



## Cambridge City Council Housing Scrutiny Committee

**Date:** Tuesday, 21 June 2022

**Time:** 5.30 pm

**Venue:** Council Chamber, The Guildhall, Market Square, Cambridge, CB2 3QJ

**Contact:** democratic.services@cambridge.gov.uk, tel:01223 457000

### Agenda

- 1 Apologies
- 2 Declarations of Interest
- 3 Minutes (Pages 7 - 18)
- 4 Appointment of Vice-Chair (Tenant/Leaseholder Rep) for 2022/23 and introduction of Tenant and Leaseholder Representatives
- 5 Public Questions

#### **Part 1: To be chaired by Vice Chair (Tenant/Leaseholder Representative)**

##### **Decisions for the Executive Councillor for Housing**

- 6 Estates & Facilities Compliance Update (Pages 19 - 26)
- 7 Procurement of Contractor(s) to Deliver Energy Efficiency and Associated Works to Council Housing – 2022-24 (Pages 27 - 32)
- 8 HRA Outturn Report 2021/22 (Pages 33 - 54)

#### **Part 2: To be taken by the Chair of the Committee**

##### **Decisions for the Executive Councillor for Housing**

- 9 Housing First Interim Review (Pages 55 - 86)
- 10 Report on proposed development Scheme at Fanshawe Road (Pages 87 - 118)
- 11 Update on New Build Council Housing Delivery (Pages 119 - 146)
- 12 Community Alarms Service Review (Pages 147 -

The Appendices B1 and B2 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 1, 2 and 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

13 To Note Decision Taken by the Executive Councillor for Housing

13a Funding for the Demolition of East Road Garages (Pages 183 - 192)

**Housing Scrutiny Committee Members:** Thittala Varkey (Chair), Robertson (Vice-Chair), S. Baigent, Gawthrope Wood, Holloway, Howard, Lee, Porrer and Pounds

**Alternates:** Bennett, Carling, Herbert, Nethsingha and Page-Croft

**Tenants and Leaseholders:** Lulu Agate (Tenant Representative), Christabella Amiteye (Tenant Representative), Diane Best (Leaseholder Representative), Mandy Powell-Hardy (Tenant Representative), Diana Minns (Tenant Representative) and Colin Stevens (Tenant Representative)

**Executive Councillors:** Bird (Executive Councillor for Housing)

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<b>Housing Scrutiny Committee</b>	
<b>Terms of Reference</b>	
<b>A.</b>	Overview and scrutiny of the strategic and other housing functions for which the Executive Councillor for Housing is responsible, including responsibility for the development of housing strategies and policies, tackling homelessness, the Council's housing responsibilities with regard to the private rented sector, bringing vacant homes back into use, the development of new homes and partnership working with other housing providers.
<b>B.</b>	Overview and scrutiny of functions relating to the management of the Council's housing stock.
<b>C.</b>	To be the main discussion forum between the Council, its tenants and its leaseholders for all matters relating to the landlord function of Cambridge City Council.
<b>Membership</b>	
	City Councillors (Such number as shall be decided by the Council from time to time)
	Six elected tenants and leaseholders of Cambridge City Council of whom at least five shall be tenants of Cambridge City Council.
<b>Appointment of tenant and leaseholder members</b>	
	Tenant and leaseholder members shall be co-opted by the Scrutiny Committee following the procedure for election set out in the Overview and Scrutiny Procedure Rules in Part 4E.
<b>Voting</b>	
	Tenant and leaseholder members are voting members in respect of matters concerning the management of the Council's housing stock (Part 1 of the agenda.) Tenant and leaseholder members may contribute to discussion of other matters (Part 2 of the agenda) but shall not have a vote.
<b>Appointment of Chair</b>	
	The Chair of the Scrutiny Committee shall be appointed by the Council and be a councillor and shall chair Part 2. The Vice-chair shall be nominated by the elected tenants and leaseholders and shall chair Part 1 if present. If the Chair or Vice-chair is not present, a councillor shall be appointed as the Vice-chair for that meeting.



**Other matters relating to elected tenants and leaseholders**

These are set out in the Overview and Scrutiny Procedure Rules in Part 4E. They include information about the roles, responsibilities and training of tenant and leaseholder representatives, expenses and allowances, and the circumstances in which they may cease to be members of the Committee.

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**HOUSING SCRUTINY COMMITTEE**

15 March 2022

5.30 - 7.54 pm

**Present:** Councillors Bird (Chair), Sheil (Vice-Chair), Bennett, Dalzell, Gawthrope Wood, Gilderdale, Lee, Pounds and Robertson

Councillor Pounds left the meeting before the vote on 22/19/HSC

Executive Councillor: Todd-Jones (Executive Councillor for Housing)

**Tenant/Leaseholder Representatives:** Diana Minns (Vice Chair), Lulu Agate, Christabella Amiteye, Diane Best, Mandy Powell-Hardy and Colin Stevens

**Officers present:**

Director of Enterprise and Sustainable Development: Fiona Bryant

Director of Neighbourhoods and Communities: Jane Wilson

Head of Housing: David Greening

Committee Manager: Sarah Steed

Meeting Producer: Boris Herzog

**Officers in attendance virtually:**

Assistant Head of Finance and Business Manager: Julia Hovells

Head of Housing Maintenance and Assets: Lynn Thomas

Head of Housing Development Agency: Claire Flowers

Residential Team Manager, Environmental Services: Claire Adelizzi

Property Compliance and Risk Manager: Renier Barnard

Housing Strategy Manager: Helen Reed

<b>FOR THE INFORMATION OF THE COUNCIL</b>
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**22/13/HSC Apologies**

No apologies were received.

**22/14/HSC Declarations of Interest**

No declarations of interest were made.

**22/15/HSC Minutes**

The minutes of the meeting held on 20 January 2022 were approved as a correct record and signed by the Chair

**22/16/HSC Public Questions**

A member of the public submitted a question, but it was received outside of the registration period. A response would be provided outside of the meeting.

**22/17/HSC Estates & Facilities Compliance Data****Matter for Decision**

The report provided an update on the compliance related activities delivered within the Estates & Facilities Team, including a summary on gas servicing, electrical testing, and fire safety work.

**Decision of Executive Councillor for Housing**

- i. Noted the Council's current position regarding compliance, and the progress of ongoing associated works

**Reason for the Decision**

As set out in the Officer's report.

**Any Alternative Options Considered and Rejected**

Not applicable.

**Scrutiny Considerations**

The Committee received a report from the Property Compliance and Risk Manager.

The Head of Housing Maintenance and Assets said the following in response to Members' questions:

- i. The low compliance on electrical certification was in part due to the change in time frames, the council had been working on a 10-year programme and had recently changed to a 5-year programme. There had also been considerable issues gaining access to properties which had been detailed in previous reports. Officers were looking to overcome access issues by combining gas and electrical checks as the council achieved better access to properties through gas servicing checks.

The Committee unanimously resolved to endorse the recommendation.

The Executive Councillor approved the recommendation.

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

No conflicts of interest were declared by the Executive Councillor.

**22/18/HSC HRA Revenue Carry Forwards 2021/22****Matter for Decision**

The report presented details of anticipated variances from budgets, where resources are requested to be carried forward into the 2022/23 financial year in order to undertake or complete activities anticipated to have taken place in 2021/22.

The position in relation to rephasing of any investment as part of the Housing Capital Investment Plan would be reported to Housing Scrutiny Committee in the June 2022 committee cycle, alongside final revenue carry forward requests.

**Decision of Executive Councillor for Housing**

- i. Agreed the provisional carry forward requests, totalling £1,416,280 as detailed in the revised Appendix A, subject to the final outturn position.

**Reason for the Decision**

As set out in the Officer's report.

**Any Alternative Options Considered and Rejected**

Not applicable.

**Scrutiny Considerations**

The Committee received a report from the Assistant Head of Finance and Business Manager.

The Assistant Head of Finance and Business Manager and the Head of Housing Maintenance and Assets said the following in response to Members' questions:

- i. In a number of cases the carry forwards were to complete work which had already begun under an existing contract where there was a fixed price within the contract to complete the work. Any areas where prices weren't fixed were included in the budget process for 2022/23. This included an additional amount for inflation which wasn't allocated out to individual expenditure heads to allow this to be allocated in-year to any areas which were subject to higher than anticipated levels of inflation. Since this provision was made in January, inflation has continued to

increase. Resource would be allocated accordingly to any areas where financial pressure occurred. This would be reviewed with the budget before the Mid-Year Financial Strategy was brought to Committee in September.

- ii. The heat and smoke detector installation delays weren't due to officer/contractor capacity but was due to the ability of the council to gain access to properties. Officers were exploring other ways to gain access to properties, which included for example seeing if works could be undertaken at the same time as gas servicing checks.

The Committee unanimously resolved to endorse the recommendation.

The Executive Councillor approved the recommendation.

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

No conflicts of interest were declared by the Executive Councillor.

## **22/19/HSC Private Sector Housing Report**

### **Matter for Decision**

The report outlined:

- The structure of the Council's Residential Team, Environmental Health, Environmental Services.
- The work of the Residential Team in relation to improvement of private sector rented homes within the City in Quarter 1 – Quarter 3 2021/22 for which complete data was available.
- The Teams Operational Plan for 2022/23 in relation to private rented sector homes within the Environmental Health Operational Plan.
- Matters on the horizon in relation to the private rented sector for 2022 / 23 and beyond including Government reform.

### **Decision of Executive Councillor for Housing**

- i. Noted the contents of the report, which assessed progress on the work detailed in the report in time for any new bids to be submitted in the budget for the following year.

### **Reason for the Decision**

As set out in the Officer's report.

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

Not applicable.

### **Scrutiny Considerations**

The Committee received a report from the Residential Team Manager, Environmental Services.

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

- i. Drew the committee's attention to paragraphs 3.20-3.21 of the officer's report. Noted a reduction in the number of complaints in 2020 due to the pandemic but noted that an increase in the number of complaints was encouraging as it showed residents were beginning to feel confident about reporting complaints and that covid secure visits could now be made. Asked why the number of complaints had increased particularly in Petersfield, Queen Edith's, Coleridge, and West Chesterton wards.
- ii. Noted the private rented sector had grown by 40% based on the 2011 census data. Noted some private rented properties in Cambridge were not well looked after and that the council would take action where required. Asked for the report to contain a full year's worth of information and asked to see the last 4 years' worth of data, including housing complaints, breakdown of houses in multiple occupation (HMOs) and data on enforcement. Asked what 'HMO specific' complaints were.
- iii. Asked with reference to recommendation D what targeted / pro-active work around HMOs looked like. Asked what anti-social behaviour from tenants referred to. Asked whether tenants could be included in this work. Asked if there could be a webpage explaining tenants' rights if they did not feel that they were living in safe accommodation. Noted that it was mostly commercial landlords who offered short term lets and as the number of short term let accommodation increased this reduced the housing stock available.
- iv. Asked if the 2011 or 2021 census data would detail whether people lived in social rented accommodation or private rented accommodation.
- v. Asked if the housing complaints detailed on page 61 of the agenda were raised by tenants or if some were raised by neighbours or other people in the community. Noted that some tenants may be cautious about raising concerns / issues with the council and often relied on neighbours or others within the community to bring complaints to the council's attention so that they did not get any reprisal from the landlord or the managing agent.
- vi. Noted that student accommodation did not suit all students for example those undertaking teacher training courses / nurses, as these students may not be in Cambridge for the whole year. Some of these students had ended up using Air BnBs, which was an insecure type of

accommodation. Expressed concerns regarding short-term letting accommodation.

- vii. Was keen to see the 2021 census data built into any follow up report and commented that the September Housing Scrutiny Committee may allow time for officers to assess this information and formulate any budget bids to follow up actions as appropriate.

The Residential Team Manager, Environmental Services and the Housing Strategy Manager. said the following in response to Members' questions:

- i. Believed the reduction in the number of complaints about private sector housing was due to the hesitancy to make complaints during the pandemic. Even when the eviction ban was in place, felt residents were still uncertain about making complaints owing to the perceived need for an inspection of the property and / or any reprisals from landlords. Petersfield, Queens Edith's, Coleridge and West Chesterton wards had a high percentage of student housing which tended to be multiple occupied accommodation. When tenancies changed (when students moved on) there tended to be a heightened number of complaints.
- ii. Would discuss with the Executive Councillor the best way to provide the additional data requested. HMO specific complaints were complaints relating to a landlord's failure to comply with statutory requirements for HMOs including fire precautions and associated management requirement for these properties.
- iii. Had undertaken data mapping work in conjunction with Revenue and Benefits colleagues to identify where suspected HMOs were across the city. The pro-active work would involve inspecting un-licensed licensable HMO properties. A review of the information available for tenants on the council's website could be undertaken, this has been reviewed during the pandemic in-line with associated changes to complaint investigation procedure. The Landlord Steering Group had recently been resurrected but it could be investigated to see if private sector tenant representatives could be represented at this group. Acknowledged short term lettings was a national issue. Noted that local authorities in Scotland had been asked to administer a short term let licensing scheme. Would have to wait and see whether England introduced a similar scheme in response to private sector housing reform and the Levelling Up White Paper.
- iv. Census data was broken down by housing tenure and included whether a property was a council property, a housing association property, shared ownership or if it was privately owned.
- v. Generally complaints were made by tenants but issues could also be raised by neighbours or support workers.



- vi. Her team works closely with the planning enforcement team with regards to short term let accommodation.

The Executive Councillor thanked the officer for their report and noted that the number of comments which had been made showed how seriously the committee took the issue. Agreed that an updated report would be brought back to the committee in the future.

The Committee unanimously resolved to endorse the recommendation.

The Executive Councillor approved the recommendation.

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

No conflicts of interest were declared by the Executive Councillor.

## **22/20/HSC Update on New Build Council Housing Delivery**

### **Matter for Decision**

The report provided an update on the housing development programme.

### **Decision of Executive Councillor for Housing**

- i. Noted the continued progress on the delivery of the approved housing programme.

### **Reason for the Decision**

As set out in the Officer's report.

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

Not applicable.

### **Scrutiny Considerations**

The Committee received a report from the Head of the Housing Development Agency.

The Head of the Housing Development Agency said the following in response to Members' questions:

- i. The housing development programme was a 10-year programme to deliver 1000 homes. The Council had been fortunate to secure £70 million of funding from the Combined Authority for the previous '500

council homes' programme. Would report back on further discussions she had with Homes England regarding further funding bids.

- ii. A planning application for housing development had been granted at Fen Road. This was one of the schemes Homes England grant funding had been sought for. If successful, the council hoped to begin the development in the summer. An assessment of the need for accessible homes had been undertaken, larger accessible homes were required. Accessible homes have generally be provided as 1-2 bed properties.
- iii. The Executive Councillor had met with the organisation 'It Takes a City' to discuss the provision of more modular homes. It was hoped that more modular homes could be provided once appropriate land had been identified.
- iv. Properties built through the council's housing development programme were built to M42 standard which meant that they could be adapted in the future. Accessible properties tended to be 10metres larger and therefore cost more to build. Discussions about suitable locations for modular homes took place with Ward Councillors. Welcomed a visit with councillors around the new developments.
- v. New housing development sites were assessed through the planning process in accordance with the Housing Sustainable Design Guide. This included an assessment regarding the use of water.

The Committee unanimously resolved to endorse the recommendation.

The Executive Councillor approved the recommendation.

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

No conflicts of interest were declared by the Executive Councillor.

## **22/21/HSC First Homes Interim Statement**

### **Matter for Decision**

First Homes is a new form of affordable home ownership aimed at first time buyers. National Guidance states that 25% of all new affordable housing provided as developer contributions on section 106 sites should be provided as First Homes (with a few exceptions). Other requirements also apply although local authorities are allowed some limited flexibilities in how they bring First Homes forward.

This report recommends how the national policy should be implemented locally through a proposed First Homes Interim Position Statement for Greater Cambridge which is attached at Appendix 1 to the report.

### **Decision of Executive Councillor for Housing**

- i. Approved the First Homes Interim Position Statement at Appendix 1 to the officer's report, in particular that:
  - a. The preferred split between affordable housing tenures will be: 25% First Homes; 5% shared ownership or other intermediate tenures; and 70% social/affordable rent.
  - b. The price cap for a First Home, once the discount has been applied, will be £250,000 in line with the maximum cap allowed within national guidance.
  - c. The discount applied to a First Home will be 30% of market value in line with the minimum discount allowed within the national guidance.
  - d. The household income cap for eligible applicants for First Homes will be up to £80,000 in line with the maximum income allowed within the national guidance.
  - e. For developments which cross the boundary into South Cambridgeshire, and/or where joint nominations on the affordable homes have been agreed, any purchaser of a First Home will need to have a local connection to either Cambridge City or South Cambridgeshire District Council; this will apply for the first three months of marketing in line with national guidance.
  - f. For developments within Cambridge City which do not cross the boundary into South Cambridge or where no joint nominations on the affordable housing have been agreed, any purchaser of a First Home will need to have a local connection to Cambridge City. This will apply for the first three months of marketing in line with national guidance.
  - g. The First Homes local connection criteria to be applied will be as detailed in paragraphs 4.21 to 4.27 of the First Homes Interim Position Statement shown at Appendix 1 to this report.
  - h. No specific priority will be given to 'key workers' but the council may work with developers and employer organisations to ensure that marketing is targeted towards particular employers where appropriate.
  - i. Where developers wish to bring forward a First Homes exception site in Cambridge City they will need to demonstrate that the availability of First Homes or other affordable home ownership

tenures is insufficient within Cambridge City to cater for the needs of first-time buyers.

- j. The First Homes Interim Position Statement at Appendix 1 to this report will only be used when a development proposal includes reference to First Homes as part of affordable housing provision. If a development proposal does not refer to First Homes, the affordable housing split detailed in Annexe 5 of the Greater Cambridge Housing Strategy 2019-2023 (or successor document) will apply.
- k. Any subsequent minor amendments and editing changes to the First Homes Interim Position Statement and/or the First Homes Issues & Options paper, that do not materially affect the content, be delegated to the Director of Housing & Communities in consultation with the Executive Councillor for Housing, the Executive Councillor for Planning and relevant Chairs and Spokes.

### **Reason for the Decision**

As set out in the Officer's report.

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

Not applicable.

### **Scrutiny Considerations**

The Committee received a report from the Housing Strategy Manager.

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

- i. Expressed concerns with the concept of 'First Homes' and noted that in Appendix 1 paragraph 4.13 that a household would need an income of £55,000 per year to be able to afford a First Home in Cambridge and that average salaries are much lower than that. Queried how many people would be able to benefit from this new scheme.
- ii. Supported comments made in i. above. Felt the way in which Central Government had developed the scheme that it may do more harm than good. Queried recommendation h which stated that no specific priority would be given to key workers. Noted that the Mayor in London had created a definition for key workers. Asked if any data had been gathered regarding housing need in certain key areas / jobs. Would welcome a definition of 'key worker' going forward.

The Housing Strategy Manager said the following in response to Members' questions:

- i. Noted in relation to the query regarding recommendation h that Addenbrookes had undertaken a piece of work looking at gaps in housing need for their workers. Officers had also had discussions with Cambridgeshire County Council about their workers; they had said that they would provide evidence around housing need and the impact on their services but this had not been provided to date.

The Executive Councillor drew attention to a letter which had been sent to Michael Gove on pages 125-130 of the agenda which set out the council's concerns regarding First Homes.

The Committee resolved by 6 votes to 0 to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

The meeting ended at 7.54 pm

**CHAIR**

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## Item

### Compliance Update

**To:**

Housing Scrutiny Committee

21 June 2022

**Report by:**

Renier Barnard – Property Compliance and Risk Manager

Tel: 01223 457485

Email: [renier.barnard@cambridge.gov.uk](mailto:renier.barnard@cambridge.gov.uk)

**Wards affected:**

All Wards

This report is for information and not for decision.

#### 1. Executive Summary

The report provides an update on the compliance related activities delivered within the Estates & Facilities Team, including a summary on gas servicing, electrical testing, and fire safety work.

#### 2. Recommendations

The Executive Councillor is recommended to note current position of the Council regarding Compliance, and the progress of ongoing associated works.

#### 3. Compliance Update

There are still 3 vacancies within the team and we are progressing with recruitment options. The 12-month fixed term Asbestos Analyst post is currently out to advert. The permanent Mechanical and Electrical post is going out to advert week commencing the 23<sup>rd</sup> of May and we are currently engaging with two service providers for the apprentice fire risk safety advisor post.

The key compliance areas are Gas Safety, Fire Safety, Asbestos Management, Legionella & Water Hygiene, Passenger & Specialist Lifting Equipment and Electrical Safety.

### 3.1 Gas Safety

MEARS continue to deliver a good service, achieving over 85% first time access and we maintain a 100% compliance rate. No Properties went out of compliance since the last update. The team is currently working with the Orchard project team to migrate compliance data into Orchard.

### 3.2 Fire Safety

The following table is the current planned and on-going fire safety works:

<b>Task</b>	<b>Progress</b>	<b>Target Completion</b>
Fire Door Inspection Program and Improvements to Maisonette's above 4.5 meters	Fire Door inspections has been completed in all Sheltered, Temporary Accommodation. General Needs Flat inspections are due to start soon.	October 2023
Compartmentation Works - Kingsway	Contractors submitted proposal for the work and will be appointed soon. Program of work to follow shortly.	TBC
Fire Alarm - Kingsway	Project Manager has been appointed. The work will be programmed in tandem with the compartmentation work. Program of work to follow shortly.	TBC
Fire Risk Assessments Program	Program with our newly appointed contractor is underway: 23 New Initial Risk Assessments completed 86 In draft format pending validation 86 due to start soon 65 Completed by the in-house team	October 2022

### 3.3 Legionella & Water Hygiene

No issues have been identified regarding the Council's ongoing management of Legionella Risks.

