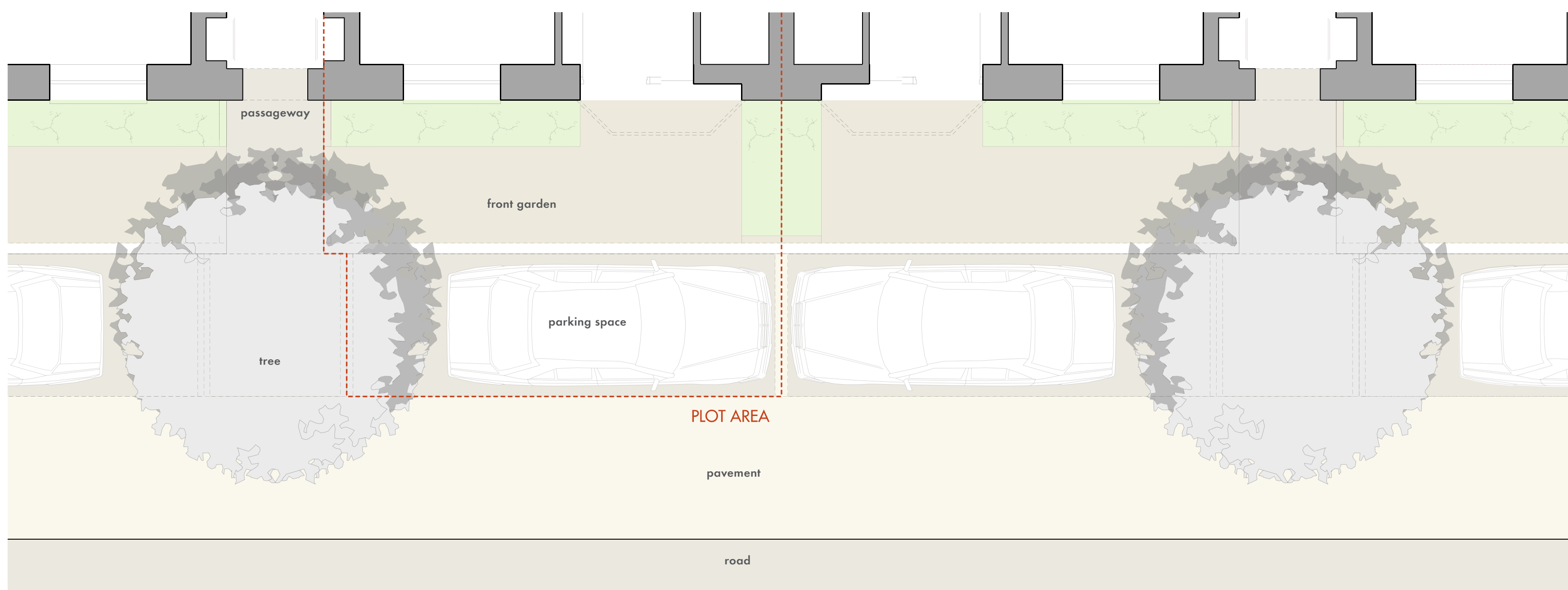
- 100% active electric charging points for houses with garages
- 25% electric charging provision in basement (a mixture of active and passive)