Processes currently being developed for data to be held on Orchard Asset.

### 3.4 Electrical Safety



Recruitment of the Mechanical and Electrical surveyor is still ongoing. Electrical Compliance figures improved since the last report, and we anticipate that the trend is slowly reversing to demonstrate the progress being made.

### 3.5 Passenger Lifts & Specialist Lifting Equipment

A review of the Lifts Programme delivery arrangements will be completed once the M&E surveyor is filled.

No current issues exist and all of the Council's lifts are being serviced and inspected regularly.

### 3.6 Asbestos Management

The team is currently working with the Orchard project team in implementing the asbestos module within Orchard. This work is still ongoing, and it is anticipated that information will be available on the tenant's portal soon after this implementation.

## 4. **Hanover Court, Princess Court & Kingsway**

Meters are still to be removed. Cadent is to remove their assets and we are in conversation with the service provider.

## 5. **Compliance Dashboard**

The Compliance Dashboard is attached Appendix A.

## **6. Implications**

### **6.1 Financial Implications**

There are no new financial implications directly relating to the content of this report.

### **6.2 Staffing Implications**

There are no new staffing implications directly relating to this report. The service review restructure holds staffing implications that are dealt with through the organisational change policy, formal consultation, and implementation process.

### **6.3 Equality & Poverty Implications**

There are no new equality and poverty implications associated with this report. An EQIA has been developed for the service restructure and is included within the formal implementation papers.

### **6.4 Environmental Implications**

There are no new environmental implications directly relating to the content of this report.

### **6.5 Procurement Implications**

Our partners at South Cambridgeshire District Council with whom we have previously shared our gas and heat servicing contractor with are to award a new contract following their tender exercise. We are planning for potential impacts following this award. Procurement implications are being considered however not directly relating to the content of this report.

### **6.6 Consultation and Communication**

Consultation with tenant and leaseholder representatives is an integral part of the Housing Scrutiny Committee.

There has been a significant level of consultation with tenants and leaseholders of the Hanover, Princess and Kingsway and this continues to happen in coordination with the HDA with regards to the future of the buildings.

### **6.7 Community Safety**

The actions taken at Hanover, Princess and Kingsway have significantly improved the safety of residents within the building and with the plan outlined above will remove the risk of gas explosion entirely.

## **7. Background Papers**

If you have a query on the report, please contact Renier Barnard – Property Compliance and Risk Manager, Tel: 01223 457485, email: [renier.barnard@cambridge.gov.uk](mailto:renier.barnard@cambridge.gov.uk)

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Compliance Area	No. of Properties Affected	No. Complying	Percentage Compliance	Percentage Compliance last reported	Trend since previous report	Servicing Frequency	Responsible	Comments
GAS								
Gas Safety Domestic	6853	6853	100.00%	100.00%	↔	Annually		
Gas Safety Communal	51	51	100.00%	100.00%	↔	Bi-annually		
ELECTRICAL	No. of Properties Affected Including Communal Areas							
Electrical Certification Domestic	7734	3991	51.60%	51.22%	↑	5-yearly		<p>575 Communal (82 Compliant; Out of Compliance 493)</p> <p>7159 Domestic (3991 Compliant; 2943 Out of Compliance)</p> <p>The programme has recently changed from a 10-year programme to a 5-year programme and as such the compliance figure is low until catchup programme is complete. Some have fallen out of compliance. Within a 10-year program compliance is over 85 %. Access remains an issue.</p>
FIRE SAFETY	Properties / Actions							
Fire Risk Assessments (Communal)	432	432	100.00%	100.00%	↔			All communal areas have been assessed. Covid19 delayed planned reviews. Review has started 01/04/2022 – Planned completion date December 2022

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## **Procurement of contractor(s) to deliver energy efficiency and associated works to Council Housing - 2022-2024**

### **To:**

Councillor Gerri Bird, Executive Councillor for Housing  
Housing Scrutiny Committee 21<sup>st</sup> June 2022

### **Report by:**

Lynn Thomas, Head of Maintenance and Assets  
Tel: 01223 457831 Email: [Lynn.thomas@cambridge.gov.uk](mailto:Lynn.thomas@cambridge.gov.uk)

### **Wards affected:**

All

### Key Decision

#### **1. Executive Summary**

As part of a programme of energy efficiency improvements to the Council's existing housing stock it is planned to procure contractor(s) to install various measures including external wall insulation, cavity wall insulation, ventilation upgrades and solar PV panels to Council properties in various locations.

#### **2. Recommendations**

The Executive Councillor is recommended to:

Approve the issue of tenders and authorise the Director of Neighbourhoods and Communities to award a contract(s) to a contractor(s) to deliver energy efficiency and associated works to Council housing from 2022 -2024, with an option to extend for one or more periods up to a maximum of two years.

### **3. Background**

The Council's Housing Asset Management Strategy sets out objectives to improve the energy efficiency performance of the Council's existing housing stock to an EPC "C" or above by 2030. This paper covers procurement of contractors so the Council can continue to deliver energy efficiency works. (NB this is separate from the Net Zero Carbon Pilot project that was approved by the Executive Councillor in January 2022).

#### **3.1 Improving energy efficiency ratings**

Currently we rely on the results of Energy Performance Certificates (EPC) to assess the energy performance of the housing stock.

The Council has around 1300 of its own properties that were built with un-insulated solid walls; many of these have an EPC rating of "D".

In 2020 we completed a review of our EPC ratings. We used existing stock data to assume ratings where an actual EPC had not been produced. The results showed that in we had 1,897 "D" rated properties. At least 150 properties have since been improved by adding external wall insulation and solar panels. We are currently in the process of updating data using our new MRI Asset Management ICT system.

#### **3.2 Insulation works proposed**

In 22/23 and 23/24 we are planning to continue to target EPC "D" rated properties with two main workstreams:

1. External wall insulation to solid walled properties which would otherwise need render repairs (saving on other maintenance costs).
2. Cavity wall insulation or cavity wall insulation repairs to blocks of flats. This is required where insulation has become less efficient over time and /or has reached the end of its 25-year lifetime.

These works will improve the thermal comfort of properties and will help to prevent condensation and mould issues. We also expect this work to help mitigate against rising energy costs.

As with energy efficiency projects completed in 20/21/22, the external wall insulation workstream will include solar photo-voltaic (PV) panel installation to the roofs of the houses. Previous projects demonstrate it is possible to increase the EPC rating of most properties to a "B" by installing Solar PV at the same time as external wall insulation.



Any installations of solar PV panels will only be done to roofs that are technically suitable (orientation etc) and where the remaining roof life is 25 years or more. The solar PV panels will be installed as part of the external wall insulation works and we are not currently installing solar PV panels as a stand-alone item.

If any other energy efficiency measures (such as loft insulation, draft proofing, replacement external doors, ventilation upgrades) are identified, or other associated planned works, it is proposed that this work will be carried out at the same time.

We are also carrying out trials of new technologies to explore their feasibility on the Council's housing stock.

Any new contracts for energy efficiency works will require that work can be delivered to the new PAS2035 standard.

## **4. Implications**

### **a) Financial Implications**

A budget for the energy efficiency works is already included in the housing capital investment plan.

The total contract value over the life of the new contract(s) is estimated to be up to £8m.

It is possible that additional funding from the Social Housing Decarbonisation Fund may be available from 2023 onwards if the "Wave 2" funding stream application is successful.

### **b) Staffing Implications**

The work will be managed by the Asset Management team Estates and Facilities.

The Council's legal and procurement teams will provide contract advice.

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

An Equality Impact Assessment is not required – this project is replacement/ installation work only.

The works will improve the energy efficiency of Council houses and we anticipate it should result in lower heating and electricity bills for tenants.

**d) Net Zero Carbon, Climate Change and Environmental Implications**

The Council's climate change rating tool has been completed to assess the environmental implications of this proposal.

The assessment is that there is positive net overall impact.

There is a positive impact from the installation of external wall insulation, PV panels and other energy efficiency measures.

**e) Procurement Implications**

The work will be procured via a framework contract where rates have been tendered as part of setting up the framework. We will also conduct market testing to ensure that rates are reflective of current market rates. We expect to see a rise in prices compared to previous similar contracts due to price rises in materials.

**f) Community Safety Implications**

N/A

**5. Consultation and communication considerations**

All residents affected by the work will be contacted and informed about the proposed work and the potential energy and financial savings.

A planning application may be required on some properties however we may trial a different wall finish on some properties to explore an alternative permitted development route.

Party Wall notices may be required where Council properties adjoin freehold properties.

**6. Background papers**

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

**7. Appendices**

None

## **8. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact Will Barfield, Asset Manager E: [will.barfield@cambridge.gov.uk](mailto:will.barfield@cambridge.gov.uk)

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## Item

### **2021/22 Revenue and Capital Outturn, Carry Forwards and Significant Variances – Housing Revenue Account**

**To:**

Councillor Gerri Bird, Executive Councillor for Housing

**Report by:**

Julia Hovells, Assistant Head of Finance and & Business Manager

Tel: 01223 - 457248

Email: [julia.hovells@cambridge.gov.uk](mailto:julia.hovells@cambridge.gov.uk)

**Wards affected:**

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

## **Key Decision**

### **1. Executive Summary**

1.1 This report presents, for the Housing Revenue Account:

- a) A summary of actual income and expenditure compared to the final budget for 2021/22 (outturn position)
- b) Revenue and capital budget variances with explanations
- c) Specific requests to carry forward funding available from both revenue and capital budget underspends into 2022/23.
- d) A summary of housing debt which was written off during 2021/22.

### **2. Recommendations**

Under Part 1 of the Housing Scrutiny Committee Agenda, the Executive Councillor, is recommended, following scrutiny and debate at Housing Scrutiny Committee:

- a) To approve carry forward requests totalling £12,561,760 in revenue funding from 2021/22 into 2022/23, as detailed in **Appendix C**.

Under Part 2 of the Housing Scrutiny Committee Agenda, the Executive Councillor for Housing is asked to recommend to Council (following scrutiny and debate at Housing Scrutiny Committee):

- b) Approval of carry forward requests of £22,055,000 in HRA and General Fund Housing capital budgets and associated resources from 2021/22 into 2022/23 and beyond to fund re-phased net capital spending, as detailed in **Appendix D** and the associated notes to the appendix.

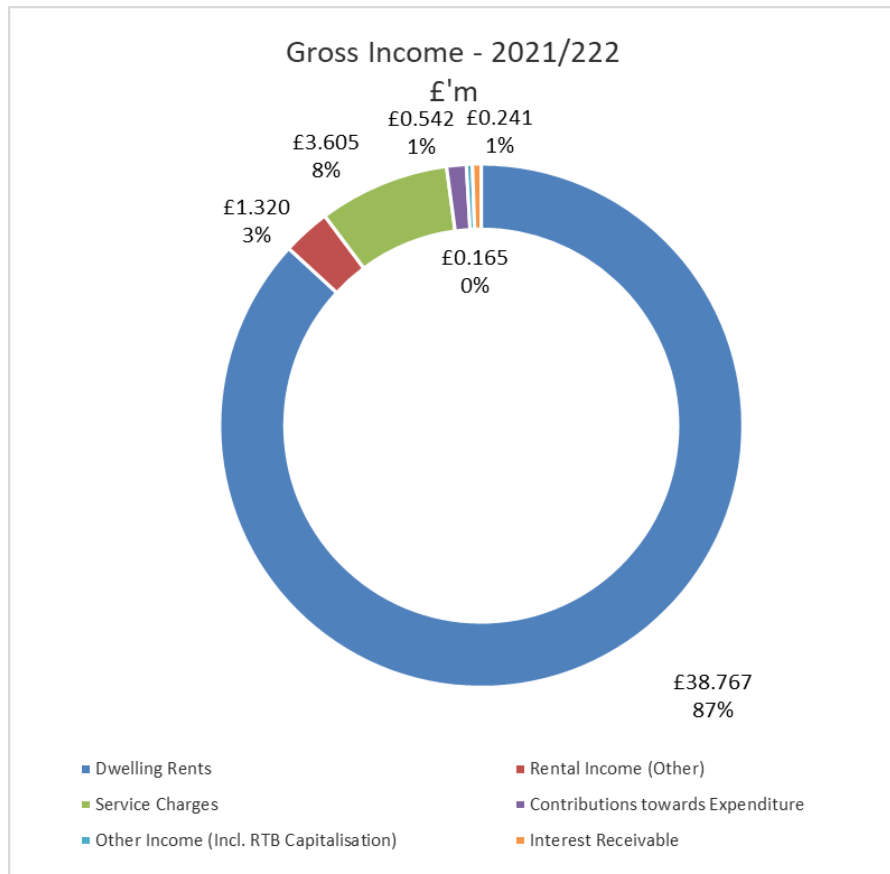
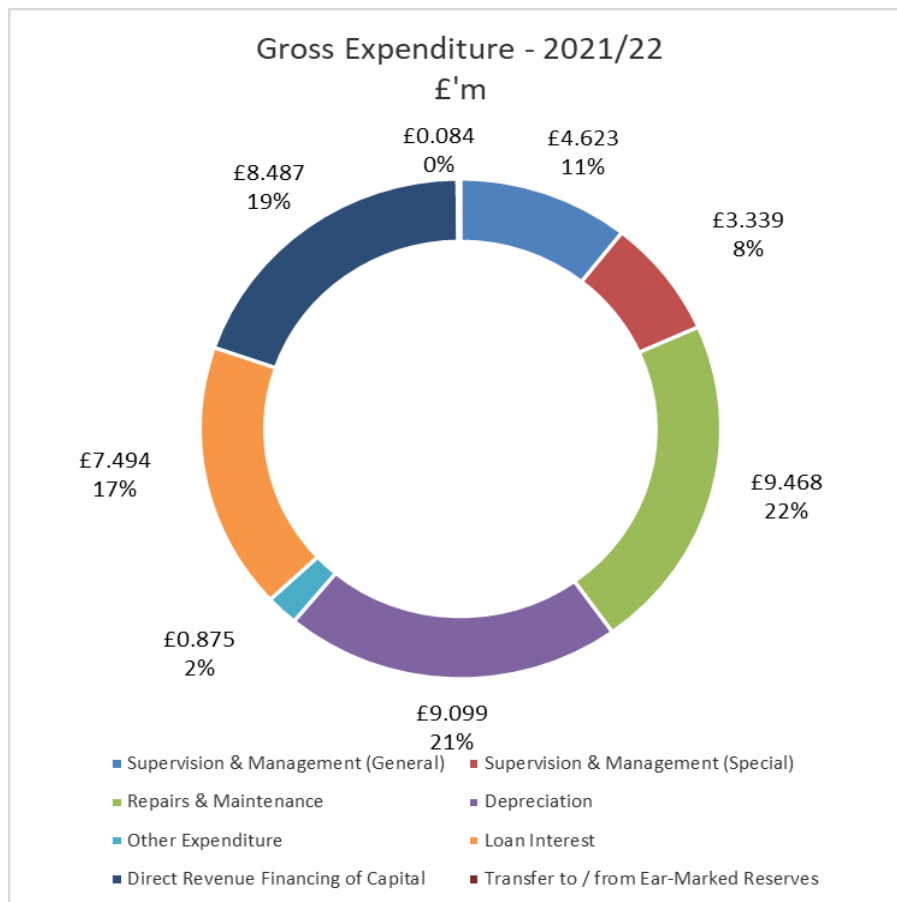
### 3. Background

#### Revenue Outturn

- 3.1 The overall revenue budget outturn position for the Housing Revenue Account is given in the table and charts below.

2020/21 £'000	Housing Revenue Account Summary	2021/22 £'000	% Final Budget
3,998	Original Budget (HRA Use of Reserves)	6,397	45%
1,431	Adjustment – Prior Year Carry Forwards	7,598	54%
555	Other Adjustments	104	1%
5,984	Final Budget	14,099	100%
(3,354)	Outturn	(1,170)	8%
<b>(9,338)</b>	<b>(Under) / Overspend for the year</b>	<b>(15,269)</b>	<b>108%</b>
7,598	Carry Forward Requests	12,562	89%
<b>(1,740)</b>	<b>Resulting Variation for the HRA and (reduced) / increased use of reserves</b>	<b>(2,707)</b>	<b>19%</b>

## Gross Expenditure and Income Charts – 2021/22



- 3.2 **Appendix A** shows original and final budgets for the year (with the movements summarised in the above table) and compares the final budget with the outturn position for the HRA for 2021/22. The original revenue budget for 2021/22 was approved by the Executive Councillor for Housing on 19 January 2021.
- 3.3 **Appendix B** provides explanations of the main variance.
- 3.4 **Appendix C** lists revenue carry forward requests.
- 3.5 The final outturn position for the HRA is a net underspend of £15,269,719, which represents 108% of the net use of reserves approved for the year.
- 3.6 Significant variances are as follows:
- General HRA Services; underspend of £554k due to a number of staff vacancies, the temporary office closure and reduced demand for welfare reform funding in City Homes, reduced overhead recharges as a result of underspending in support services across the Council and deferral of some Housing Transformation activity to align with the 'Our Cambridge' programme.
  - Special HRA Services; overspend of £103k due to increased overhead recharges resulting from a review of the apportionment basis, overspending in temporary housing, with both increased stock numbers (36% increase) and increased operating costs and spending on furniture and equipment in sheltered and temporary housing, which is fully funded from the ear-marked reserve for repairs and renewals.
  - Repairs; underspend of £1,382k due to far fewer backlog and response repairs than expected following the reduced service delivered throughout the earlier stages of the coronavirus pandemic (£652k), an inability to deliver the fire door inspection programme as a result of contractor issues (£286k), delays in the delivery of the smoke and heat detector programmes due to contractor capacity and access constraints (£730k) and savings in the delivery of gas servicing (£109k). Void costs were conversely higher than anticipated (£375k) due to both the volume and cost.
  - Depreciation; underspend of £1,475k as a result of a review of the remaining useful asset lives, which takes place every 5 years and on this occasion extended the lives significantly.



- Other Expenditure; underspend of £346k, with the contribution to the bad debt provision being significantly lower than anticipated as a result of fewer debt write offs in 2021/22 and arrears being broadly maintained throughout the year. Partially offset by an overspend in council tax in respect of void properties, where the number of general voids and length of void period was greater in 2021/22 and homes were held vacant pending redevelopment.
- Income; over-achievement of £165k with the sum capitalised for administration of the right to buy process being higher than anticipated, an over-achievement in service charges as a result of an increase in temporary housing provision, catering services at Ditchburn Place and an increase in the level of rechargeable repairs raised. Rent income was marginally under-achieved due to increased right to buy sales coupled with delays in new build handovers.
- Interest Receipts; over-achievement of £95k due to an increased level of HRA balances resulting from underspending in both revenue and capital.
- Appropriations / Other; underspend of £11,355k, with a reduced call on DRF (direct revenue financing of capital expenditure) and the associated use of housing set-aside as a result of underspending in the capital programme and income transferred from the ear-marked reserve for repairs and renewals to fund expenditure in 2021/22.

### **Housing Revenue Account Reserves**

- 3.7 The table below sets out the movement on the Housing Revenue Account reserve for 2021/22:

	<b>2021/22 £'000</b>
Original Budget – Contribution from HRA reserves	6,397
Adjustment – Prior Year Carry Forwards	7,598
Other Adjustments	104
<b>Final Budget – Contribution from HRA Reserves</b>	<b>14,099</b>
Net Variance for the Year	(15,269)

<b>Total Contribution to HRA General Reserves – Draft Statement of Accounts</b>	<b>(1,170)</b>
HRA General Reserve Balance - 1 April 2021	(18,420)
<b>HRA General Reserves Balance - 31 March 2022</b>	<b>(19,590)</b>

## Capital Outturn

3.8 The overall capital budget outturn position for the Housing Capital Investment Plan (HRA and Housing General Fund) is provided in the table below. **Appendix D** shows the outturn position by programme with the associated notes providing explanations of variances.

<b>2020/21 £'000</b>	<b>HRA Capital Summary</b>	<b>2021/22 £'000</b>	<b>% Final Budget</b>
60,995	Original Budget	68,747	111%
6,560	Adjustments (Re-phasing -prior year)	17,112	28%
(12,496)	Other Adjustments	(23,877)	(39%)
55,059	Final Budget	61,982	100%
34,451	Outturn	38,250	62%
<b>(20,608)</b>	<b>(Under)/Overspend for the year</b>	<b>(23,732)</b>	<b>(38%)</b>
18,610	Re-phasing Requests	22,055	35%
<b>(1,998)</b>	<b>(Under) / Overspend</b>	<b>(1,677)</b>	<b>(3%)</b>

3.9 Spending in the Housing Capital Investment Plan in 2021/22 was below that originally anticipated, with reduction in the budget, particularly for new build and decent homes backlog expenditure as part of the Medium-Term Financial Strategy in September / October 2021 and the Budget Setting Report in January / February 2022.

3.10 Significant variances are as follows:

- General Fund Housing; underspend of £456k in disabled facilities and repairs assistance works delivered through the Home Improvement

Agency, with issues securing contractors and materials to allow works to proceed.

- Decent Homes; underspend of £5,350k due predominantly to contractor capacity, materials shortages, adverse weather conditions, access issues and tenant refusals.
  - Other Spend on HRA Stock; underspend of £3,370k with the programme encountering the same issues as the decent homes programme, but with fire safety works at Kingsway being intentionally put on hold pending consultation and review of the housing scheme.
  - New Build; underspend of £11,549k, with delays on a number of sites as a result of labour and materials shortages and on others due to delays in securing vacant possession and obtaining planning permission.
  - Acquisition; underspend of £2,578k, with 5 additional homes to accommodate rough sleepers still to be acquired and an underspend in the demand led budget for buying homes on the open market where future development may be an option.
  - Other HRA Capital Spend; underspend of £438k with no shared ownership repurchases in 2021/22 and the last phases of the Orchard Housing Management System implementation delayed until 2022/23.
- 3.11 Permission is sought to re-phase the use of £20,930k of DRF (direct revenue financing) into 2022/23 and to reduce the use of Major Repairs Reserve funding in future years by £6,072k to offset it's additional use in 2021/22. £3,359k of the use of Devolution Grant held in balances will be deferred until 2022/23, as will the anticipated receipt and use of £704k of Homes England grant funding for the acquisition of homes for rough sleepers.

### **HRA Write Offs**

- 3.12 In line with the revised process for the writing off of HRA debt, considered by Housing Scrutiny Committee in March 2015, this report also provides an appendix detailing write off of HRA debt during the financial year 2021/22. **Appendix E** includes a summary of debt written off by both category of write off and also value banding.

## **4. Implications**

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

The variance from the final revenue budget (see above), would result in a decreased use of Housing Revenue Account reserves of £15,269,719. After carry forward of revenue resource to fund deferred expenditure, the overall variance and resulting reduction in the use of Housing Revenue Account reserves is £2,707,959.

A decision not to approve a carry forward request may impact on officers' ability to deliver the service or scheme in question and this could have staffing, equality and poverty, environmental, procurement, consultation and communication and/or community safety implications.

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

There are no direct staffing implications associated with this report.

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

There are no new equality or poverty implications associated with this report.

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

There are no new environmental implications arising from this report.

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

There are no new procurement implications arising from this report.

### **(f) Consultation and Communication**

Consultation with tenant and leaseholder representatives is an integral part of the Housing Scrutiny Committee process.

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

There are no community safety implications arising from this report.

## **5. Background Papers**

There were no specific background papers used in the preparation of this report. Data directly from the Council's financial management system was used in the report's preparation.

## **6. Appendices**

- Appendix A – HRA Revenue Outturn 2021/22
- Appendix B – HRA Major Revenue Variance Explanations
- Appendix C – HRA Revenue Carry Forward Requests
- Appendix D – Housing Capital Investment Plan Outturn 2021/22
- Appendix D Notes – Notes to the Housing Capital Investment Plan
- Appendix E – HRA Write Offs 2021/22

## **7. Inspection of Papers**

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

Julia Hovells, Assistant Head of Finance & Business Manager

Telephone: 01223 - 457248 or email: [julia.hovells@cambridge.gov.uk](mailto:julia.hovells@cambridge.gov.uk).

## Housing Committee - Housing Revenue Account

## Revenue Budget 2021/22 - Final Outturn

Service Grouping	Original Budget £000's	Final Budget £000's	Outturn £000's	Variation Increase/ (Decrease) £000's	Carry Forward Requests - see Appendix C £000's	Net Variance £000's
<b>INCOME</b>						
Dwelling Rents	(39,078)	(38,832)	(38,767)	65	0	65
Rental Income (Other)	(1,301)	(1,287)	(1,320)	(33)	0	(33)
Service Charges	(3,086)	(3,544)	(3,605)	(61)	0	(61)
Contributions towards Expenditure	(668)	(490)	(542)	(52)	0	(52)
Other Income (Incl. RTB Capitalisation)	(458)	(81)	(165)	(84)	0	(84)
<b>Total Income</b>	<b>(44,591)</b>	<b>(44,234)</b>	<b>(44,399)</b>	<b>(165)</b>	<b>0</b>	<b>(165)</b>
<b>EXPENDITURE</b>						
Supervision & Management (General)	3,948	5,177	4,623	(554)	172	(382)
Supervision & Management (Special)	3,091	3,237	3,340	103	0	103
Repairs & Maintenance	8,452	10,850	9,468	(1,382)	1,222	(160)
Depreciation	10,793	10,574	9,099	(1,475)	0	(1,475)
Other Expenditure	3,916	1,221	875	(346)	0	(346)
<b>Total Expenditure</b>	<b>30,200</b>	<b>31,059</b>	<b>27,405</b>	<b>(3,654)</b>	<b>1,394</b>	<b>(2,260)</b>
<b>Net Cost of HRA Services</b>	<b>(14,391)</b>	<b>(13,175)</b>	<b>(16,994)</b>	<b>(3,819)</b>	<b>1,394</b>	<b>(2,425)</b>
Interest Receivable (Interest on Balances & Item 8)	(231)	(146)	(241)	(95)	0	(95)
<b>(Surplus) / Deficit on the HRA for the Year</b>	<b>(14,622)</b>	<b>(13,321)</b>	<b>(17,235)</b>	<b>(3,914)</b>	<b>1,394</b>	<b>(2,520)</b>
<b>Appropriations / Other Movement in the HRA Balance</b>						
Loan Interest	7,472	7,494	7,494	0	0	0
Housing Set-Aside	(5,858)	(9,763)	0	9,763	(9,763)	0
Impairment	0	0	0	0	0	0
Direct Revenue Financing of Capital	19,133	29,417	8,487	(20,930)	20,931	1
Transfer to / from Ear-Marked Reserves	272	272	84	(188)	0	(188)
<b>(Surplus) / Deficit for year</b>	<b>6,397</b>	<b>14,099</b>	<b>(1,170)</b>	<b>(15,269)</b>	<b>12,562</b>	<b>(2,707)</b>
<b>(Surplus) / Deficit b/f</b>	<b>(18,420)</b>	<b>(18,420)</b>	<b>(18,420)</b>			
<b>Balance Carried Forward</b>	<b>(12,023)</b>	<b>(4,321)</b>	<b>(19,590)</b>	<b>0</b>	<b>0</b>	<b>0</b>

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

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

and are detailed and approved:

- in the January committee cycle (as part of the Budget-Setting Report)
- in the June/July committee cycle (outturn reporting and carry forward requests)
- in September (as part of the Medium Term Financial Strategy - MTFS)
- via technical adjustments/virements throughout the year

## Housing Committee - Housing Revenue Account

## Revenue Budget 2020/21 - Major Variances from Final Revenue Budgets

Service Grouping / Cost Centre	Reason for Variance	Amount £
<b>Supervision and Management (General)</b>		
City Homes	Underspend due to staff vacancies, with the need to carry forward resource for the fixed term Tenancy Auditor and Assistant Housing Officer posts, temporary closure of the offices at 171 Arbury Road and under-utilisation of funding ear-marked to support tenants through the transition to Universal Credit, with the balance of this funding to be carried forward into 2022/23.	(215,784)
HRA General Overheads	Reduced costs to be borne by the HRA overall in 2021/22 as a result of underspending in the majority of support services across the Council, with the cost allocation basis for the HRA also revisited.	(157,608)
Central HRA Provisions	Funding set-aside to meet the HRA's contribution to corporate costs and to fund business expansion costs was not required in full in 2021/22.	(86,100)
Housing Transformation	Delays in recruiting the Zero Tolerance Officer and in mobilising the 'Our Cambridge' transformation programme, which the HRA will be required to contribute to. Carry forward approvals are in place to meet both of these costs in 2022/23.	(59,636)
Other		(34,367)
<b>Total</b>		<b>(553,495)</b>
<b>Supervision and Management (Special)</b>		
R&R Fund Expenditure	Expenditure on furniture and equipment in temporary and sheltered housing. This expenditure is not budgeted for in year, but is fully funded from ear-marked reserves set-aside specifically for these purposes.	68,922
Temporary Accommodation	Increased costs as a result of both increased unit numbers (36% increase), the acquisition of homes to accommodate rough sleepers and the coronavirus pandemic, with single occupancy of shared units for the early part of 2021/22 and enhanced operational requirements.	55,934
HRA Special Overheads	Reduced costs to be borne by the HRA overall in 2021/22 due to underspending in the majority of support services across the Council, but with the cost allocation basis also revisited in some areas, displaying increased costs in special services.	52,493
Other		(74,457)
<b>Total</b>		<b>102,892</b>

## Housing Committee - Housing Revenue Account

## Revenue Budget 2020/21 - Major Variances from Final Revenue Budgets

Service Grouping / Cost Centre	Reason for Variance	Amount £
<b>Repairs and Maintenance</b>		
Response Repairs	Resource from 2020/21 to tackle backlog was not required, with fewer backlog response repairs than expected, coupled with difficulties in recruiting to vacancies in the team.	(652,039)
Risk and Compliance	The fire door inspection programme was undelivered as a result of contractor issues, electrical inspections and asbestos surveys were not completed in full by March 2022, but emergency lighting repairs marginally overspent.	(382,074)
Estate Investment	The revenue aspects of the Estate Investment Scheme were overspent at 31 March 2022, where fencing costs were significantly higher than estimated. The revenue overspend is however offset by an underspend in the capital aspect of this project.	56,857
Voids	Void repairs overspent, with an increase in the volume, complexity and average cost of voids, exacerbated by the condition that homes are being returned to us in.	375,277
Citywide Schemes	Cyclical repairs reported an underspend, with the programme of smoke and heat detector installations suffering significant delay due to contractor ongoing capacity and access issues.	(638,660)
Heat and Hot Water Servicing	Heat Servicing underspent, with removal of gas supplies at Princess Court, Hanover Court and Kingsway, coupled with demolition of homes for re-development where new units have not yet been handed back.	(109,378)
Other		(31,670)
<b>Total</b>		<b>(1,381,687)</b>
<b>Other HRA Expenditure</b>		
Depreciation	Depreciation was significantly lower than anticipated in 2021/22 as a direct result of an increase in the remaining asset lives across the housing portfolio following a review of this by the Council's external valuers. The review, conducted every 5 years, re-bases the remaining useful life taking account investment made in the homes as part of the decent homes programme.	(1,475,600)
Contribution to the Bad Debt Provision	The required contribution to the bad debt provision was significantly lower than anticipated as a result of minimal debt write off in 2021/22 and the level of current rent arrears being broadly maintained throughout the year.	(456,602)
Council Tax	Council tax payments were greater than anticipated as a result of a higher level of general void properties and the need to pay for homes vacated for re-development up to the point that the entire site is handed over.	118,035
Other		(7,703)
<b>Total</b>		<b>(1,821,870)</b>



## Housing Committee - Housing Revenue Account

## Revenue Budget 2020/21 - Major Variances from Final Revenue Budgets

Service Grouping / Cost Centre	Reason for Variance	Amount £
<b>HRA Income and Other</b>		
Rental Income (Dwellings)	Dwelling rent income was very marginally lower than budgeted due to a combination of more right to buy sales in 2021/22 than anticipated, coupled with delays in handover of new build dwellings on some of the HRA development sites, with the Mill Road site suffering the most significant handover delays.	65,659
Service Charges	Service charge income was over-achieved due predominantly to an increase in temporary housing stock which carry higher levels of service charge and an over-achievement in catering service charge income at Ditchburn Place as occupancy levels have returned to normal. The catering income over-achievement is however offset by corresponding spending with the catering company. Leasehold service charges were under-achieved as a result of the actuals adjustment for the prior year, where not all services were delivered as planned due to the coronavirus pandemic.	(61,612)
Contributions towards Expenditure	Contributions towards expenditure were higher than anticipated, with significant rechargeable repairs raised during 2021/22 (£60,768 more than budgeted) and receipts for small parcels of land or access being recognised in the accounts. Contribution from the General Fund for shared amenities was however, marginally lower than budgeted.	(52,899)
Other Income	Other income is over-achieved due to the recharge to capital for the administrative costs of the right to buy process being greater than budgeted.	(83,480)
Other		(33,126)
<b>Total</b>		<b>(165,458)</b>
<b>HRA Interest, Premiums and Appropriations</b>		
Direct Revenue Funding of Capital Expenditure (DRF)	Revenue financing of capital was considerably lower than anticipated due to overall underspending in the Housing Capital Programme. The underspending in the capital programme was due in part to the inability to deliver work that was brought about by the materials and labour shortages caused by the coronavirus pandemic. This funding will now be needed in future years.	(20,930,604)
Housing Set-Aside	When budgets were approved, the assumption was included that the HRA would draw down funds from the ear-marked reserve for debt repayment or future reinvestment in new homes, to help fund new build schemes in 2021/22. Delays in the capital investment in respect of new build homes during 2021/22 mean that this resource will not now be drawn down until 2022/23.	9,763,000
Transfer to or from Ear-Marked Reserves	A transfer from R&R fund reserves to finance the next phase of costs of the replacement Housing Management Information System (£118,644) was combined with also drawing from the reserve to fund expenditure in communal areas of sheltered schemes, emergency alarms and temporary housing.	(187,565)
Interest Received	The interest due to the HRA for 2021/22 was greater than anticipated due to the level of average revenue and capital balances which were held in the HRA during the year. Underspending in both revenue and capital budgets results in a greater level of reserves at year end than anticipated, and balances also included the remainder of the Devolution funding which was paid directly to the Council by DLUHC.	(94,994)
Other		62
<b>Total</b>		<b>(11,450,101)</b>
<b>Total for Housing Revenue Account</b>		<b>(15,269,719)</b>

## Housing Committee - Housing Revenue Account

### Revenue Budget 2021/22 - Carry Forward Requests

Final Request to Carry Forward Housing Revenue Account Revenue Budgets from 2021/22 into 2022/23

Item		Cost Centre	Contact	2021/22 Budget	Final outturn variance position of cost centre (underspend/overspend at year end prior to carry forward)	March 2022 Carry Forward Request £	Final June 2022 Carry Forward Request £
	<b>Strategic Director - Jane Wilson</b>  <b>Supervision and Management General</b>						
1	Housing Transformation - Housing Transformation activity has been delayed during 2021/22 as a result of the need to wait for detail surrounding the Housing White Paper and to ensure that activity is aligned with the corporate 'Our Cambridge' transformation programme. Further activity is now planned for 2022/23. Resource carried forward will also allow officers to fulfil a commitment to funding the fixed term role of Zero Tolerance Officer to enforce the Zero Tolerance policy, recognising that the appointment was delayed in 2021.	6008	Julia Hovells	168,000	(59,636)	60,000	59,630
2	City Homes - Welfare Reforms - One-off additional funding to support tenants through the transition from Housing Benefit to Universal Credit has not been required during 2021/22, as the bulk of tenants have not yet been 'passport through' to the new system. This is likely to be at some point during 2022/23.					50,000	50,000
3	City Homes - Staffing - Funding was approved for 2 fixed term posts. A Tenancy Auditor, hoped to be in post for 12 months from April 2021 has been appointed from the end of February 2022 due to continued COVID constraints, with funding of £41,700 for 11 months to be carried forward. A dedicated Assistant Housing Officer to be in post from October 2021 for 12 months to tackle former tenants' arrears has not been successfully recruited to and as a result the 6 months funding in 2021/22 of £17,560 is requested as a carry forward so that the 12 month post can be recruited to from April 2022.	6012	Anna Hill	1,366,610	(215,834)	59,260	59,260
4	Resident Involvement - A project has been commissioned during 2021/22 to connect communal use computers in each of our sheltered schemes to facilitate digital inclusion. The project has been delayed due to the availability of resource to roll this out and therefore a carry forward has been requested.	6002	Laura Adcock	102,910	(7,961)	3,150	3,150
	<b>Supervision and Management Special</b>  No carry forward items  <b>Repairs and Maintenance</b>						
5	Cyclical Maintenance – Heat Detectors - Due to the coronavirus pandemic the start of the heat detector works was delayed, and the contractor has experienced significant difficulties with gaining access to properties since that point. The carry forward will allow continued heat detectors to be installed to meet the agreed programme.					283,200	276,800
6	Cyclical Maintenance – Smoke Detectors - Due to the coronavirus pandemic the start of these smoke detector works was delayed, and the contractor has experienced significant difficulties with gaining access to properties since that point. The carry forward will allow continued smoke detectors to be installed to meet the agreed programme.	6205	John Conroy	1,266,200	(638,661)	466,600	453,400
	The total variance across the Repairs Service at the end of March 2022, was a net underspend of £1,381,700, so although the carry forward requests against cost centre 6205 will exceed the budget for the cost centre, approval can be given as the costs can be met within the overall repairs budget.						
7	Risk and Compliance - Hardwire Testing - The 2021/22 electrical inspection programme has not been completed as a result of the contractor experiencing access issues to a number of the properties identified for inspection. Carry forward of resource will allow the contractor to continue undertaking electrical hard wire tests, and to ensure that the backlog is addressed, and the authority is compliant with legislation.					156,870	161,330
8	Risk and Compliance – Asbestos Surveys and Inspections - The underspend in the asbestos surveys budget from 2021/22 is requested to be carried forward to extend the contract for the fixed term Asbestos Officer to continue with the asbestos investigations and surveys programme to ensure that compliance can be demonstrated, and appropriate action is taken.					45,760	19,150
9	Risk and Compliance - Fire Door Inspections - The contract for fire door inspections was terminated last year as a result of a slow start from the contractor. A new contractor has now been appointed, but it has taken time to mobilise the new arrangements, and as a result the programme has been unable to progress this year. A carry forward is requested to allow this work to be delivered in 2022/23.	6215	Renier Barnard	767,950	(382,074)	266,440	286,440
	The total variance across the Repairs Service at the end of March 2022, was a net underspend of £1,381,700, so although the carry forward requests against cost centre 6215 will exceed the budget for the cost centre, approval can be given as the costs can be met within the overall repairs budget.						

## Housing Committee - Housing Revenue Account

### Revenue Budget 2021/22 - Carry Forward Requests

Final Request to Carry Forward Housing Revenue Account Revenue Budgets from 2021/22 into 2022/23

Item		Cost Centre	Contact	2021/22 Budget	Final outturn variance position of cost centre (underspend/overspend at year end prior to carry forward)	March 2022 Carry Forward Request £	Final June 2022 Carry Forward Request £
10	Asset Management - Water Conservation Project - Funding of £50,000 was approved in January 2021, to be split over two financial years, and to cover both research and pilot changes. Although work has been commissioned, the timing of delivery means that the budget will be required as a carry forward to complete the project.  The total variance across the Repairs Service at the end of March 2022, was a net underspend of £1,381,700, so although the carry forward requests against cost centre 6203 will exceed the budget for the cost centre, approval can be given as the costs can be met within the overall repairs budget.	6203	Lynn Thomas	791,710	5,505	25,000	25,000
	<b>Appropriations</b>						
11	Underspending in the Housing Capital Programme in 2021/22 resulted in a reduced call upon revenue resources to fund capital expenditure. To ensure that any re-phased capital expenditure can be financed in 2022/23, it is requested to carry forward the approval to use the balance of revenue funding approved for 2021/22 into the following year.	6001	Julia Hovells	29,417,230	(20,930,600)	TBC	20,930,600
12	Underspending in the Housing Capital Programme in 2021/22 resulted in a reduced call upon revenue resources to fund capital expenditure as identified above. This in turn meant that the authority did not need to draw some of these resources from ear-marked reserves, but will instead need to do this in 2022/23.	6000	Julia Hovells	(9,763,000)	9,763,000	TBC	(9,763,000)
	<b>Total Revenue Carry Forward Requests for Housing Revenue Account / Housing Scrutiny Committee</b>					<b>1,416,280</b>	<b>12,561,760</b>

## 2021/22 Housing Capital Investment Plan - HRA &amp; General Fund Housing

	Original Budget £000's	Current Budget £000's	Outturn £000's	Variance £000's	Re-phase Spend £000's	Notes	Re-Phasing Year				Budget
							2022/23 £000's	2023/24 £000's	2024/25 £000's	Post 2025/26 £000's	2022/23 £000's
<b>General Fund Housing Capital Spend</b>											
Investment in Non-HRA Affordable Housing	0	0	0	0	0		0	0	0	0	0
Other General Fund Housing	902	902	446	(456)	0	1	0	0	0	0	900
<b>Total General Fund Housing Capital Spend</b>	<b>902</b>	<b>902</b>	<b>446</b>	<b>(456)</b>	<b>0</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>900</b>
<b>HRA Capital Spend</b>											
Decent Homes Programme	17,831	16,383	11,033	(5,350)	4,951	2	2,710	2,080	0	161	23,116
Other Spend on HRA Stock	3,180	5,461	2,091	(3,370)	3,270	3	2,743	527	0	0	7,223
HRA New Build	45,765	31,889	20,340	(11,549)	11,118	4	11,118	0	0	0	81,435
HRA Acquisition	0	6,779	4,201	(2,578)	2,578	5	2,578	0	0	0	2,578
Sheltered Housing Capital Investment	0	0	9	9	0	6	0	0	0	0	0
Other HRA Capital Spend	330	568	130	(438)	138	7	138	0	0	0	538
Inflation Allowance	739	0	0	0	0		0	0	0	0	601
<b>Total HRA Capital Spend</b>	<b>67,845</b>	<b>61,080</b>	<b>37,804</b>	<b>(23,276)</b>	<b>22,055</b>		<b>19,287</b>	<b>2,607</b>	<b>0</b>	<b>161</b>	<b>115,491</b>
<b>Total Housing Capital Spend</b>	<b>68,747</b>	<b>61,982</b>	<b>38,250</b>	<b>(23,732)</b>	<b>22,055</b>		<b>19,287</b>	<b>2,607</b>	<b>0</b>	<b>161</b>	<b>116,391</b>
<b>Housing Capital Resources</b>											
Right to Buy Receipts (General Use)	(478)	(483)	(363)	120	0	8	0	0	0	0	(488)
Right to Buy Receipts (Retained for New Build / Acquisition)	(6,131)	(5,151)	(4,066)	1,085	0	8	0	0	0	0	(7,183)
Right to Buy Receipts (Debt Set-Aside)	0	0	(1,094)	(1,094)	0	8	0	0	0	0	0
Other Capital Receipts (Shared Ownership)	(300)	(300)	(665)	(365)	0	9	0	0	0	0	(300)
Other Capital Receipts (Land and Dwellings)	0	0	(41)	(41)	0	9	0	0	0	0	0
MRA / MRR	(22,630)	(5,133)	(11,205)	(6,072)	6,072	10	8,840	(2,607)	0	(161)	(21,393)
Client Contributions	0	0	(248)	(248)	0	11	0	0	0	0	0
Direct Revenue Financing of Capital (Including R&R)	(19,133)	(29,417)	(8,487)	20,930	(20,930)	12	(20,930)	0	0	0	(35,541)
Other Capital Resources (Grants / Loan Repayments)	(18,310)	(17,032)	(11,160)	5,872	(4,063)	13	(4,063)	0	0	0	(26,187)
Prudential Borrowing	0	0	0	0	0		0	0	0	0	(19,137)
<b>Total Housing Capital Resources</b>	<b>(66,982)</b>	<b>(57,516)</b>	<b>(37,329)</b>	<b>20,187</b>	<b>(18,921)</b>		<b>(16,153)</b>	<b>(2,607)</b>	<b>0</b>	<b>(161)</b>	<b>(110,229)</b>
<b>Net (Surplus) / Deficit of Resources</b>	<b>1,765</b>	<b>4,466</b>	<b>921</b>	<b>(3,545)</b>			<b>3,134</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6,162</b>
<b>Capital Balances b/f</b>	<b>(26,969)</b>	<b>(26,969)</b>	<b>(26,969)</b>								<b>(7,589)</b>
<b>Use of / (Contribution to) Balances in Year</b>	<b>1,765</b>	<b>4,466</b>	<b>921</b>				<b>3,134</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6,162</b>
Set-aside for future Debt Redemption	10,121	10,121	11,215								
Ear-marked for specific Retained Right to Buy Receipts 1-4-1 Investment	7,333	7,333	7,244								
<b>Residual capital resources remaining to fund future Housing Investment Programme</b>	<b>(7,750)</b>	<b>(5,049)</b>	<b>(7,589)</b>								<b>(1,427)</b>