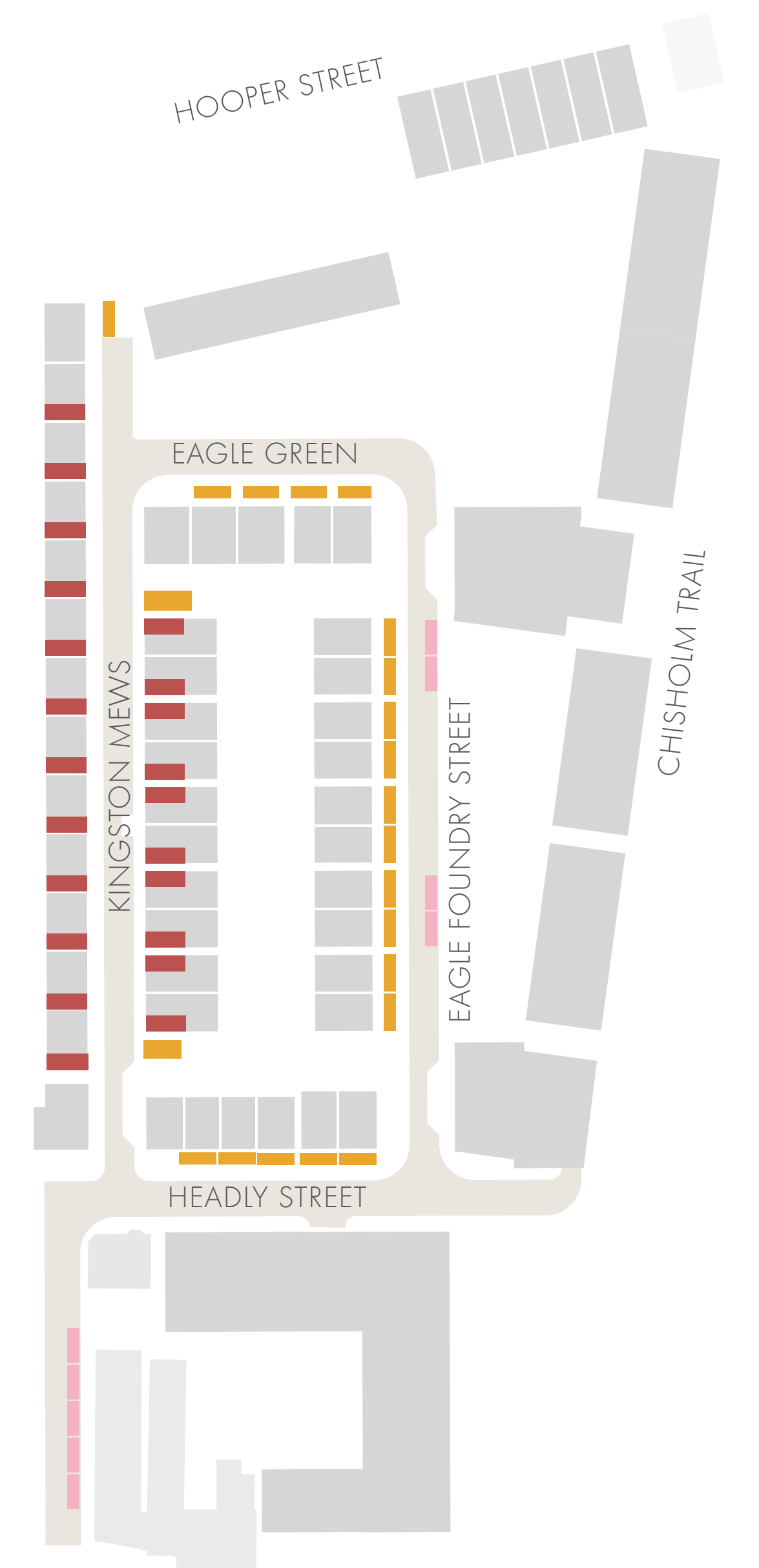
Integral garages are proposed along Kingston Mews