## Notes to the Housing Capital Investment Plan

Note	Category	Spend / Income Area	Budget 2021/22	(Under) / Over Spend	Re-Phasing	Reason for Variance
1	General Fund Housing	Disabled Facilities Grants	707,000	(344,607)	0	Underspent predominantly due to reduced demand and continued limited access to the homes of potentially vulnerable clients in 2021/22 as a direct result of the coronavirus pandemic, coupled with contractor capacity and materials shortage issues.
1	General Fund Housing	Private Sector Grants and Loans	195,000	(111,634)	0	Underspend due to reduced demand as with DFG's.
2	Decent Homes	Officer's Fees	403,000	15,829	0	Decent Homes officers fees were marginally higher than budgeted, but this was more than offset in the officer's fees charged to Other Own Stock Works in 2021/22.
2	Decent Homes	Insulation / Energy Efficiency	3,433,000	(1,138,839)	1,139,000	Delivery of the External Wall Insulation and Solar PV project has been delayed due to weather and structural issues but will be completed by July 2022 and additional energy efficiency works will be delivered in 2022/23.
2	Decent Homes	Central Heating / Boilers	1,616,000	(402,438)	402,000	The contractors capacity in relation to this workstream throughout the year was limited due to labour and material supply issues. The programme was also affected by problems gaining access to tenants homes due to Covid, and tenant refusals to have the work carried out..
2	Decent Homes	Electrical / Wiring	355,000	(44,728)	45,000	Surveys of the properties in the programme were limited due to issues with access to tenants homes which was exacerbated by concerns in relation to Covid.
2	Decent Homes	Roof Covering	1,160,000	(447,994)	447,000	The programme was not completed as there were problems with the supply of materials and the residual effect of Covid impacting the workforce with contractors being unwell and unable to work.
2	Decent Homes	External Doors	1,252,000	(437,821)	437,000	Shortages of both materials and labour, and access issues resulted in less work being delivered than anticipated, all impacted by the coronavirus pandemic.
2	Decent Homes	Kitchens	1,011,000	(153,571)	154,000	The contractors capacity in relation to this workstream throughout the year was limited due to labour supply issues. The programme was also affected by problems gaining access to tenants homes due to Covid, and tenant refusals to have the works carried out.
2	Decent Homes	Bathrooms	967,000	(75,929)	76,000	The contractors capacity in relation to this workstream throughout the year was limited due to labour supply issues. The programme was also affected by problems gaining access to tenants homes due to Covid, and tenant refusals to have the works carried out.
2	Decent Homes	Roof Structure	500,000	(341,865)	125,000	Underspend was caused by a mix of material supply and workforce difficulties, plus delays in Section 20's being issued.
2	Decent Homes	Other Health and Safety Works	103,000	186,795	0	Works in 2021/22 were to balconies in Sackville Close flats. The overspend in costs will be met from underspending in the Wall Structure budget.
2	Decent Homes	Sulphate Attacks	102,000	(102,000)	102,000	This budget is held as contingency in case of incidence of sulphate attack in Lichfield Road / Neville Road. There were no cases in 2021/22.
2	Decent Homes	HHSRS	296,000	(127,884)	128,000	This budget underspent as there were a lot of refusals by tenants to have the work done amid fears of COVID.
2	Decent Homes	Wall Structure	2,760,000	(1,080,975)	893,000	Tender going out for structural works via MACE consultants to 17 blocks was later than expected going out, this caused the underspend. Request that underspend on this budget is re-phased, after allowing for funding the overspend of £188,795 in Other Health and Safety Works.
2	Decent Homes	Contractor Overheads	1,396,000	(644,922)	450,000	Underspending in specific decent homes elements results in a corresponding under-spend in contractor overheads.

Note	Category	Spend / Income Area	Budget 2021/22	(Under) / Over Spend	Re-Phasing	Reason for Variance
2	Decent Homes	PVCU Windows	949,000	(539,428)	539,000	As with other workstreams last year, there were problems with sourcing materials, staff off with COVID and tenants reluctant to let contractors into their homes to work.
2	Decent Homes	Other External Works	80,000	(14,203)	14,000	Although all external masonry painting was carried out in 2021/22, less was identified than expected. This resulted in a small underspend of £14,203.
3	Other Spend on HRA Stock	Disabled Adaptations	1,008,000	(295,918)	200,000	A number of projects were carried over from 2020/21 as a result of COVID issues, with some of these still delayed due to issues with access. The contractor has however completed over 100 orders. Funding for extensions was not utilised in 2021/22 due to delays with consultation, design and joint funding arrangements, but are anticipated to take place in 2022/23.
3	Other Spend on HRA Stock	Communal Areas Uplift	182,000	36,450	0	There was an overspend on this budget, as more works were required when on site carrying out the refurbishment of the drying areas in the Roman estate (Minerva Way, etc.).
3	Other Spend on HRA Stock	Officer's Fees	141,000	(61,715)	0	Other Spend on Stock officers fees were lower than budgeted as a result of staff vacancies during the year.
3	Other Spend on HRA Stock	Asbestos Removal	54,000	84,026	0	Planned asbestos removal work at Hazelwood and Molewood Close cost more than expected. Also more proactive identification and removal of asbestos in void properties led to a budget overspend.
3	Other Spend on HRA Stock	Garage Improvements	100,000	(67,360)	67,000	Some of the garage sites proposed for refurbishment in 2021/22 were removed as there is potential for redevelopment by the HDA. There were also garage works ordered in 2021/22, that didn't complete due to material supply problems and the contractor workforce being affected by COVID.
3	Other Spend on HRA Stock	Hard Surfacing	282,000	(36,859)	37,000	Not all works completed in 2021/22, with small amount to be re-phased into 2022/23 due to materials / workforce issues.
3	Other Spend on HRA Stock	Communal Area Floor Coverings	100,000	(76,902)	77,000	Smaller programme delivered in 2021/22, and we received £30,000 back from Foster for works that were mistakenly over-charged in the year before.
3	Other Spend on HRA Stock	Fire Prevention / Fire Safety Works	929,000	(872,270)	872,000	Some fire safety works at Kingsway flats (fire alarm system and compartmentation) were put on hold pending a committee report about the future of the block. The work will be delivered in 2022/23. Emergency lighting at Albemarle Way and Maitland Avenue was committed but work not completed at 31/3/22. Fire safety works to maisonettes continued but there were issues with access leading to an underspend.
3	Other Spend on HRA Stock	Lifts and Door Entry	124,000	(45,135)	40,000	Underspend is due to material supply and labour issues causing delays in installation. A lift which was projected to be installed before year end was delayed.
3	Other Spend on HRA Stock	Contractor Overheads	292,000	(127,416)	127,000	Underspending in specific decent homes elements results in a corresponding underspend in contractor overheads.
3	Other Spend on HRA Stock	Estate Investment	1,753,000	(1,449,874)	1,393,000	The planned streetlight replacement project (£600,000) was delayed as result of COVID and supply chain issues. Work was not delivered in 2021/22 but contracts were signed and work will be delivered in 2022/23. A communal lighting project (estimated £400,000) was also planned but this was also delayed and will be delivered in 2022/23. Approx. £45,000 of bike stores were delayed due to supply chain issues.
3	Other Spend on HRA Stock	Communal Electrical Installations / Fire	96,000	(56,997)	57,000	The contractors capacity in relation to this workstream throughout the year was limited due to labour and material supply issues exacerbated by COVID.
3	Other Spend on HRA Stock	Communal Entrance / Enclosure Doors	400,000	(400,000)	400,000	This underspend was caused by two things; the usual materials supply issues and workforce off with COVID at the start of the year and the fact that the large communal door projects originally scheduled to be done by Foster, are now included within the MACE tender.
4	New Build	Barnwell Road	0	(8,812)	0	Scheme completed. Financial settlement between contractor and CCC. CCC to remedy outstanding identified defects in accordance with settlement agreement.

Note	Category	Spend / Income Area	Budget 2021/22	(Under) / Over Spend	Re-Phasing	Reason for Variance
4	New Build	Campkin Road (Phase1)	0	1,224	0	Scheme completed. Financial settlement between contractor and CCC. CCC to remedy outstanding identified defects in accordance with settlement agreement.
4	New Build	Colville Road (Phase 1)	0	(6,023)	0	Scheme completed. Financial settlement between contractor and CCC. CCC to remedy outstanding identified defects in accordance with settlement agreement.
4	New Build	Aylesborough (Phase 1)	0	530	0	Scheme completed. Financial settlement between contractor and CCC. CCC to remedy outstanding identified defects in accordance with settlement agreement.
4	New Build	Water Lane	0	(15,526)	0	Scheme completed. Financial settlement between contractor and CCC. CCC to remedy outstanding identified defects in accordance with settlement agreement.
4	New Build	Unallocated Retained RTB Receipts	3,677,000	(3,677,000)	3,677,000	Funding for 1,000 programme not yet allocated to schemes.
4	New Build	Anstey Way	93,000	(62,908)	63,000	Final account not yet agreed between Hill and Cambridge Investment Partnership, so call on scheme contingency for any variations not yet known.
4	New Build	Hawkins Road	0	(17,902)	0	Scheme completed. Financial settlement between contractor and CCC. CCC to remedy outstanding identified defects in accordance with settlement agreement.
4	New Build	Fulbourn Road	0	(23,154)	0	Scheme completed. Financial settlement between contractor and CCC. CCC to remedy outstanding identified defects in accordance with settlement agreement.
4	New Build	Akeman Street	95,000	(61,515)	62,000	Final account not yet agreed between Hill and Cambridge Investment Partnership, so call on scheme contingency for any variations not yet known.
4	New Build	Ventress Close	50,000	(49,899)	0	Scheme complete - contingency budget not required in full.
4	New Build	Queensmeadow	1,000	(1,000)	0	No additional costs from consultants required hence the variation. Now handed over and out of defects.
4	New Build	Wulfstan Way	1,000	(1,000)	0	No additional costs from consultants required hence the variation. Now handed over and out of defects.
4	New Build	Colville Road Garages	1,000	(1,000)	0	No additional costs from consultants required hence the variation. Now handed over and out of defects.
4	New Build	Kendal Way	50,000	(42,134)	42,000	Underspend due to delay in planning application process.
4	New Build	Kingsway	368,000	(368,000)	0	Scheme on hold pending review of the wider Kingsway site. Funding to be removed from the programme and re-bid for if required in the future.
4	New Build	Mill Road	1,957,000	(1,432,447)	1,432,000	Affordable Housing Agreement (AHA) payments stopped due to delays on site, these payments are due to recommence in June 2022
4	New Build	Gunhild Way	1,000	(1,000)	0	No additional costs from consultants required hence the variation. Now handed over and out of defects.
4	New Build	Markham Close	0	181	0	Additional costs from consultants required hence the variation. Now handed over and out of defects.
4	New Build	Cromwell Road Redevelopment (HRA)	3,684,000	34,355	(34,000)	Spend marginally ahead of profile.
4	New Build	Teddar Way	50,000	(32,165)	32,000	Underspend due to delay in planning application process.
4	New Build	Colville Road (Phase 2)	5,331,000	(217,979)	218,000	Slight underspend this year when compared to profiled spend in 2021/22.
4	New Build	Clerk Maxwell Road	1,391,000	(1,079,078)	1,079,000	Underspend in 2021/22 because Golden Brick was not completed in the financial year, as it was delayed by one month.
4	New Build	Meadows and Buchan Street	3,589,000	(1,478,532)	1,479,000	Underspend as programme was slower than expected. Start on site was delayed due to pre commencement planning conditions being signed off later than expected.

Note	Category	Spend / Income Area	Budget 2021/22	(Under) / Over Spend	Re-Phasing	Reason for Variance
4	New Build	Campkin Road Phase 2	6,066,000	(958,631)	959,000	Project underspend due to lower then expected valuations by March 2022.
4	New Build	POD Homes	10,000	(591)	0	Scheme completed
4	New Build	L2	1,897,000	(13,793)	14,000	Slight variation against budget, with AHA legal fees yet to be finalised.
4	New Build	Colville Road III	1,724,000	(1,061,645)	1,062,000	Planning permission delay which has caused a delay in the start on site date.
4	New Build	Histon Road	212,000	(42,341)	42,000	Underspend is due to incorrect profiling.
4	New Build	Fen Road	394,000	(257,493)	257,000	Delays in planning submission causing delays to start on site. Permission now granted so site can progress.
4	New Build	Ditton Fields	265,000	(227,175)	227,000	A delay in planning approval has meant that there is a delay in starting on site, planning now approved.
4	New Build	Aragon Close	24,000	28,245	(28,000)	Spending higher than anticipated as up-front costs have been incurred quicker altering the profile. Supply chain issues are likely to mean an increase in budget which will be brought forward for approval in the MTFS.
4	New Build	Sackville Close	24,000	29,982	30,000	Spending higher than anticipated in 2021/22 as initial work has been completed quicker than anticipated, altering the profile. Supply chain issues are likely to mean an increase in budget which will be brought forward for approval in the MTFS.
4	New Build	Borrowdale	127,000	(65,141)	65,000	The Passivhaus programme was delayed so PCSA works haven't yet progressed. Supply chain issues are likely to mean an increase in budget which will be brought forward for approval in the MTFS.
4	New Build	Aylesborough Close	653,000	(348,579)	349,000	Underspend due to delays in planning process.
4	New Build	St Thomas's Road	82,000	(48,817)	49,000	Timing of outlay changed due to planning application being delayed to later in the year. Budget change likely as part of the MTFS because of changes to tenure and numbers.
4	New Build	Paget Road	72,000	(42,321)	42,000	Timing of outlay changed due to planning application being delayed to later in the year. Budget decrease likely as part of MTFS because of changes to three beds from one and two beds and decrease in numbers.
5	HRA Acquisition	Acquisition and Disposal	3,148,000	(1,028,349)	1,028,000	This budget is set-aside to allow the authority to strategically acquire homes on the open market that are in areas where future development may be an option. Expenditure is therefore variable depending upon what property is marketed in any year.
5	HRA Acquisition	RSAP Acquisitions	3,631,000	(1,549,613)	1,550,000	This budget combines HRA resource with grant funding from Homes England for the acquisition of 14 homes to accommodate rough sleepers. By March 2022, 9 of the 14 homes required had been purchased, with Homes England confirming that the remaining grant can be carried forward into 2022/23.
6	Sheltered Housing	Ditchburn Place	0	9,038	0	Final consultant fee from finalised account
7	Other HRA Capital Spend	Shared Ownership Repurchase	300,000	(300,000)	0	No shared ownership homes were re-acquired during 2021/22.
7	Other HRA Capital Spend	Commercial Property	30,000	(19,105)	19,000	Less work than anticipated to HRA commercial properties identified by Property Services in the year, with a re-phasing request to allow works to take place in 2022/23.



Note	Category	Spend / Income Area	Budget 2021/22	(Under) / Over Spend	Re-Phasing	Reason for Variance
7	Other HRA Capital Spend	Orchard Upgrade	238,000	(119,356)	119,000	The Orchard implementation project is still progressing. There are aspects of the asset module still to implement and the new service charges module has just been released by Orchard to allow us to proceed and implement this during 2022/23.
8	Right to Buy Receipts	Cash Receipts	(5,634,000)	(5,523,000)	0	34 properties were sold in total during 2021/22. £363,000 of the capital receipt is available for general use (after all costs have been deducted from each receipt), while £1,094,000 of the overall capital receipt is identified as set-aside to be offset against the debt associated with the unit no longer owned. A further £4,066,000 of right to buy receipts have been retained by the local authority in 2021/22, but must be re-invested now in financing up to 40% of additional social housing or shared ownership units, provided this is done within a 5 year time frame.
9	Other Capital Receipts	Cash Receipts	(300,000)	(706,000)	0	A number of shared ownership housing transactions took place in 2021/22, with a net sum of £665,000 retained once any sums due to DLUHC had been paid. A capital receipt of £41,000 was recognised in 2021/22 in relation to the sale of HRA land.
10	MRA / MRR	MRA	(5,133,000)	(11,205,000)	6,072,000	The major repairs reserve was used to finance capital expenditure in the housing stock in 2021/22, including investment in decent homes work and other investment in the housing stock. Where more of this funding was utilised in 2021/22 than anticipated, instead of using DRF, the use of MRA will be reduced in 2022/23 and beyond.
11	Client Contributions	Contributions	0	(248,000)	0	Income was recovered from leaseholders in 2021/22 in relation to their share of the cost of major improvements undertaken as part of the decent homes programme (£241,000) and was also received from private residents in relation to contributions towards DFG's or private sector housing repair grants (£7,000).
12	Direct Revenue Financing of Capital (Including R&R)	DRF	(29,417,000)	(8,487,000)	(20,930,000)	The use of revenue funding for capital purposes was less than anticipated, due to underspending across the capital programme and increased use of the major repairs reserve in year. This resource will instead be required in 2022/23 to meet the cost of the re-phased capital expenditure.
13	Other Capital Resources (Grants / Loan Repayments)	Grants and Other Resources	(17,032,000)	(11,160,000)	(4,063,000)	Less of the Devolution Grant, which was received in full in 2020/21 was utilised in 2021/22 than anticipated, due to delays on new build sites, with £3,359,000 of this resource being deferred for use into 2022/23. (£7,785,000). The full Homes England RSAP Grant of £1,730,000 was not claimed in 2021/22, with 5 homes still to acquire and a deferred grant claim of £704,000 now anticipated in 2022/23.

HRA Debts Written Off in 2021/22Write Off Cases by Category

Write Off Category	No. of Cases	Value Written Off
Bankruptcy / Insolvency	0	0.00
Debt re-instated	3	(8,089.24)
Debt relief order	4	8,285.15
Debtor deceased	17	19,577.98
Debtor is residing outside the UK	0	0.00
Debtor untraceable	2	6,507.59
Imprisonment	0	0.00
Other special circumstances	5	7,001.71
Statute barred	8	13,320.34
Uneconomical to recover	2	215.21
Recovery Procedures Exhausted	9	14,380.36
Unable to Substantiate Debt	1	37.93
Court has refused to make an order	0	0.00
Balance of debt is small	5	18.35
<b>Total Written Off (Net)</b>	<b>56</b>	<b>61,255.38</b>

Write Off Value Band	No. of Cases	Value Written Off
Less than £100	10	276.07
£100.00 to £199.99	3	515.50
£200.00 to £299.99	2	512.09
£300.00 to £399.99	2	3,516.17
£400.00 to £499.99	0	0.00
£500.00 to £749.99	8	4,579.80
£750.00 to £999.99	4	3,426.03
£1,000.00 to £1,499.99	8	9,357.07
£1,500.00 to £1,999.99	3	5,391.18
£2,000.00 to £2,999.99	6	14,396.94
£3,000.00 to £3,999.99	5	17,964.96
£4,000.00 to £4,999.99	1	4,126.29
Greater than £5,000.00	1	5,282.52
Debt re-instated	3	(8,089.24)
<b>Total Written Off (Net)</b>	<b>56</b>	<b>61,255.38</b>



## Housing First – Interim Report

**To:**

Executive Councillor for Housing, Housing Scrutiny Committee, 21/06/2022

**Report by:**

James McWilliams, Housing Services Manager Housing Advice

Tel: 01223 457893 Email: [james.mcwilliams@cambridge.gov.uk](mailto:james.mcwilliams@cambridge.gov.uk)

Wards: All

### Non-Key Decision

## 1. Executive Summary

- 1.1 Housing First is an approach to helping rough sleepers to leave the streets which differs from other, longer-established approaches in a number of respects.
- 1.2 Cambridge City Council, in partnership with the County Council, agreed to set up and jointly fund a Housing First pilot in the city. The pilot would be assessed in two stages: an interim report carried out at a mid-point in the scheme and a later independent report once the scheme had been running for a sufficient length of time to allow a full appraisal. This is the mid-point report.