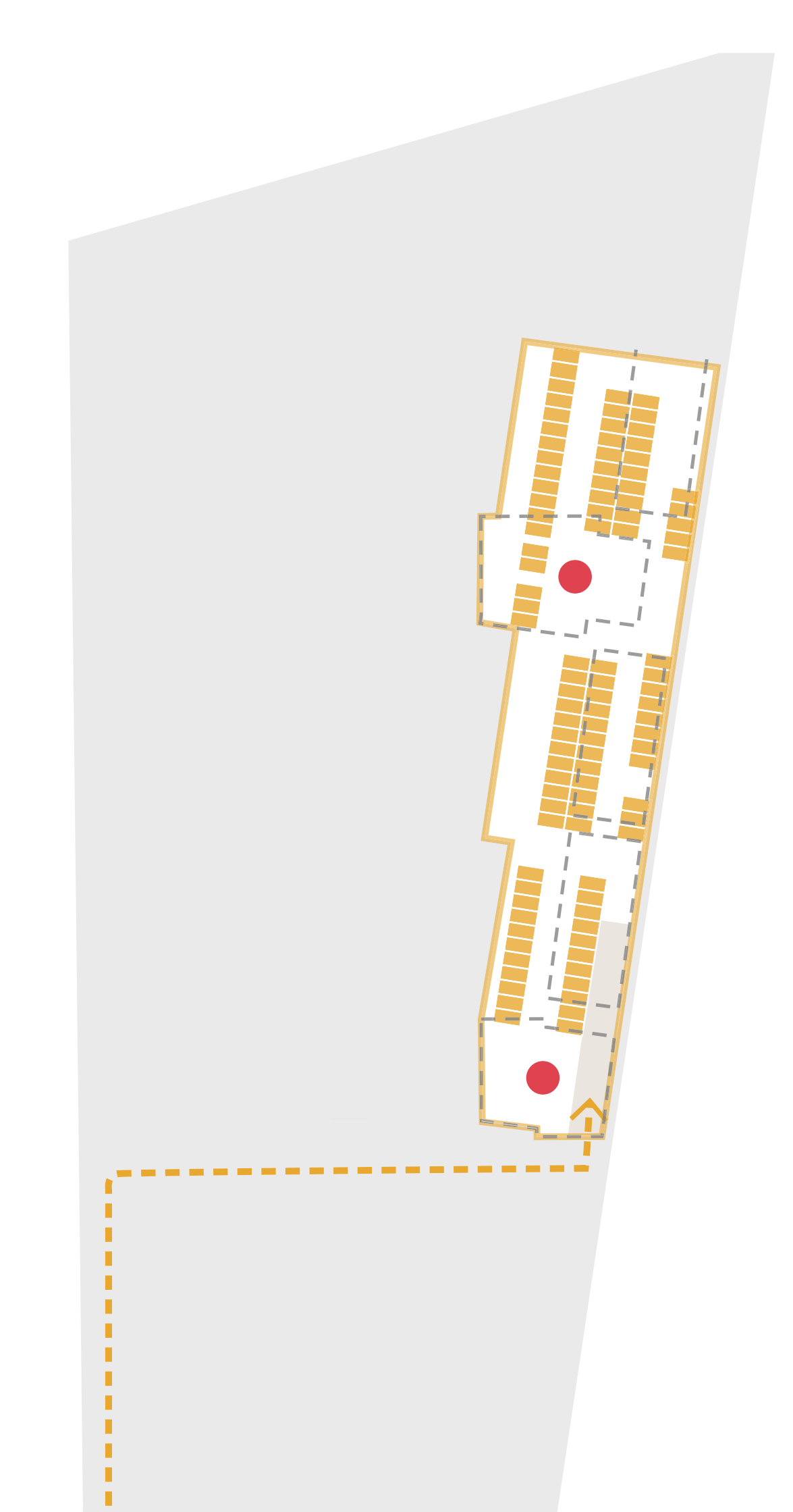
The basement car park is located underneath the apartment buildings



Parallel on-plot parking spaces are proposed on Eagle Foundry Street



car parking
 ■ garages
 ■ parallel on-plot car parking
 ■ on street visitor parking



basement
 ■ parking spaces
 ● shared access cores
 - - - car and bicycle access

BICYCLES

A total of 330 cycle spaces for residents (significantly more than one per dwelling) are proposed for the development at both basement and surface level, with a further 60 spaces allocated for visitors' cycles. Almost all of these will be in the form of Sheffield hoops.

There will be provision for cargo/family bike parking in every house and a further provision for the apartments, plus an appropriate provision of cycle parking for the YMCA.

The visitor cycle spaces are close to the main building entrances for each apartment block. Access to the basement cycle parking will be by means of ramp and cycle lift. Cycle parking provision for the housing units are integrated within the footprint of the plots.



The vast majority of parking will be provided in the form of Sheffield hoops



Cycle access to the basement will be via a ramp like at the station.



Parking for larger cargo/family bikes is included



Houses are served by a shared passageway which gives access to back gardens



An example of a back garden with bike and bin storage



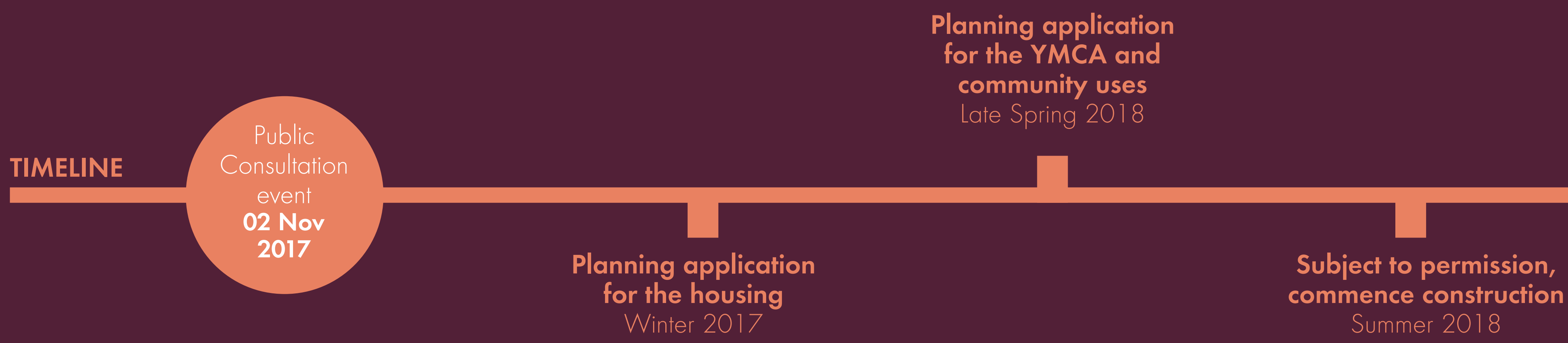
cycle parking
 ■ bicycle parking at rear of gardens
 ■ communal bicycle parking stores
 ■ visitor bicycle parking