## 2. Recommendations

The Executive Councillor is recommended to:

- 2.1 Consider the attached report and note its interim findings; and
- 2.2 Note the recommendations for further examination, the most important of which are set out at 3.4 below.

### **3. Background**

3.1 The Cambridge Housing First (HF) project was launched early in 2019. A project group of officers from County and City Councils agreed:

- the direction the project should take;
- how and by whom it should be managed and overseen;
- what the criteria for acceptance onto the programme should be;
- the target for the number of homes that should be gained over the life of the project; and,
- how many people should be assisted in the pilot phase.

Implementation of HF was delayed by Covid, hence the appearance now, rather than earlier, of this interim progress report and evaluation.

3.2 The interim report:

- says what HF is and how it differs from other measures to deal with homelessness and rough sleeping;
- provides a short account of the development of the local project;
- details the type and number of homes procured so far for scheme;
- summarises how the project has been funded and how it is staffed and managed;
- details the number of people assisted to date and who these people are (illustrating this with some case studies at Appendix 3);
- makes a preliminary assessment of how well the local scheme is working relative to other approaches; and
- suggests some areas that might fruitfully be explored in the detailed independent review that will follow.

3.3 The report's more important interim findings include:

- that direct City Council funding is relatively modest at £60,000 per annum;
- that the great majority of the funding (totaling £233,250 in 2021-22) derives from separate bids made by City and County Councils into the government's rough sleeper initiative (RSI); and
- that of 14 homes acquired to date under the scheme, eight have been City Homes' properties with housing associations playing only a minor role.

3.4 The report suggests that the following items should be key for the full review to examine:

- Does Housing First (HF) provide a demonstrably better solution for long-term rough sleepers than other approaches.
- If HF can be shown to be more successful, can it be said what elements of the HF approach make the difference, and can these elements be duplicated in other non-HF services.
- Does HF2 (as described in the report) make a measurably better impact on tenancy sustainment than HF1 and, if not, should HF2 be continued.
- Should there be no further HF units on new-build sites.
- Subject to agreement with County Council partners, should the Cambridge HF service be taken in-house by Cambridge City Council or alternatively be integrated into the new Streets to Home service.

## **Implications**

### **a) Financial Implications**

None other than those mentioned at 3.3.

### **b) Staffing Implications**

None

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

None.

### **d) Net Zero Carbon, Climate Change and Environmental Implications**

No positive or negative impact identified.

### **e) Procurement Implications**

None.

### **f) Community Safety Implications**

None.

## **4. Consultation and communication considerations**

## **5. Appendices**

Appendix 1: Housing First in Cambridge – Interim Report June 2022

## **6. Inspection of papers**

If you have a query on the report please contact James McWilliams, Housing Services Manager - Housing Advice. Tel: 01223 457813. Email: [james.mcwilliams@cambridge.gov.uk](mailto:james.mcwilliams@cambridge.gov.uk).

# Housing First In Cambridge



Interim Report – June 2022

## About this document

This is an interim report into the Housing First project as we have interpreted and implemented that initiative in Cambridge city. A fuller, independent, report will follow when the project has been running for sufficient time to allow a more detailed analysis.

This report:

- sets out the Housing First approach and says how it differs from other measures to deal with homelessness and rough sleeping;
- provides a short account of the development of the local project;
- details the type and number of homes procured for the scheme;
- summarises how the project has been funded, how it is staffed and managed;
- details the number of people assisted to date and the criteria used to select them;
- makes a preliminary assessment of how well the local scheme is working relative to other approaches;
- provides some anonymised case studies at [Appendix 3](#), and
- suggests some areas that might fruitfully be explored in the detailed independent review that will follow.

## 1. Introduction – what is Housing First?

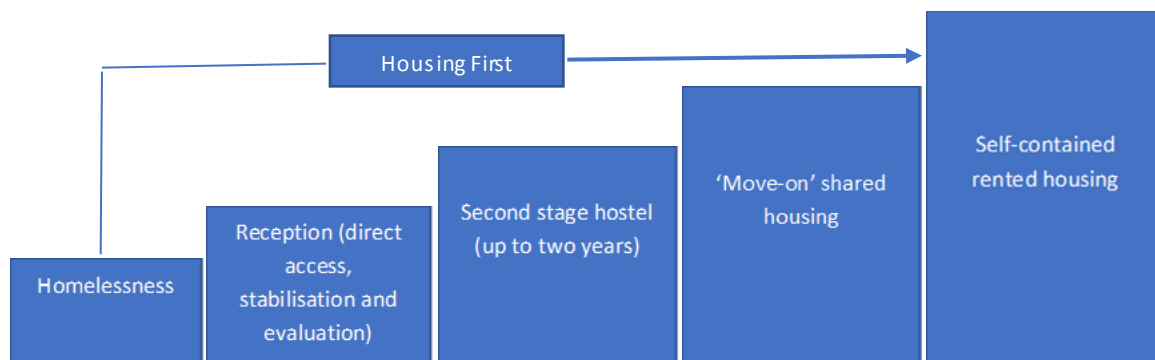
Housing First (HF) is an approach to dealing with chronic and repeat homelessness first developed in North America in the last quarter of the twentieth century. The term was first used as far back as 1988, but the HF model, as recognised today, is usually traced back to the [Pathways Housing First](#) organisation, founded in New York in 1992. Since then HF has become an important element in the national homelessness strategies of Canada, Denmark, Finland and France. As of June 2020 thirteen nations had national HF programmes. In the UK each of the four devolved nations have piloted and evaluated HF approaches.

Most descriptions of HF contrast the HF approach with a linear or ‘staircase’ model which sees an independent tenancy coming at the end of a process where non-housing needs (for example substance abuse) are addressed first. HF turns that on its head: housing comes first; non-housing needs are addressed later – and then only on the initiative of the HF client, as and when they may feel ready. There is just one single condition that a HF client has to observe and that that they sign a tenancy agreement and abide by its conditions.

The ‘staircase’ model and HF are contrasted graphically in Figure 1 below.



Figure 1: Housing First contrasted with 'staircase' model



A further aspect of HF that sets it aside from other approaches to homelessness is its strong ideological underpinning, typified by the '[seven key principles](#)' set out by Housing First England. In summary these are:

1. People have a right to a home;
2. Flexible support is provided for as long as it is needed;
3. Housing and support are separated;
4. Individuals have choice and control;
5. An active engagement approach is used;
6. The service is based on people's strengths, goals and aspirations; and
7. A harm reduction approach is used.

One very important point to note is that, as applied so far in the UK, HF is not intended to be on offer to all or to even a significant proportion of any local street homeless population. The focus is on those with the most complex needs and particularly those who may have passed several times through the 'staircase' model. This is the group that the [Centre for Housing Policy](#) characterised as the "small, high need, high cost, group of homeless people whose needs are not being fully met by existing services". In a well-designed system, HF is therefore a part of an *integrated* homelessness service and any evaluation of the costs and value for money of HF needs to be seen in this light of the client group it caters to.

The local criteria for acceptance into HF can be found at [Appendix 1](#).

Given the complex needs of the prescribed HF group, it is not surprising that a further feature of the approach is the need for a far greater ratio of support workers to clients. In other rough sleeper services the support worker / client ratio is normally around one to 10 and the support is likely to be time-limited. HF prescribes a minimum ratio of one support

worker to every six clients. Moreover, with HF support begins before, and sometimes well-before, the client moves into accommodation, with ideally the same trusted support worker following the client from street to home. As is shown later in this report, this inevitably makes HF a far more expensive option than other approaches when considered on a cost per client basis. This calculation may not hold when considered globally, taking into account, for example, costs to social, health and criminal justice services, but to make this calculation is beyond the scope of this report.

In the interest of balance, a further preliminary point of note is that, while it is an important indicator of what HF is *not*, the ‘staircase’ model against which HF is usually contrasted is a simplification – some sources suggest an oversimplification – of much UK practice. Certainly in Cambridge we have always taken a pragmatic approach, allowing non-linear movement between the stages, including backwards movement. Moreover, in recent years we have developed other housing options not reflected in the standard model. This has permitted significant variation including hybrid schemes that cannot be badged as HF but equally do not fit into the linear model. This is an important point because to properly evaluate HF we need to be sure we are not measuring it against a control that does not fully take into account the reality of local practice. Proper detailed analysis will need to await the full independent report but this report will attempt some preliminary comparison between HF and another recent Cambridge initiative, modular homes.

## 2. Background: The Cambridge Housing First Programme

### The drivers

While the City Council’s interest in HF was first expressed as early as 2017, deliberations that would lead to the establishment of the local programme only began in earnest in late 2018, stimulated by an upsurge of interest in the claimed effectiveness of HF in reducing rough sleeping in other countries, particularly Finland.

At the same time the government’s [rough sleeper strategy](#), published in August 2018, set an ambitious target to halve rough sleeping in the UK from its 2017 figure by 2022 and end it for good by 2027 (subsequently reprofiled to align with the end of the current parliament in 2024).

The rough sleeper strategy makes explicit reference to HF as one of a range of approaches, citing “international evidence [which] shows this could be a vital tool to meet the needs of people sleeping rough with complex needs”. £28 million was set aside for three pilots in Manchester, Liverpool and the West Midlands, to be evaluated by Housing First England –

an agency set up by the homelessness charity Homeless Link. Housing First England also has a brief to guide and promote HF.

But driving local interest in HF above all else has been the clear fact that while existing services were of good quality, and have been effective in reducing the number of rough sleepers in Cambridge from its 2016 peak, those services did not seem to provide an effective solution for the “small, high need, high cost, group of homeless people” identified by the Centre for Housing Policy. The question we needed to ask was, could HF provide a better – and better value for money – approach to helping this group to come off and stay off the streets?

## The project

Early in 2019 a core working group of officers from City and County Councils was set up, soon after to be supplemented by colleagues from local housing associations, providers of accommodation for rough sleepers and data and communication specialists. These discussions led to the development of an ambitious plan that envisaged 10 HF units being gained by March 2020 with a further 20 being procured over the following two years.

It was agreed that it would be necessary to appoint a project manager to deliver the programme, and that while this officer would be funded by the City Council the appointee would be managed by the County Council’s Counting Every Adult service (CEA) - a service with considerable experience in finding and managing ‘training flats’ for people with a similar profile to those likely to become HF clients. The project manager began work early in 2019 with an initial brief to:

- procure properties;
- agree a criteria for acceptance onto the scheme;
- agree with stakeholders and local homelessness organisations a referral pathway; and
- with others, map current and future need.

It was agreed that accommodation would be procured from three sources: City Homes (the brand of Cambridge City’s council housing service); housing associations with stock in Cambridge, and the private rented sector. Three types of scheme were proposed:

- **HF1.** HF1 would be self-contained units sourced either from City Homes or a housing association.
- **HF2.** HF2 was proposed as an innovative local variant based around three self-contained flats, two of which would be occupied by a HF client while the third (a one or two-bedroom flat) would be occupied on a service tenancy basis by a ‘custodian’ working five

hours a week. The custodian would not be a support worker but someone who would act as a 'good neighbour', keeping an eye on the welfare of the HF client while also looking out for the rest of the immediate community. These clusters would be gained from the Council's housing development programme and, as originally envisaged, would be purpose-built and interlinked with a communal space and a garden shared by all three households. The concept was later modified so that any three flats in close proximity might form the basis of a HF2 cluster.

It was agreed that at least five HF2 clusters would be created within the life of the Council's programme to build (at that time) 500 new council homes.

- **HF3.** HF3 was a speculative initiative intended to procure three-bedroom homes in the privately-rented sector for two single people meeting the HF criteria but expressing a preference to live together.

In the event, largely due to Covid, the project was severely delayed, especially in relation to the procurement programme. Properties gained, by type and date are shown in Section 3.

### **The Cambridge project in relation to 'pure' HF**

An issue to confront at an early stage of this evaluation is to what extent the Cambridge HF project is genuinely 'Housing First' with respect to the model set out in Section 1 of this report.

Starting with HF3, it was acknowledged from the outset that this model was unlikely to pass the 'pure' HF test in that the accommodation would be shared. But HF3 could be seen to be a good fit in other respects: clients would need to meet the agreed profile to be admitted onto the programme; they would need to be prepared to participate in the pre-tenancy work of the HF team, and the support worker to client ratio would remain 1:6. Most important, it would be the choice of clients whether to share with another, and to choose who that person would be. In the event, however, no HF3 units were established, mainly because we pursued another similar initiative using homes taken from City Homes stock.

The HF3 shared accommodation concept was intended to be an inventive response to concerns raised in some early HF research highlighting clients' feelings of social isolation and the persistence of anti-social behaviour. The HF2 idea was similarly grounded in a concern to help prevent problems of this kind occurring. It was particularly hoped that having a resident 'good neighbour' would deal with an additional concern, based on local experience, that the home of the HF client might become a gathering point for friends and others still on the street, or worse, might be taken over by people with more malign intent such as drug dealers.

We did not therefore see HF2, as a model, as departing in any significant respect from the prescribed HF approach. However, it was acknowledged from the outset that offering secure (council) tenancies through City Homes for both HF1 and HF2 would raise difficulties, both in terms of fidelity to the HF model and the sustainability of supply of HF homes.

What difficulties did we perceive? Choice is a significant element within the ‘pure’ HF approach, with clients being able to choose, as far as possible, the home they wanted to live in. But choice will always be constrained by availability and it was understood from the start that in the absence of abundant supply (in large part consequent on the very tight local private-rented sector) offers would be limited to homes we could obtain from City Homes and local housing associations.

In the case of housing associations, their ability to issue assured shorthold tenancies is a great advantage, allowing a failed HF tenancy to be ended relatively quickly and a failing tenancy to be extended indefinitely on a short-term basis conditional on improvement. But in the case of City Homes HF tenancies we are constrained by legislation. We may offer a 12-month introductory tenancy that can be extended by a further six months, but if the tenancy continues beyond the introductory period it must by law become a secure tenancy - and likely a long-term, or even lifetime, tenancy under our present tenancy policy. Once a secure tenancy is gained this severely constrains our ability to deal with a failing HF let. It also means that homes earmarked for HF need constantly to be replaced, and while this may be fine for City Homes HF1 tenancies, for City Homes HF2 tenancies it means that once all HF2 properties become secure then this initiative comes to an end or we need to build further HF2 clusters.

Summing up, then, while there are areas in which our local programme departs from the ‘pure’ HF model, the divergence would not appear to be extreme. (This is not, however, a view shared by all HF support workers whose views can be read at [Appendix 2](#)).

### 3. HF Homes: Procurement

The following table sets out properties gained by landlord, HF type, first tenancy start date and present status.

Landlord	HF Type	Date of tenancy	Present status
CityHomes	HF1	24/02/2020	Occupied by original tenant
CityHomes	HF2	29/06/2020	Occupied by second tenant
CityHomes	HF2	29/06/2020	Occupied by second tenant

Landlord	HF Type	Date of tenancy	Present status
CityHomes	HF1	07/09/2020	Occupied by original tenant
Catalyst HA	HF1	16/10/2020	Occupied by original tenant
Hundred Houses HA	HF1	07/12/2020	Relinquished
CityHomes	HF1	21/12/2020	Occupied by original tenant
Clarion HA	HF1	22/12/2020	Occupied by original tenant
CityHomes	HF2	15/03/2021	Occupied by original tenant
CityHomes	HF2	05/04/2021	Occupied by original tenant
Catalyst HA	HF1	06/09/2021	Relinquished
Clarion HA <sup>1</sup>	HF1	18/10/2021	Occupied by original tenant
Metropolitan HA	HF1	06/12/2021	Occupied by original tenant
CityHomes	HF1	14/03/2022	Occupied by original tenant

As can be seen, eight of 14 HF homes have been offered up by City Homes, with local housing associations playing a relatively minor role. Four City Homes properties have since become secure tenancies.

## 4. HF Funding and staffing

Direct funding by the City Council for the HF programme in Cambridge has been fairly undemanding to date, consisting of £60,000 per annum to fund the project manager.

Modest direct spending by the City is mainly due to two successful bids into the government's rough sleeper initiative (RSI) fund, one by the City and the other by the County. Accordingly, in 2021-22 funding for the service in Cambridge City totalled £233,250 which was spent on staffing as follows:

Post	Hours per week
Project Manager	18.5
Team Leader	37
4 Enhanced navigators (support workers)	37 x 4
Business Support Officer	15
Specialist domestic abuse worker	7.4
Total hours per week	225.9

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<sup>1</sup> Leased to Cyrenians

## 5. Preliminary findings

As mentioned, detailed analysis of the efficacy and value for money of HF will need to await the fuller, detailed analysis due to follow. However, certain observations can be made at this point which have value in themselves and which may also suggest lines of enquiry to be pursued further in the full review.

### Officer perceptions

To help inform this interim report two sets of officers – those working directly to support HF clients and City Homes officers managing properties with HF tenants - were each asked to complete a short questionnaire. The following sets out some of the clearer themes emerging from that exercise.

#### HF Advanced Navigators (support workers)

- **Preparing for HF.** Some officers reported spending a significant proportion of their time each week working with clients not yet housed. One reported spending 15 hours a week, another a day each week and another a quarter of their time. Others reported spending only a few hours each week with clients waiting for housing. This variation may reflect that some officers may have most of their clients in accommodation. One officer reported that this “pre-tenancy and relationship-building phase [was] vital to the success of the next phase’.
- **Does HF achieve results?** All eight support workers asked whether HF achieved better results than other approaches known to them reported that it did, some saying so emphatically. Most mentioned a critical factor as being the time that could be taken to build a relationship of trust, possible due to the lower caseloads they carried. Others said that having no end date to the support offered is an important element. Officers’ responses to this key question are set out in full at [Appendix 2](#).
- **Is HF2 a benefit?** Of the three officers with experience of HF2 one felt the onsite officer helped ‘a little’ while the other two said there was no real benefit. One contributor said the presence of an onsite officer made his client feel ‘spied on’. However, another officer said: *“I feel that once the good neighbour had settled into their role and began to fully understand their role, they have been a very useful resource, particularly around safeguarding concerns”*.
- **HF on newbuild sites.** All six officers responding to this question felt that new build sites were unsuitable for HF properties. Officers supported this view with detailed responses which are set out in full at [Appendix 2](#).

- **Is the Cambridge scheme properly HF?** Four of five responding officers believed the Cambridge scheme was not true to HF practice. Their reasons are set out in full at [Appendix 2](#).
- **Housing officer support.** Four responding officers said the support they had received from the landlord's housing officer had been good, one saying 'very good'.

## City Homes housing officers

- **Managing HF properties.** Officers with HF properties to manage agreed these tenancies were 'somewhat more difficult' to manage than comparable single occupant one-bedroom homes. One officer cited rent arrears. Another cited higher levels of anti-social behaviour by the tenant and their guests and a higher level of neighbour complaints, adding that a pair of tenants had moved out citing as a reason the behaviour of the HF tenant below them.
- **HF support worker assistance.** When seeking assistance with tenancy management issues, of three responding officers two found the HF support worker to be 'somewhat unhelpful' while the third found the worker to be neither helpful nor unhelpful.
- **Consultation.** Of two officers responding, neither felt they had been adequately consulted about the suitability of the letting before the HF tenancy was created, one saying consultation was extremely poor.

## General observations and suggestions for further research

### 1. The role of HF in an integrated system

As has been detailed earlier in this report, the City's HF programme was first considered in 2017 and seriously developed and planned from 2019. A lot has changed in those years in terms of provision for local rough sleepers. Looking back on meeting notes from 2018 it is clear that without foresight of what was to come in terms of additional funding and housing provision it was thought that HF would need to carry a far heavier burden of 'alternative to hostel' rough sleeper accommodation than now appears necessary.

Changes that have occurred since the local HF programme was first conceived include:

- A major increase in central government funding as a result of the rough sleeper initiative and other funding streams as set out in Table 1 below. This funding has supported the creation of several new street support and tenancy sustainment posts.
- The joint funding by City and County Councils of a new 'Streets to Home' service locking almost £10 million (as set out in Table 2 below) over seven years into supporting



homeless adults, with a particular focus on helping rough sleepers to quickly leave the street. (This service began in April 2022).

- The creation of 22 modular homes providing self-contained, fully-equipped accommodation at affordable rents, with associated support funded from rental income.
- A successful bid for £1.7 million from the government's rough sleeper accommodation programme (RSAP) to enable the purchase of 14 self-contained homes for rough sleepers with associated support.
- The 'Everyone In' initiative to keep rough sleepers safe during Covid. This allowed improved engagement with almost 250 people at risk of sleeping rough and confirmed the importance of intervening early to prevent homelessness. Many of those accommodated under Everyone In went on to gain stable housing.

Table 1: Government funding

Fund	18-19	19-20	20-21	21-22
Rough Sleeping Initiative (RSI)	£70,000	£94,000	£486,457	£778,745
PRS Access Fund	£15,306	£91,834	-	-
Rapid Rehousing Pathway		£144,737	-	-
Cold Weather	£18,700	£13,907	£77,358	-
Protect Plus	-	-	£5,000	-
Total	£104,006	£344,478	£568,815	£778,745

Table 2: Streets to Home funding

	Annual value (£)	Maximum contract value (£) @7 yrs
Cambridge City	371,364	2,599,548
County Council	973,969	6,817,783
Total	1,345,333	9,417,331

Reflecting further on our thinking at the time the HF project was first conceived, there is a suggestion that the contemporaneous heavy promotion of HF by academics, housing charities and practitioners may have encouraged a sense that HF might substitute for a more significant proportion of local hostel provision than now seems necessary, likely and perhaps desirable. Instead, the mounting evidence is that HF is most effective when used as one of several approaches within an integrated range of services. As one [University of York study](#) put it:

*Housing First is highly effective in ending homelessness among people with high and complex needs, but it does not constitute a solution to single homelessness, or rough*

*sleeping, in itself. The international evidence shows that Housing First services need to be a part of an integrated homelessness strategy to be truly effective.<sup>2</sup>*

We will come on in the final section of this review to consider the better integration of HF into the local service matrix.

## 2. The future scale of HF provision

It is beyond the scope of this report to say what might be the optimum number of local HF homes we should aim for, but with the increase in supply of alternative provision it is doubtful that the 30 units originally proposed are necessary. As much to the point, it is doubtful that that number can be achieved without increased input from housing association partners or a determined initiative to gain properties in the private-rented sector – a sector widely used in HF programmes elsewhere but currently absent in our own.

A further eight HF2 properties have been earmarked on new housing sites being developed by the Council but, as mentioned, there is some concern about HF on newbuild sites and also the viability of the HF2 concept, as we will go on to see.

As already noted, there are presently 14 housed HF clients, four in units which have become secure tenancies and are unable to be recycled. Agreeing a definitive number of units will be essential if we are to maintain the programme as doing so will determine the rate at which we need to bring on new supply.

A further and vitally-important consideration is that, according to HF principles, support remains offered indefinitely, so that if only a small number of people graduate out of the service, expansion of supply could mean a very long tail of people still receiving intensive support long after being housed. (Support is the single most expensive element of HF). Right now, with four enhanced navigators in the Cambridge team, there is capacity for up to 24 Cambridge clients to be supported, but taking into account that support begins before housing is available and continues afterwards, this does not translate into there being scope to maintain a stock of 24 properties.

We have noted that HF is by no means a cheap option. In crude terms, dividing gross spend by current clients, the cost per client per annum is more than £13,000. It has been noted that a good outcome as a result of HF is likely to save money downstream in health and criminal justice systems, but unless funding can be levered in from these services the burden of funding what could be very long-term support, and the burden of bringing in new clients, will need to be borne by the City and the County. The size and sustainability of the

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<sup>2</sup> Using Housing First in Integrated Homelessness Strategies: A Review of the Evidence

current and any future programme is therefore a question that needs to be settled sooner rather than later.

### 3. HF2 and new build

It has already been noted that HF support workers and City Homes housing officers alike agree that new build sites are not suitable for HF clients. The [observations of support workers](#) are the more trenchantly expressed, and require some further substantiation, but both groups of officers agree that adding an HF presence to the mix as new communities seek to establish themselves can add discomfort and anxiety to what is an exciting but also often a fraught and sometimes challenging experience for allcomers, HF clients included.

Most, if not all, of the proposed HF element on new build sites will be HF2 – meaning that at least two HF clients will be housed on any site – and this has fuelled further officer concern. It has already been noted that some HF support workers are sceptical about the benefits of having a resident good neighbour, but City Homes officers' concerns are of a different kind, largely centred on the suitability of particular sites. The Ironworks site on Mill Road has been flagged as a site that may not be suitable for HF tenants, largely due to pre-existing street-based antisocial behaviour in the Mill Road area.

Looking now at HF2 in general, research for this report involved a discussion with one of the existing two HF2 'good neighbours' and that officer's manager. This raised the following issues for further consideration:

- The contracted time (five hours a week) allotted to the role was frequently exceeded.
- There are no clear boundaries to the good neighbour role and no obvious way that boundaries could be established. The good neighbour was frequently expected by HF tenants and neighbours alike, to act as the representative of, or spokesperson for, the Council.
- There was no agreed means to cover times when the good neighbour was at work in their main job, or on leave, or otherwise absent from the site.
- With up to eight good neighbours envisaged under the current programme, the burden of administration on the managing officer had not been taken sufficient account of. It was noted that even though their working hours were few, officers needed to be performance appraised, met with, have sick and holiday leave agreed and be trained in the same way as a full time staff member.

## 6. Summary

With the wealth of national and international evidence showing that Housing First can make a real difference to the lives of homeless people who have otherwise failed, and been failed, multiple times, it is essential for any local authority to have an HF element as part of an integrated homelessness service.

The question arises: Is the present HF scheme in Cambridge properly integrated into the network of services that exist within the city? This is something this initial review cannot definitively answer, but the research that has informed it has suggested the question needs be explored. As we have seen, a decision was made early in the HF programme to have the new service attach itself managerially and operationally to the existing Counting Every Adult (CEA) programme established within Cambridgeshire County Council. There were sound reasons for this decision as the CEA has long experience of working with a similar client group to the HF group.

However, this operational distance from other City homelessness services may not always work to the service's advantage or to the advantage of those other services. While, as some of the case studies show, the HF service does work with other agencies, and sometimes works well with them, there are indications that this could be improved upon. One suggested area for further examination is whether there might be benefit achieved through an improved common assessment process for all high-needs rough sleepers leading to one of several accommodation options, of which HF would be one. Common assessment could still include a strong element of client choice, and could perhaps even improve on that area. Common assessment would have the potential to enable better service planning, better use of the expanded range of accommodation available for rough sleepers, and also help ensure that the Cambridge HF project is more accountable to the wider homelessness service than at present. It would also act as a valuable counterweight to a view evident across the HF movement, and deriving from its ideological underpinnings, that HF should only be judged on its own terms. It is important that the effectiveness of HF, as an expensive service, is assessed more objectively than this.

This leads to the suggestion – again to be explored further – that the Cambridge City element of HF might be brought into being directly managed within the City Council or incorporated within the Streets to Home service.

In closing, it is important to state that the local HF service impresses by the quality and dedication of the officers it employs. Proponents of HF may claim that the system functions as a whole and its various elements cannot be disaggregated. However, the commitment of HF support workers is surely of note, and this review is very happy so to note it, and give thanks to the officers involved.

## Summary of recommendations for further examination

- Does Housing First (HF) provide a demonstrably better solution for long-term rough sleepers than other approaches.
- If HF can be shown to be more successful, can it be said what elements of the HF approach make the difference, and can these elements be duplicated in other non-HF services.
- Should an effort be made to gain a supply of HF homes from the private-rented sector.
- Does HF2 (as described in the report) make a measurably better impact on tenancy sustainment and, if not, should HF2 be continued.
- Should there be no further HF units on new-build sites.
- Should HF in Cambridge be better integrated into the local system, becoming one possible solution in a range of accommodation options accessed through a common assessment tool.
- Subject to agreement with County Council partners, should the Cambridge HF service be taken in-house by Cambridge City Council or alternatively be integrated into the Streets to Home service.

## Appendix 1: Eligibility criteria and referral

### Eligibility criteria

Adult /over the age of 18	<input type="checkbox"/>
Locally connected at the point of referral	<input type="checkbox"/>
Has a history of long-term rough sleeping/homelessness	<input type="checkbox"/>
Eligible for single persons rate of HB	<input type="checkbox"/>
Unable to navigate current homeless, housing pathways	<input type="checkbox"/>
Willingness to maintain a tenancy	<input type="checkbox"/>
Has multiple needs and fall into 3 or more of the following categories:	
• Poor mental health	<input type="checkbox"/>
• A learning disability	<input type="checkbox"/>
• Problematic drug and/or alcohol use	<input type="checkbox"/>
• Poor physical health, including physical disability	<input type="checkbox"/>
• High rates of experience of contact with the criminal justice system	<input type="checkbox"/>
• Poor social supports i.e. lacks friendships, partner, contact with family	<input type="checkbox"/>
• Exhibits challenging behaviour	<input type="checkbox"/>
• Experience of Domestic Abuse (DA) / Violence Against Women and Girls (VAWG)	<input type="checkbox"/>
<b>Reason for referral</b> Please use this space to evidence how the client meets the eligibility criteria: <ul style="list-style-type: none"> <li>• Include housing history (minimum 5 years) as bullet points with dates</li> <li>• Show how all other pathways have been tried before and why these failed (if known)</li> <li>• Detail the person's multiple needs and how these impacted on previous accommodation</li> </ul>	

## Appendix 2

### HF Support worker responses

#### Does HF work?

- “YES. Success is measured on an individual level, not on a wider social measure of what society views to be success. The service is not time limited, which allows for mistakes, changes of mind and learning that is led by the individuals being supported. It’s not easy, Working alongside the HFEN and allowing open conversation around behaviour and support to effect change can be a rocky transition and takes time. It’s a hard process and managing a tenancy is harder than people initially think”.
- “Yes, the principle advantage is the trust that's built up over time to form a relationship that allows meaningful progress to be made in a client's life”.
- “Yes - strengths based approach where housing is separated from other services - positive engagement approach”.
- “Yes. A big advantage for me is no end date to the support offered and lower caseloads, meaning more scope to build trusting relationships and ultimately positives outcomes”.
- “Yes, because time is spent to build rapport and trust with a client. The relationship between worker and client is key to successful outcomes. The client knows that if the accommodation does not work for whatever reason they will not lose their worker. Instead their worker will support them to find alternative accommodation that better meets their needs. This is unique to HF. With traditional services if a client loses accommodation then they lose their worker and start again”.
- “Yes, with the consistent asset support has had a positive effect on our clients. I have seen a marked improvement with their stability, engagement, recovery, Mental health and their own self-worth as well. Coming from Street Outreach I have at one time or another been involved with most clients support and have seen some of these clients continually go round the homeless path way, only being able to remain in the hostel environment for a few weeks at a time before falling out and becoming street homeless again. This continuous loop that many of our homeless community fall into is so detrimental to their mental health and their self-worth. Clients that I have met on the street that have been so chaotic and trapped in that cycle that I would have not envisioned to be able to have and maintain a tenancy are now in established tenancy, through the support that HF provides”.

- “HF is not the magic wand, the process is hard and managing a tenancy is hard. It requires a person to want to manage the tenancy and for this to be of value to them. The lack of time frame and working from rough sleeping through to the meaningful activity / improving social assets is unique, more than just tenancy sustainment”.
- “Having worked in Hostels for 7 years prior to working for HF it was clearly evident that the Hostel System of reward for good behaviour does not work. Hostels are set up to focus on an individual’s weaknesses and not their strengths and can be punitive in their approach. HF benefits include a bespoke wraparound support package co-produced with the client utilising a strength-based approach. Support for as long as the individual requires it with no end date. Working to reduce/minimise harm from substance misuse and associated behaviour is far better than expecting a multi disadvantaged complex needs vulnerable adult to stop using substances in order to receive support and housing”.

### HF on newbuild sites

- “In my experience, people have judged our clients on appearance. When you are housing vulnerable or chaotic people in areas where people have paid hundreds of thousands of pounds for their house, they seem to think they have a right to judge whom their neighbours should be. This is a really negative way for our clients to begin their tenancy”.
- “My personal view is that when a new community is establishing itself it is much harder for our clients to blend in. Residents living in these developments often have not experienced living around people from a working class background or grown up on estates where there are individuals who are known to be problematic. Many residents are young couples or families who are moving into their starter homes having rented and have a high expectation of their environment and the behaviour of their neighbours. Having said that I worked with a client who was in Anstey Way and then asked to move as it didn't suit his needs. We moved him to an established community in Fen Ditton and due to his problematic behaviour and impact on neighbours due to his drinking that did not work either. He relinquished his tenancy and after 4 failed tenancies through CEA and HF and a failed attempt to move him out of county he is back living in the woods which is his choice. I mention this as HF clearly doesn't work for everyone who experience multiple disadvantage. Although they do not have to address their addiction issues unless they want to if these issues lead to ASB then eventually this will lead to loss of accommodation, as it would in hotels and supported living - it's just this process usually takes a lot longer. The other issue we have learnt from HF2 is that putting two clients in close proximity with each other invariably means they know each other and



very quickly will associate with each other on some level. This might be borrowing money and alcohol, buying drugs (although no hard evidence of this) and having other members of the streetlife community visiting and adding to the mix. I think if the council insist on continuing to use new builds such as Timberworks they should just have one client with a worker visiting them, and no good neighbour. As the number of clients of HF2 and good neighbours has been so low 7 (5 in Wilson Court, 2 in Ventress Close), 2 good neighbours it is hard to draw conclusions but overall I think the additional cost of employing a good neighbour and putting clients together is questionable”.

- “There is a largely misconception regarding the type of people we support with the general public and unfortunately have a strong unconscious and more unfortunately conscious bias towards our client group. Especially around MH and recovery. Placing one of our clients in a new build with a new unestablished community can make them very visible to others tenants and home owners in that new build. This can easily become a scapegoat for any ASB or other negative experiences within the new build. I am currently dealing with this exact issue with one of my clients and it is having a negative impact on my client regardless of the massive improvements this client has achieved. Is continually making and progressing forward maintaining their tenancy above HF expectation and joint services as well. This could potentially risk their tenancy or risk them going backwards in their journey towards a better life. Placing clients in more establish communities that are not the majority are first time professional home owners, but a more diverse community that has established council and social association would make our clients less visible, would have a much higher chance of being accepted and taken in by the community. which can only have a positive impact for our clients”.
- “I think maybe one person in a site that is new build, if they want it and all the difficulties have been explained. HF modelling, TRUE pure HF modelling, the location and style of the accommodation is chosen by the person being supported. We are meant to go with what the person being supported wants, not focused on where there is availability at the time it comes up. This is back to front. Ventress in particular shows how the people coming through may also have issues that are not always indefinable at Home-Link application process”.
- “The dynamics of a new build are very different to that of an established property. Some residents have high expectations and may be in their first tenancy paying premium rent for their property and feel and do not make our clients feel welcome. Our clients can often be singled out and have in cases felt bullied by other residents. The HF2 Model does not give freedom of choice when looking for a mutually suitable property which is not true to HF Principles”.

## Is the Cambridge scheme properly HF?

- “I think HF1 is faithful as worker's caseload has been limited to 6-7 clients which allows the time to build up a relationship, keep going back when clients miss appointments, and time to do meaningful activities such as attend football matches, visit family, go fishing. Although HF2 has its merits I don't think it is less faithful to principles. The original model of having two clients living next to each other and a good neighbour living next door with a shared living space has been watered down for pragmatic reasons. From everything I have read and speaking to workers during training from other HF services in the UK clients placed in dispersed tenancies has the highest chance of succeeding as they can make a conscious effort to break links with previous associates and the problems they bring”.
- I strongly believe that any deviation from the HF principles and the framework that is proven to have the highest positive impact, is not effective. This has been made evident when other local authorities have taken part HF principles and added on their own spin, has not worked. Also my clients have voiced their negative experienced and the negative impact of two clients being placed close together. Cambridge city is a very small city with lots of very small tight knit communities within it, this is no different for the homeless community. Placing two know people together with complex needs would likely impact their progression especially with recovery, harm minimisation and ASB, If one falls of the wagon then the other is likely to as well. Also they become a much more visible target for county lines who actively target our clients and will continuously attempt to gain access and control their tenancy, for their own gains. I think there is a lot of confusion with what a "good neighbour" role actually is both from the clients and other professional services and what their role and what service they provide”.
- “Picking cases up from CEA is not true HF. HF staff are meant to create a trusted relationship with a person and do the pre-tenancy work. Picking cases up from previous failed attempts of other services does not mean HF is going to work. HF has to have the buy in from the person being supported. It has to be explained properly and the principles stuck to. Even then it does not always mean a person will end up in a tenancy, the process may make a person realise that in fact they value where they are (BH at TVP) and that are not ready for a tenancy, or that they are placed back in Willow Walk from a tenancy because the person behaviour has not changed and is not congruent with what they are saying they want. Insuring people do not return to RS is imperative and HF CB have insured that”.
- “Not if our clients are being placed into HF2, Clients should source their homes through choice based lettings”.

## Appendix 3: Case studies

### Case Study 1: “Charles”

Charles is a 55-year-old gentleman who has lived in Cambridge all his life. He grew up near the Abbey Pool and had a happy childhood spent swimming and playing football all the time.

He went to Netherhall school and after school worked for many years as a long distance removal driver helping people to relocate to Europe.

Charles has been married twice and it was while with his 2nd wife that he developed a Heroin addiction. Charles has a 13-year-old son who now lives with his sister-in-law.

Charles says he has been in and out of hostels for about 20 years. About 15 years ago Charles suffered a serious head injury due to an unprovoked attack which has left him with PTSD. Charles struggles to trust people and avoids going out or being in crowds.

Last year while Charles was rough sleeping and begging he developed a leg infection due to his IV drug use. After 5 weeks in Addenbrookes he was discharged into temporary accommodation and picked up by the Housing First team as long term rough sleeper.

Charles was referred to Housing First through the Street Outreach Team who had got to know Charles while he was rough sleeping. Charles was on his own and did not associate with other members of the street life community unless to score drugs. He was very reluctant to accept help but eventually he did. During this the Street Outreach Team encouraged him to get scripted and were then involved in facilitating the hospital admission.

A Housing First Enhanced Navigator introduced himself to Charles after he had been discharged from hospital into temporary accommodation. The Navigator explained that Housing First may be a service suitable for someone of Charles's experience and background and suggested meeting once a week for a chat. Charles was hesitant at first to meet and initially was often out or did not answer his door. Over six months Charles and the Navigator got to know each other, and the Navigator supported him with getting his flat furnished from Emmaus and other grants as well as applying for a bus pass and helping Charles to budget.

When a Housing First property became available the Navigator presented Charles's case to the Senior Officer Review Panel (SORP) to be considered for a flat in a new development

with a neighbourhood support person living close by. At the same time Charles's Housing Officer wrote to him explaining that a decision had been made that he was not in priority need and therefore would lose his temporary accommodation at the end of March. Luckily for Charles the SORP accepted his application and Charles moved into his new flat at the beginning of April 2021.

The Navigator supported Charles to move all his belongings to his new home and clean the temporary accommodation he was staying in. Once in his new home Charles was supported to make a claim to pay for his rent through Universal Credit and get set up for all his utilities. Once settled Charles expressed an interest in addressing a long standing debt with a housing association. His Navigator contacted CAB and over the next few weeks helped Charles apply for credit scores and get statements to see if was eligible for a Debt Relief Order to clear his debt. Charles has very poor budgeting skills and was unable to evidence exactly what his money was being spent on so eventually the CAB were unable to continue with the process.

Charles said nearly losing his leg was a wake-up call and he was determined to stay clean. Charles has had one relapse since but continues to work hard to maintain his tenancy. He says he loves the peace and quiet of where he is living and has plans to write a children's book. Charles's dad lives nearby and is poor health. Charles has reconnected with him and visits and helps him most days.

Charles is a sports fanatic and watches football, golf, tennis, cycling, snooker and horse racing whenever it is on. Charles and his Navigator have been to see Cambridge Utd play at home and have met to play golf and pool on several occasions.

During a recent conversation between Charles and Jayne from SUN Network Charles said the following:

When you go to the doctors or any organisation you have to go through your history all over again.

They said I was 'Intentionally homeless! They are quick to stick that label on you.

People are all different, they are all moving around the various provisions and hostels, trying to find the right person to support them, someone you connect with and can work with you. Not everyone is going to get on with everyone.

What stresses me out most about going through a hard patch is the worry of whether I might be tempted to self-medicate.

Having one person that helps me with housing and connects me to other organisations is perfect. I can't put it into words how good they are. I also talk to them after I have a wobble which is helpful.

Ten months on Charles continues to maintain his tenancy and still meets regularly with his Navigator. Following a misunderstanding with his script a few months ago Charles made the decision to come off Methadone completely against the advice of his Drug Worker. His Navigator supported Charles during the next 6-8 weeks with food parcels and other support as he rarely felt well enough to leave his flat. Charles has now come through this and is very proud to be substance free. He was suffering from knee pain following the leg operation but has now been prescribed pain relief and states he is feeling the best he has in a long time. Charles will continue to experience challenges but with a stable home he is now much better equipped to face these head on.

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## **Case Study 2: "Peter"**

Peter is a 43-year-old client who has struggled with alcohol and substance misuse since he was a teenager. Peter is currently scripted for methadone and alcohol dependent. He is motivated to become clean of methadone and alcohol and is starting with alcohol. He is going through the process of getting a residential detox and rehab and has kept drink diaries and reduced his alcohol intake to about 20 units a day. Once dry Peter would then like to gradually come off the methadone. Peter smokes cannabis daily which he does not wish to quit.

Peter became involved in drugs as a teenager after he was asked to leave the family home aged 12. He moved in with a friend whose family was involved in dealing and other criminality and became involved himself. During time spent in a young offender's unit following sentencing for involvement in drug dealing Peter experienced abuse and this trauma led to his own drug use escalating into using heroin. Peter states he has PTSD, OCD, depression, and anxiety and believes that cannabis helps with these conditions.

Peter was married in his 20's and ran a gardening and cleaning business with his wife, which also employed staff. Peter states this was a good time in his life, and he was able to get a house with his wife and have a daughter with her. When she left him, he lost the house and then experienced about 20 years of rough sleeping and staying in accommodation provided for rough sleepers, such as Jimmy's, The Victoria Project and 451 Newmarket Road. However, he would always lose his bed as he found the rules difficult to abide by and finds being around others from the street life community problematic.

Peter previously had a tenancy through a housing association, which he lost during his last time in prison. People he met in prison moved in and took it over while he was still in prison and he run up rent arrears of £3125 during this time, mainly because Housing Benefit hadn't been applied for.