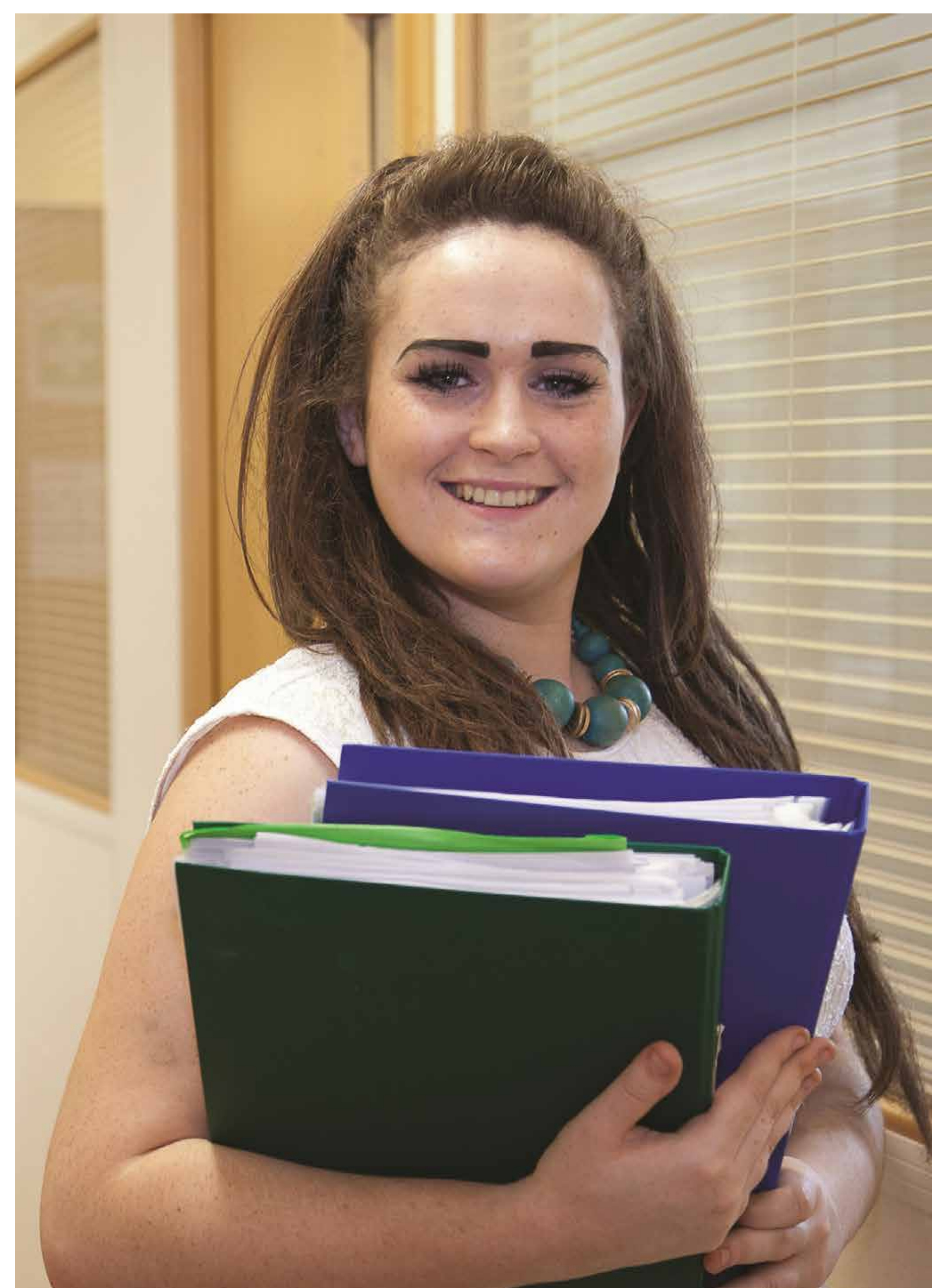
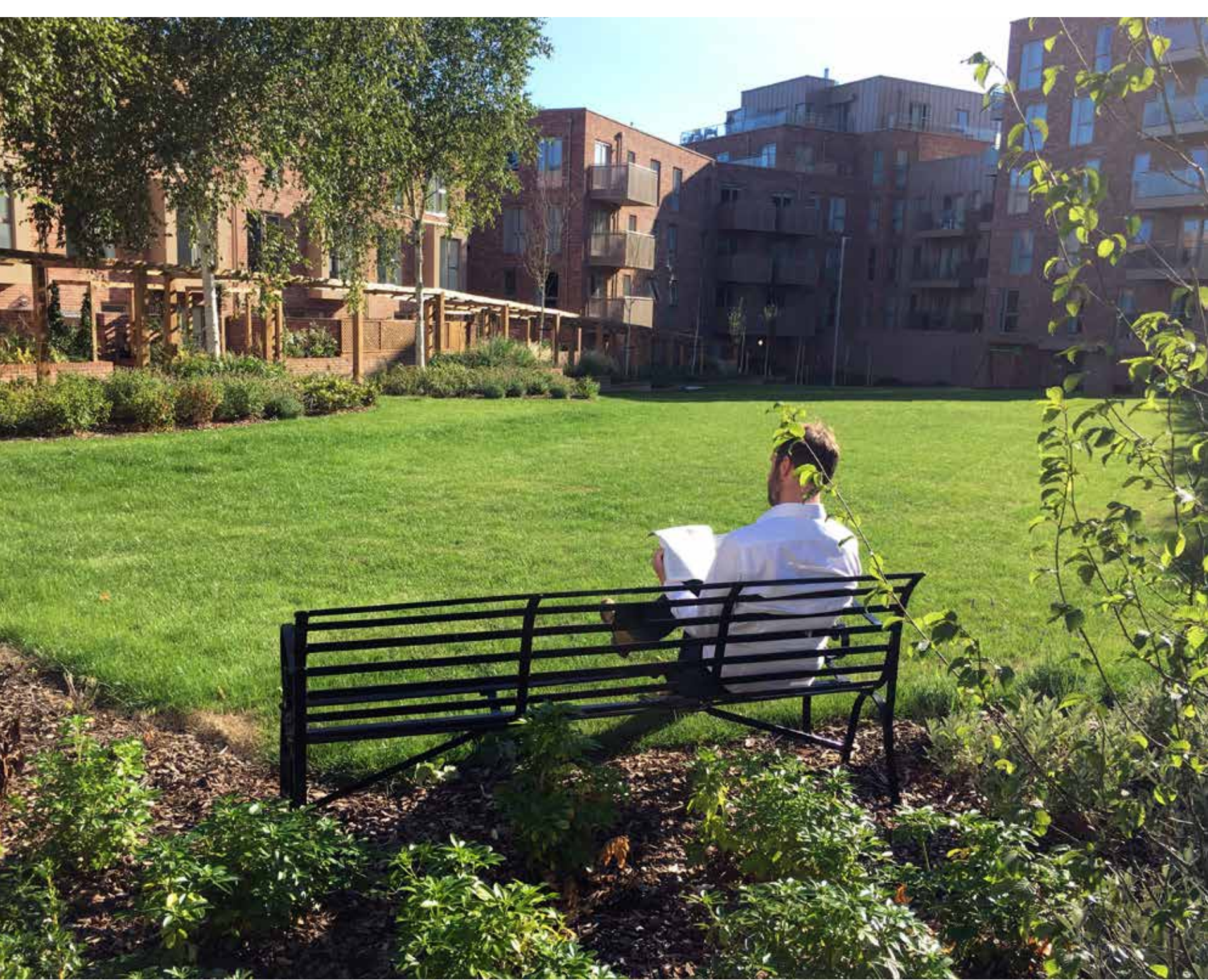
NEXT STEPS

Thank you for attending today's consultation event. Your views are important to us and we will be considering carefully all the feedback that we receive before we finalise our proposals and submit a planning application to Cambridge City Council.

You can complete a feedback form today or complete it online via the project website – www.millroad-development.co.uk

Please let us have your comments as soon as possible and by Monday 20th November 2017 at the latest.





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