In the summer of 2021 Peter was rough sleeping on the outskirts of Cambridge. Street Outreach made referrals to 451 and Housing First. He secured a place at 451 and a Housing First Enhanced Navigator started working with him in September. Peter lost his bed at 451 in December and was transferred to Master's House (Covid-19 accommodation) where the Navigator continued to visit him. When that closed, he moved to Jimmy's and the Navigator met him there until a suitable tenancy became available. Peter moved into a Housing First tenancy on 18 October 2021. The property is owned by Chorus Homes and the tenancy is managed by Cyrenians.

Peter states that because of his traumatic experiences as a teenager he struggles to trust men and prefers to work with women. However, over time we got to know each other, and he has learnt to trust that I have his best interests at heart.

Since moving in Peter has settled well and states that he loves his new home. Peter meets a Cyrenians worker every two weeks who supports him to manage the bills. His Navigator meets Peter at least once a week. During this time he has supported him to furnish his flat and he keeps it very clean and tidy. Peter struggles with his feelings and benefits from being listened to, sometimes he prefers to do this at the local café.

Peter has two good friends which he sees most days and spends a lot of time with them fishing on the river. Both friends have had similar backgrounds and they support each other, while avoiding old associates from the street life community.

Peter continues to face challenges and often feels targeted by the neighbours who see him as 'different'. Peter is now enjoying cooking and eating well and because of being in settled accommodation his drinking and drug use has reduced. Peter is optimistic about his future and has ambitions to reconnect with his daughter once he is sober and clean and is interested in joining the Housing First fishing group.

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### **Case Study 3: "Ron"**

Ron is a 56-year-old multi-disadvantaged vulnerable adult with a 40-year history of substance misuse and homelessness. Ron was placed into care at an early age. Ron was

subsequently sexually abused whilst being in care. Ron started abusing substances and alcohol to block out early childhood trauma. In his mid-teens Ron was using Heroin, was alcohol dependent, rough sleeping and had served time in custody. Ron has been in a relationship and has children however he has had no contact with them for over 20 years. Ron also struggles with his sexual identity and say this had a profound effect when trying to form relationships with either sex.

Ron has unsuccessfully accessed all the Homeless Accommodation Hostels in Cambridge before having his own tenancy, unfortunately due to Ron's vulnerability his flat was taken over by drug dealers and he was forced to abandon his home. Ron was then found to be intentionally homeless and returned to a street-based lifestyle and rough sleeping. This continued lifestyle has ultimately taken its toll on Ron's health and in 2018 he was given a life expectancy of 10 years due to Pulmonary Hypertension.

Ron began accessing rough sleeper accommodation and in 2017 returned to Willow Walk Hostel, however behavioural issues and addiction resulted in Ron being evicted in 2021. Ron was then referred to Temporary Accommodation and later referred to Housing First. Initial pre tenancy engagement started, and Ron appeared very eager to access accommodation through Housing First. Ron was invited to view a property which he accepted in September 2021.

Initially Ron's tenancy started well, and he appeared to have a good relationship with his neighbours and Ron continued to engage well with Housing First. Ron mentioned he was struggling with loneliness and was encouraged to attend meaningful activities and although he genuinely seemed interested his addiction came first. Ron started to invite members of the street life community back to his home to relieve his boredom and feeling of isolation, within a few weeks Ron was struggling to turn people away from his home. Ron's neighbours started to report incidents of anti-social behaviour and drug dealing from his home, a known sex worker was also frequenting his home and reports of prostitution had been reported to his landlord and the Police.

Ron denied all allegations against him and tried to counter complain that his neighbours had it in for him from the start and they had conspired to get him evicted. Eventually Ron was informed he would be facing eviction if the behaviour continued however, he failed to make any changes. Ron's landlord informed Housing First that he would now be facing eviction. Ron decided to relinquish his tenancy and was referred to rough sleeper accommodation.

Housing First contacted Crossways the winter provision for rough sleepers, who agreed to offer Ron a temporary bed. This was on the understanding that the bed was temporary until more permanent supported accommodation could be found. Ron's indicated that ideally, he

would like to return to Willow Walk. Ron's Navigator was able to arrange this, and Ron eventually moved from Crossways to Willow Walk.

Ron's landlord commended the Housing First team on how they had handled the situation and have since offered another property for another client. Although the placement failed on this occasion it was a good learning exercise for the team, demonstrating that a client needs to be at a stage where they are genuinely ready and willing to take on the responsibility of a tenancy and make the necessary changes to make this a success. Ron has also had time to reflect that although it was what he thought he wanted he was not ready for his own place yet but might be in the future. He has acknowledged his vulnerability from others who impacted on his tenancy and the need for future accommodation options to take this in to account.

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#### **Case Study 4: "Sam"**

Sam is a 42-year-old multi-disadvantaged vulnerable adult, with a 10-year history of substance misuse and homelessness in Cambridge. Sam suffers with a genetic condition where he gets kidney stones and was prescribed opiate based painkillers as a teen. Sam became addicted to these and when his GP stopped his medication, he sought an alternative which was heroin. Sam is also alcohol dependant. Sam has a son whom he has no contact with which is quite traumatic for him to think about. One of the side effects of the opiate addiction is that while using this drug Sam does not think about this situation that causes him so much emotional distress.

Sam has unsuccessfully accessed most of the Homeless Accommodation Hostels in Cambridge and spent a long period of time sofa surfing at a good friend of his. He had never maintained hostel supported accommodation as he did not 'engage' with the support that was offered so would lose his room or simply abandon. Whilst he was staying there with his friend the flat got taken over by county lines dealers and his good friend was arrested and remanded. During this time Sam had been supported by Housing First as a 'secondary' client as Housing First were supporting his good friend. A secondary client is a person who is a friend or 'significant other' of the client that is supported by Housing First and is important in their network. They might frequently stay or visit them, and it can impact on the client's tenancy. When his friend was remanded, we picked Sam up as a full client to support him out of the tenancy. In doing this we liaised with the City Council Anti-Social Behaviour (ASB) team and the Housing officer to explain to Sam what actions would be taken if the ASB continued.



Housing First worked with Sam to help him understand the impact his behaviour was having on his friend's tenancy and the impact his and associates' behaviours was having on the wider community. Through explanation, discussion and persistence Housing First and Sam broke down some fears around re-accessing the Homeless pathway which he had not access for 3 years. Sam was also at a point where he was ready to accept help and his engagement improved drastically. Due to the ASB surrounding the flat, it was important for Sam's friends' sake that we moved Sam out. Through dialogue and physical support Sam agreed to go to Crossways, the winter provision and settled in well. From his positive experience at Crossways, he agreed to a move to Jimmy's when the provision ended. The conversations his Navigator had with Sam was that he was really keen to access one of the modular homes.

Sam's Navigator completed a referral with Sam for the modular homes and submitted it. Sam was successful and has been offered a modular home, due to move in by the end of June. Sam will continue to be supported by Housing First until he has moved into the modular home, where the support on offer there will take the lead. Sam and his Navigator will continue the work with ID, bank account, benefits and Home-Link.

Whilst Sam has not accessed a Housing First tenancy, the work with him has helped identify a pathway that might work for him and break the 10 year cycle of homelessness. It has also helped Sam to integrate in to services that he had previously felt unable to. It has meant his friend continues to live in a Housing First tenancy.

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## Item

### REPORT ON NEW COUNCIL HOUSING AT FANSHAWE ROAD



#### To:

Councillor Gerri Bird, Executive Councillor for Housing

**Report by:** Benedict Binns, Senior Development Manager Housing Development Agency

Tel: 01223 – 457924 Email: [ben.binns@cambridge.gov.uk](mailto:ben.binns@cambridge.gov.uk)

Wards affected: Coleridge

## Key Decision

### 1 Executive Summary

- 1.1 This report seeks budget and approval to proceed with the redevelopment of Fanshawe Road flats, adjacent houses, and garages to provide 93 new highly sustainable, affordable homes on the site, with enhanced open space, as well as improvements to the community pavilion on neighbouring Coleridge recreation ground.
- 1.2 Fanshawe Road sits in the Coleridge Ward in the southeast of Cambridge. The site is currently residential use consisting of 33 dwellings in the form of three small flat blocks of 3 storey, 2 adjacent houses and 39 garages. 10 are leasehold and the remaining 22 are council tenants with one house is currently in use as temporary accommodation. The unit mix is 5 no. 1bed flats, 26 no. 2bed flats, 1 no. 2 bed house and 1 no. 3 bed house.
- 1.3 The site has been identified for redevelopment due to future maintenance costs, its poor environmental performance, and the site's potential to support the Council's housing programme.
- 1.4 This report seeks approval to draw down from the budget earmarked for the delivery of new homes, a capital budget of £27.9 million for the scheme, based on the indicative capacity study which has been undertaken for the site and the outline appraisals referenced in this report, and for the delivery route to be adopted.

It is recommended that the development is delivered as 100% affordable housing (option a) subject to grant.

- 1.5 Due to uncertainties in grant funding, there will be a need for flexibility to ensure delivery and to manage the risks. An option b is proposed as an alternative delivery route. This option would deliver 44 (approx. 47%) affordable homes for affordable rent and 49 (53%) market homes for private sale, still providing a net increase of 22 affordable rented units. Having this alternative option means development works can progress whilst grant is negotiated and helps manage the risks to the investment.
- 1.6 A resident engagement meeting was held at Fanshawe on May 25<sup>th</sup> to inform residents that there will be a report to HSC seeking approval for redevelopment, to explain their rights as a tenant and leaseholder and to get their feedback. Approximately 40 people attended, and all were asked to fill in a questionnaire about the proposed redevelopment. To date, 11 questionnaires were returned with 72% in favour of redevelopment.
- 1.7 The scheme is indicative and subject to further review, public consultations, and pre-application planning consultation.

## 2 Recommendations

The Executive Councillor is recommended to:

- 2.1 Approve that the scheme be brought forward and included in the Housing Capital Programme, with an indicative capital budget of **£27,937,291.53** to cover all site assembly, construction costs, professional fees and further associated fees, to deliver a 100% affordable housing scheme which meets the identified need in Cambridge City. Budget will be drawn down from the sum already ear-marked and approved for investment in new homes.
- 2.2 Authorise the Strategic Director in consultation with the Executive Councillor for housing to approve variations to the scheme including the number of units and mix of property types, sizes and tenure as outlined in this report.
- 2.3 Authorise the Strategic Director in consultation with the Executive Councillor for housing to adopt option b; to deliver a minimum of 44 (approx. 47%) affordable homes for Council rent and the balance as market homes for private sale, should grant not be available once the scheme is at a deliverable point, subject to continued financial viability.

- 2.4 Approve that delegated authority be given to the Executive Councillor for Housing in conjunction with the Strategic Director to enable the site to be developed through Cambridge Investment Partnership (CIP) subject to a value for money assessment to be carried out on behalf of the Council.
- 2.5 Delegate authority to the Strategic Director to commence Compulsory Purchase Order (CPO) proceedings on leasehold properties to be demolished to enable the development, should these be required.
- 2.6 Delegate authority to the Strategic Director to serve initial Demolition Notices under the Housing Act 1985.
- 2.7 Delegate Authority to the Head of Housing to amend the local lettings plan for Cromwell Road to allow for the proposed decant from Fanshawe Road to be accommodated.

### **3 Background**

- 3.1 This Development opportunity addresses all the Council's key Corporate Priorities for 2022-27:

- 3.1.1 Priority 1 - Leading Cambridge's response to the climate change and biodiversity emergencies**

This proposal is to replace inefficient existing homes with highly sustainable, low energy homes. The new homes will provide overheating management and reduced water consumption, as well as being low carbon and gas free. A minimum of 20% biodiversity net gain will also be targeted across the site.

- 3.1.2 Priority 2 - Tackling poverty and inequality and helping people in the greatest need**

An increase in new council homes will benefit low-income residents across the city. The sustainability standard should mean increased energy efficiency will help to reduced energy consumption within these homes and therefore energy bills are expected to be lower for residents.

- 3.1.3 Priority 3 - Building a new generation of council and affordable homes and reducing homelessness**

There is a recognised need for more council housing across the city. As of December 2021, there were 1,920 households in need of affordable homes across the city; progressing this scheme will help in meeting the needs of those on the waiting list.

- 3.1.4 Priority 4: Modernising the council to lead a greener city that is fair for all**

A target of 20% biodiversity net gain will contribute towards this. Increased diversity of planting such as wildflower meadows and different species of trees will be explored as part of the landscaping. Green roofs, bird boxes, bat boxes and insect hotels are also likely to be included.

In addition to this, modern methods of heating and cooling will be included, such as mechanical ventilation and heat recovery, underfloor heating, triple glazed windows, extra thick wall cavities.

Further innovation and future proofing will also include electric vehicle chargers and consideration of underground 'iceberg' bins. Promotion of sustainable methods of transport such as cycling, walking and car sharing will also be a key aspect of this development.

3.2 This development also meets the objectives of:

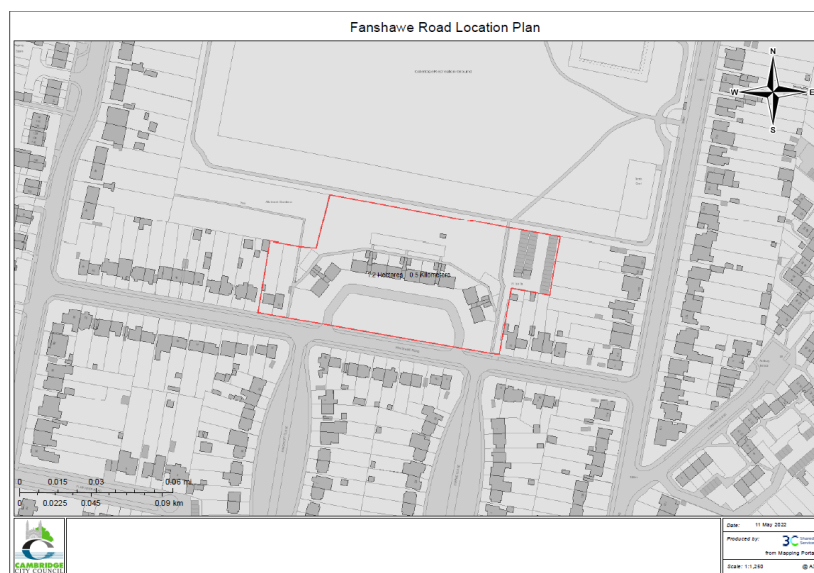
3.2.1 The Greater Cambridge Housing Strategy 2019-23: Building the right homes in the right places that people need and can afford to live in; enabling people to live settled lives; and building strong partnerships

3.2.2 The Council's Homelessness & Rough Sleeping Strategy 2021-26

3.3 The Site

3.3.1 12-34 Fanshawe Road is situated to the Southeast of Cambridge City Centre. Fanshawe Road is part of the circa 1950's post war housing development. This land had historically been acquired by Jesus College, probably during the enclosures of the early nineteenth century, and transferred to the borough of Cambridge around 1910. Like many other cities during the inter-war period, Cambridge was expanding fast and there was an urgent need for new housing.

3.3.2 The new roads were named after prominent historical figures connected to Jesus College – Davy, Fanshawe, Corrie. On Fanshawe Road, 32 no. two-bedroom flats were built, arranged in three blocks, each of three storeys, around a central green. Similar blocks were built in Davy Road.



- 3.3.3 The development site is approximately 1.23 hectares in size. It consists of 32 dwellings in the form of three small flat blocks of 3 storey, 2 adjacent houses to the west, and 39 garages. Of the 32 households, 10 are leasehold and the remainder 22 are occupied by council tenants. The current unit mix is as follows:

Unit Type	Number
1B2P Flat	5
2B3P Flat	26
2B4P House	1
3B5P House	1
Total	33

- 3.3.4 The site has been identified for redevelopment due to future maintenance costs, its poor environmental performance, and the site's potential to support the Council's housing programme.
- 3.3.5 The houses were built in 1952 and the flats were built directly adjacent to Coleridge Recreation ground in 1954. As part of this scheme there is an opportunity to redevelop the pavilion on the rec to provide which will provide further benefit to the community immediately surrounding Fanshawe. There is also an opportunity to enhance the poorly designed link between Fanshawe and the recreation park.

#### 3.4 Condition of flats

- 3.4.1 The three flat blocks at Fanshawe Road are all the same design and appear to be in fair condition. The Easiform Type 2 Pre-Cast Reinforced non-traditional structure has not been designated 'Defective' under the Housing Defects Act 1984 (Part XVI Housing Act 1985); however, the common inherent defect of all Pre-Cast Reinforced (PRC) structures is carbonation of the concrete, which can lead to component failure. Structural movement/cracking is evident to the external wall of the inset balconies above the rear access door(s).
- 3.4.2 Some asbestos containing materials have been identified and associated works are required to repair and seal these materials.
- 3.4.3 Over the last five years the Council has spent £115k on non-routine repairs to the residential blocks. Further structural works were planned but these have been put on hold.
- 3.4.4 Estimated future maintenance costs at Fanshawe Road as of January 2021(not including any retrofit)

	Estimated cost of work	Fees	Contingency	Total
Fanshawe	£210,000	£40,000	£20,000	£270,000

12-14b				
16-26b				
28-30b				

### 3.5 Garages and Access

3.5.1 The garage block has no significant problems identified. However, older garages such as those within this block, tend to be small when compared with the average modern car and are therefore not commonly used for their original intended purpose. They are mostly used for storage. ~50% of the garages are currently let to residents with an address in the Coleridge ward.

3.5.2 Adjacent to the garage block are an existing electrical substation as well as rear access to 8 Fanshawe Road, which is a historically licenced access. Access to both is proposed to be retained.

3.5.3 Access to Coleridge rec from Fanshawe Road runs in between the garage block and the flats. This would be retained and enhanced as part of the proposed development.

### 3.6 Protected Open Space

3.6.1 There is currently a drying area behind the flats which is protected open space the this is closed off to the public and not well-used. The design proposals include retention of the same amount of open space. However, this will be significantly enhanced in design, layout, and accessibility to provide additional benefit to residents/public in terms of amenity and biodiversity. The access route to Coleridge rec will also be improved as part of this.

### 3.7 Local Housing Need

There is a recognised need for more affordable housing across the city. The table below demonstrates the number of households on the Housing Needs Register as of March 2022. This scheme will help in meeting the needs of those on the register.

Cambridge City	1bed	2 bed	3 bed	4+ bed	Total
	1,178	556	322	85	2,141

3.7.1 The proposed tenure is as follows:

Tenure	Number	Percentage of Total
Social Rent (40%) of median market rent	44	47%
Intermediate Affordable Rent (80% of median market rent)	49	53%

This mix is in alignment with the proposed changes to rent levels as outlined in the Update on New Build Council Housing Delivery Report being submitted to this Committee.



- 3.7.2 There is a specifically identified need for an increase in social rent housing. Given the current economic climate in terms of inflation and cost of living rising significantly in recent months, this would benefit low-income families at a much-needed time. By delivering social rent homes, a significant number of tenants will pay between £20-£50 less per week than affordable rented homes at 60% median market rent including service charges.
- 3.7.3 Homes at full affordable rent, which is 80% of median market rent, will not only help scheme viability but also addresses an identified market gap. Cambridge has a higher-than-average proportion of private rented accommodation, which are of poorer quality than national averages. While there are many good private rental providers in the city, the data is clear that social stock is delivering to a higher standard on average.
- 3.7.4 A detailed affordability analysis conducted by Savills in 2017, suggested a large gap in terms of affordable housing for incomes of around £25-£45k in Cambridge. An affordable rented product offered at an increased 80% market rental would allow the council to target this marginalised demographic which currently falls between products being delivered by Registered Housing Providers and the market.
- 3.7.5 Located in an area of existing housing stock, the development would bring some more units to the area, supporting sustainable communities.

Unit Type	Units
1B2P Flat	48
2B4P Flat	26
2B3P Flat	3
3B5P Flat	4
3B5P House	12
Total	93

### 3.8 Budget and tenure

- 3.8.1 This report seeks approval of a capital budget for the scheme, based on the indicative capacity study which has been undertaken for the site and the outline appraisals referenced in this report, and for the delivery route to be adopted. The design ambition is to deliver the scheme at Passivhaus or equivalent level of sustainability, but at least at a minimum of 35% below 2013 building regulations, and to be gas free.
- 3.8.2 It is recommended that the development is delivered as 100% affordable housing (option a). It is proposed that the rent level to be adopted will deliver 44 Social rent homes, and 49 affordable rented homes to be let at 80% of median market rent. Delivering to a range of housing needs in the City and supporting what is viable and is most likely to attract grant funding.
- 3.8.3 Under this proposal all homes will be owned and managed by Cambridge City Council and let on Cambridge City Council tenancies. The indicative mix of the proposed scheme (see Appendix 2) will provide 93 Council rented homes, with an overall net gain of 61 Council rented homes.
- 3.8.4 Should grant not be available there is an alternative option without grant, option b which based on current costs would deliver would be to deliver 44 (approx. 47%) affordable homes for Council rent and 49 (53%) market homes for private sale. Having this option helps mitigate risk to the Council and allows for the development to progress whilst grant negotiations take place- the L2 Orchard Park example has shown this model to be successful.
- 3.8.5 The scheme is indicative and subject to further review, public consultations, and pre-application planning consultation.
- 3.8.6 The total indicative cost of this development is **£27,937,291.53**. This includes decant, legal, and Section 106 costs, Clerk of Works and Employer's Agent fees and H.D.A project management allowance.
- 3.9 Further surveys and investigations will be undertaken by Cambridge Investment partnership.

### 3.10 Site Options

- 3.10.1 As part of the feasibility study and options analysis work undertaken in assessing the viability of delivering affordable housing on the site two alternative options were considered which are set out below.

	Redevelop	Retain	Retrofit
No. of dwellings	93	32	32
National Guidelines for space standards	✓	✗	✗
Amenity Space – balcony or private garden	✓	✗	✗

Accessibility for wheelchair users	✓	✗	✗
Wheelchair user adapted homes	✓	✗	✗
Security – crime designed out	✓	✗	✗
Heating	Air Source Heat Pump	Gas	Air Source Heat Pump
Energy Bills	Low	High	Low
Ventilation	Mechanical	✗	Mechanical
Bike Storage	✓	✗	✗
EV charging	✓	✗	✗
Water lpd	90	>110	>110
Biodiversity Net gain	+20%	0%	0%
Underground bins	✓	✗	✗
Improvements to car parking, landscaping, and external works	✓	✗	✗
Fire Safety above building regulations	✓	✗	✗

### 3.11 Retain as existing

#### 3.11.1 The current blocks were built circa 1950's and are of traditional brick construction.

The age of these units will lead to the need for further investment and increased on-going maintenance. A programme of works will be required if the scheme does not proceed including remedial works to walkway and, balconies, walls, reinforced concrete, rainwater goods and underground drainage. There is the need for the replacement of the landlord's electrical distribution system and to upgrade the buildings fire safety standards.

#### 3.11.2 Much of the day-to-day repairs and planned replacement where building elements have reached the end of its serviceable life and have H&S implications require immediate attention.

#### 3.11.3 The standards of the existing flat blocks and maisonettes are poor and do not meet the current new build standards in internal space standards, amenity space, accessibility, security, heating, energy bills, ventilation bike storage, EV charging, water conservation, biodiversity, refuse, external landscaping, and fire safety.

#### 3.11.4 Retrofit the estate

3.11.5 To reach equivalent performance standards of Passivhaus to those of the council's new build delivery programme would require the installation of triple-glazed windows and doors, air source heat pumps, additional insulation, mechanical ventilation heat recovery, and solar PV.

3.10.7 The 2021 Feilden and Mawson report to the council on achieving net zero has identified an estimated cost per unit for these installations as £65,000 per unit, or £2,210,000 in total. This figure excludes additional fire safety improvements, external works improvements and decanting costs.

3.11.8 Whilst there would be significant improvements to the energy and carbon performance of the existing flat blocks and maisonettes there will be no improvements in internal space standards, amenity space, accessibility, security, heating, energy bills, ventilation bike storage, EV charging, water conservation, biodiversity, refuse, external landscaping, and fire safety. A significant decanting programme would also be required to move residents out whilst works take place, and back in when complete.

3.11.9 The applicability of these measures (for example additional insulation) is reliant on structural integrity of the buildings and viability of such an improvement route would require validation through detailed surveys.

#### **4 Design and Sustainability**

4.1 Building on the lessons learnt from the Passivhaus pilot schemes, the design ambition is to deliver the scheme at as close to Passivhaus level of sustainability but at least at a minimum of 35% below 2013 building regulations and to be gas free. There are also sustainability targets for water, biodiversity, car park ratios and EV charging which are all significant improvements on the current local plan. This will follow principles of the updated Sustainable Housing Design Guide (SHDG) which was approved at January 2021 HSC.

4.2 The sustainability targets for this site are set out on the matrix below. The scheme is at design stage and the actual performance of the building/detail will be developed over time against this aspiration. There may be financial, viability or technical constraints which will mean the exact targets set out cannot be met; they may also be exceeded. There needs to be the intent for Cambridge Investment Partnership to be focused on design solutions which achieve the carbon emissions reduction, energy bills and annual maintenance costs to these standards.

- 4.3 For this scheme, the orientation of the current layout is designed to maintain and enhance the open space which is considered a key part of the development. A key lesson from the Passivhaus pilot schemes is the importance of the orientation of the building in making Passivhaus certification financially viable therefore it is very likely that it will be difficult to achieve Passivhaus certification without incurring significant increases in costs. The design team will aim to be as close to Passivhaus certification that is financially viable focussing on carbon emissions reduction, lower energy bills and annual maintenance costs.

SHDG Range of Targets		This Development targets
	Local Plan	Passivhaus
Units		93
PHPP kWh/m <sup>2</sup>	65	Up to 28 – as close to Passivhaus certification
Water l/d	110	90
Biodiversity Net gain	10%	20%
Car Parking ratios across schemes	0.7-0.9	0.5 or less
Are there technical constraints?	<b>PHPP:</b> This scheme will aim to deliver as close to Passivhaus certified Flats. These principles have been incorporated from the outset, but it is likely that certification will not be financially viable.	
	<b>Water:</b> The target is 90lppd but the detailed design to deliver this has not yet been developed.	
	<b>Biodiversity:</b> The opportunities for improvement are included and a 20% improvement is being targeted	
	<b>Car Parking:</b> The target is 0.5 or less	
Are there financial constraints	Estimated costs for the programme have included a cost allowance for Passivhaus, but there are technical constraints that make it unlikely to attain Passivhaus certification.	
Recommended Sustainability Target	As close to Passivhaus Certification as financially viable	
Additional measures included to meet Net Zero Carbon in the future	Future proofing - Measures in future are likely to include Solar PV and battery storage	

## 5 Programme

5.1 The indicative programme for the development is as follows:

May-June	2022	Resident consultation events
June	2022	Committee Report on possible redevelopment
September	2022	Pre-App consultation with residents
December	2022	Planning Submission
May	2023	Planning Approval

September	2023	Start on Site
June	2025	Practical Completion

## 5.2 Demolition notices

- 5.2.1 Service of Initial Demolition Notices under the Housing Act 1985 suspends the Right to Buy. Should a tenant make an application to buy their home (a leasehold interest in a flat) they would normally be sold at a discount. To allow the regeneration scheme to progress the council would then have to buy back these properties at market value plus 10% of the owner's interest and a disturbance allowance and none of the discount granted would be repayable. Should many additional homes be sold under the Right to Buy this would add significantly to the costs of the scheme and compromise its financial viability.
- 5.2.2 By serving the Initial Demolition Notice the council sets out its intention to proceed with the regeneration and this removes the obligation to complete Right to Buy sales for a maximum period of 7 years while the notice is in place. At the end of the notice period if the council has not completed the demolition of the property a tenant could ask for compensation arising from not being able to exercise their right to buy.

## 5.3 Tenant Decants

- 5.3.1 Fanshawe Road tenants will be offered first refusal on brand new low energy 1 & 2 bed homes at CIP's Ironworks development Cromwell Road. These homes have been identified as they are in close proximity to Fanshawe Road and there are like-for-like opportunities in terms of unit mix.
- 5.3.2 If tenants wish to move elsewhere then they will be given highest priority on the Council's Homelink housing system, where they can bid for like-for-like Council properties. The Council has dedicated staff to help tenants in the moving process.
- 5.3.3 Tenants will receive £7,100 Home loss payment when they move, in addition to up to £1,250 to cover moving costs or the amount as guided by updates in legislation.

## 5.4 Leaseholder Decants

- 5.4.1 Leaseholders will be offered market rate for their homes plus 10% if they live in the property, or 7.5% if they live elsewhere. The Council has dedicated staff to help leaseholders in the moving process.

## 5.4 Compulsory Purchase Order

- 5.4.1 There are ten leaseholder properties on the scheme. The Council will need to buy back these properties. This will be done through negotiations however if these are unsuccessful the only route available to the Council would be to instigate a CPO.

# 6 Financial Implications

## 6.1 Budget / Funding

6.1.1 The total indicative cost is currently estimated at £27,937,291.53 (In addition to the demolition and construction costs, this includes pre and post statutory planning fees, professional consultant fees, survey and site investigation costs, other associated costs and HDA fees (leaseholder buy-back, home loss and disturbance payments)

6.1.2 It is proposed that the investment will be met from a combination of HRA resources and government funding as below.

This will result in the following mix of funding:

Right to Buy receipts:	£0
Grant Funding:	£5,509,000
HRA resources and borrowing:	£27,937,291.53
<b>Total:</b>	<b>£27,937,291.53</b>

6.1.3 The indicative capital cost to the HRA, subject to grant funding, is expected to be £22,428,291.53

6.1.4 The appraisal assumes that Grant will be secured, and funding bids are proposed to be submitted to Homes England through Continuous Market Engagement. Alternative funding streams will be investigated as these become available. Grant assumptions used in this budget are projected based on discussions with Homes England and grant identified to date, and exact levels which may be agreed are subject to variation.

6.1.5 Due to the uncertainties in receiving grant there will be a need for flexibility to ensure delivery and manage the risk. Should sufficient grant not be identified, then option b would be to deliver 44 (approx. 47%) affordable homes for Council rent via an affordable housing agreement and 49 (53%) market homes for private sale, to be delivered through the Cambridge Investment Partnership. The council is requesting delegated authority allowing the Executive Director in consultation with the Exec Councillor to deliver the scheme with market sales should grant not be available once the scheme is at a deliverable point.

6.1.6 Inability to secure grant funding and a move to a market sale tenure on the scheme will additionally have budgetary implications in respect of SDLT and Section 106 planning contributions, which will need to be quantified and re-appraised in line with the latest market assumptions at the point at which option b may need to be adopted.

## 7 Implications

(a) Staffing Implications

The development scheme will be managed by the Housing Development Agency which will also provide the Council's staffing contribution to the development of the scheme. The scheme will be developed by the Cambridge Investment Partnership (CIP) which is a 50-50 partnership.

(b) Equality and Poverty Implications

A scheme specific EQIA has been completed and is awaiting approval.

(c) Environmental Implications

A scheme specific Climate Change Rating Tool has been completed and is awaiting approval. The overall impact is expected to be Net Low Positive.

(d) Procurement Implications

The package of schemes will be delivered by the Cambridge Investment Partnership (CIP). The report on the New Programme being presented to this meeting of the Housing Scrutiny Committee sets out the proposed approach to delivery of the programme. These schemes will be the first Passivhaus homes the Council will deliver. The Council will both draw on the experience which Hill can bring to CIP of delivering Passivhaus projects and will ensure that the learning is captured. The project will be subject to an independent Value for Money assessment by the Employers Agent for the Council.

(e) Community Safety Implications

The scheme will be built in accordance to Secure by Design guidelines as set out within the City Councils Design Brief.

## **8 Consultation and communication considerations**

- 8.1 There has been communication with residents prior to this report being presented. All tenants and leaseholders were written to, with an offer to meet at a resident engagement meeting that was held on May 25<sup>th</sup> and on an individual basis to explain what the Council is planning to do and what their rights and entitlements are as a Tenant or Leaseholder. These meetings were offered at convenient or flexible times for the occupiers not tied to conventional working hours and followed current Government COVID guidelines



- 8.2 A resident engagement meeting was held at Fanshawe on May 25<sup>th</sup> to inform residents that there will be a report to HSC seeking approval for redevelopment, to explain their rights as a tenant and leaseholder and to get their feedback. Approximately 40 people attended, and all were asked to fill in a questionnaire about the proposed redevelopment. To date, 11 questionnaires were returned with 72% in favour of redevelopment.
- 8.3 Fanshawe Road tenants will be offered first refusal on brand new low energy 1 & 2 bed homes at CIP's Ironworks development Cromwell Road. These homes have been identified as they are in close proximity to Fanshawe Road and there are like-for-like opportunities in terms of unit mix.
- 8.4 There has been consultation with Ward Councillors about the proposals.
- 8.5 Consultation and communication with existing tenants and leaseholders will continue in accordance with the City Council's Home Loss Policy This policy along with National Policy sets out the Council's commitment to those affected by regeneration and the compensation and support available.
- 8.6 The HDA continues to liaise closely with colleagues in City Homes, to ensure timely and accurate information is made available to all parties affected by the proposal.
- 8.7 There will be formal consultation through the planning process

## 9 Risks

- 9.1 Below is a table setting out key risks associated with the project:

Description of risk	Likelihood	Impact	Mitigation
Design Risk – constraints	Med – There is a risk in balancing preserving the open space, height and massing and sustainability. Pavilion design for low cost may cause delays if design not agreed	Delays to planning submission or planning rejected	Regular meetings with LPA, council officers, members, and residents throughout the design process. Consider a simple design option that may not use so much developable area.
Passivhaus – challenging to achieve the accreditation, very stringent requirements	High – Achieving the levels of insulation required is demanding on all elements of the supply chain. Errors can have significant cost and delay implications.	High Reputational risk if not achieved. Higher energy costs for tenants.	Training, draw on Hill experience of Passivhaus pilots to get to as close to passivhaus certification as possible. To employ specialist consultant (Qoda) to make a final decision at pre-planning on the financial viability of certification.

Decant and leaseholder buy-back delays	Med - There is a limited risk on costs against the assessment that has been made; the risk of delay is minimised with the new Regeneration policy	Med – CPO and NOSP's can take time and delay the project.	Officer in place to manage the decant process and to liaise between all relative parties. The Council has a policy in place in relation to home loss. There is a statutory process through a CPO should negotiations not be successful
Cost: Market conditions in the construction industry can also impact on estimated costs.	High- further site investigations could uncover unknown issues; current supply chain issues may mean rising costs continue into the 2023	High-. If costs go beyond approved budget this could lead to delays to start on site and contract negotiations leading to the potential increase in costs.	The HDA will engage an Employers Agent to scrutinise costs. CIP will be tasked in providing information on impact on life-cycle costs.
Grant funding is not successful	Med – Low risk if pre-planning. Med risk if post planning.	High – will require a change of tenure to option b which may mean abortive works, a s73 application post planning, delays to planning application	Option b would be to deliver 44 (approx. 47%) affordable homes for Council rent and 49 (53%) market homes for private sale. Design will be tenure blind from the start allowing for tenure change. Aim for clarity before a planning application.
Planning: The planning application will be subject to the observations of consultees, the assessment of planning officers, and ultimately the decision of the Planning Committee.	Med- current scheme has been through a Pre-application discussions with Planning. There is a need to balance planning policy and views of the local people and ward members.	Med- Potential change in unit mix and reduction in numbers	CIP will continue to be developed in response to the comments received from the pre-application discussions with the LPA which have been carried out. Further discussions will be carried out.

## 10 Background papers

19/42/HSC Approval for CIP scheme delivery routes

21/48/HSC: Report on progress toward HRA estate regeneration programme.

## 11 Appendices

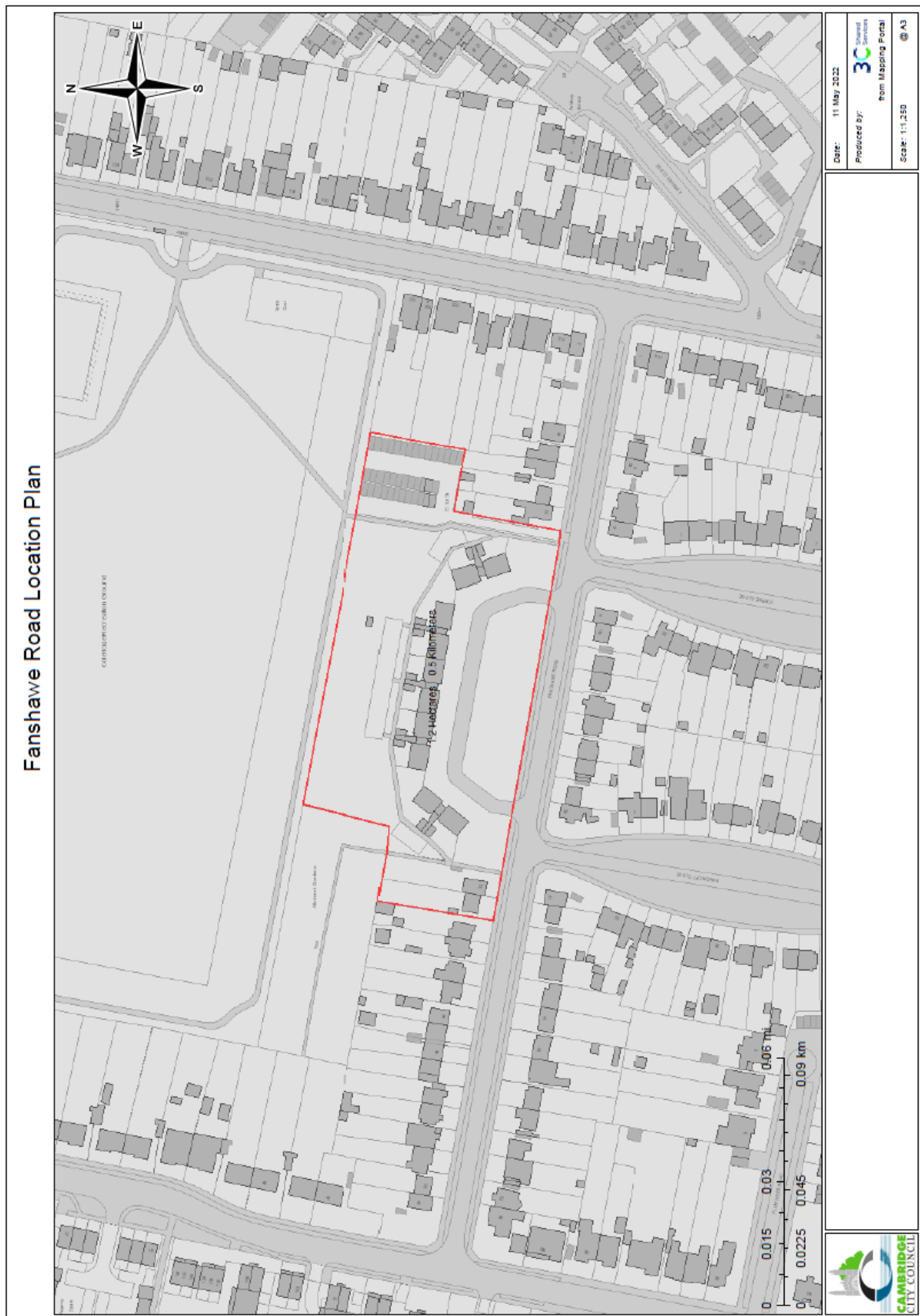
Appendix 1 – Site Location plan and red line of proposed transfer

Appendix 2 – Indicative Layout

## 12 Inspection of papers

To inspect the background papers or if you have a query on the report please contact Benedict Binns, Housing Development Agency, tel: 01223 457940, email: [ben.binns@cambridge.gov.uk](mailto:ben.binns@cambridge.gov.uk)

## Appendix 1 – Site Location plan



Appendix 2 – Indicative layout. Further pre-application planning advice is being sought on this layout.



## Annex 3

### Cambridge City Council Equality Impact Assessment (EqIA)

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](mailto:equalities@cambridge.gov.uk) or phone 01223 457046.

Once you have drafted the EqIA please send this to [equalities@cambridge.gov.uk](mailto:equalities@cambridge.gov.uk) for checking. For advice on consulting on equality impacts, please contact Graham Saint, Strategy Officer, ([graham.saint@cambridge.gov.uk](mailto:graham.saint@cambridge.gov.uk) or 01223 457044).

<b>1. Title of strategy, policy, plan, project, contract or major change to your service</b>
Proposed development of 93 Council rented homes to Passivhaus standards at Fanshawe Road

<b>2. Webpage link to full details of the strategy, policy, plan, project, contract or major change to your service (if available)</b>
<a href="https://www.cambridge.gov.uk/housing-development">https://www.cambridge.gov.uk/housing-development</a>
<a href="https://www.cambridge.gov.uk/affordable-housing-programme">https://www.cambridge.gov.uk/affordable-housing-programme</a>

<b>3. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?</b>
Proposed delivery of 93 new council homes at Fanshawe Road, providing 71 net new council homes to Passivhaus standard, and including 3(three) M(4)(3) accessible homes.
The aims of the Council in providing new housing directly itself are as follows;
<ul style="list-style-type: none"><li>1. Provide additional social housing to help meet the shortfall in Cambridge and to replace the loss of social housing through the Right to Buy.</li></ul>

2. Replace some of the Council's existing housing which no longer meets present-day standards, and which are becoming less popular with residents.
3. To build new house types which will better meet the overall mix of social housing needed in the future.
4. To improve the energy efficiency of the Council's housing stock, reducing the cost of utility bills for residents and improving the environmental sustainability of the housing.

New housing is planned to ensure that it fits with the local community and adds to the range of housing available locally, including any specialist housing.

#### 4. Responsible service

Cambridge City Council Housing Development Agency (HDA)

#### 5. Who will be affected by this strategy, policy, plan, project, contract or major change to your service?

(Please tick all that apply)

- ☒ Residents
- ☐ Visitors
- ☒ 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):

The plan to develop new council housing in the city impacts on:

- Housing applicants registered on Home-Link (the Council's choice-based lettings system) i.e. households who need to find somewhere to live
- Transfer applicants registered on Home-Link whose circumstances have changed and who may need to find somewhere alternative to live (a single person under-occupying a three bedroom family house for example).
- Existing council tenants (22) and leaseholders (10) at the existing estate, which will be required to be rehoused to alternative accommodation. Tenants decant and rehousing is undertaken in line with the Council's approved Lettings policy and updated regeneration policy. All rehousing is subject to fair disturbance compensation and right to return following redevelopment.

Home-link prioritises applicants based on needs criteria. The priority bandings also take into account housing needs related to abuse, medical circumstances and disability, pregnancy and maternity.

The 1996 Housing Act as amended by the 2017 Homelessness Reduction Act determines the categories of homeless applicants which the council owes a 'main' statutory housing duty to. The council must make suitable accommodation available to applicants it owes a 'main' housing duty to. These categories include 16/17 year olds, young people leaving care, older people, those with physical or learning disabilities, mental health issues, victims of domestic abuse.

In relation to the Equalities impact, many of those on the housing register (particularly those on the highest banding for need) will have a level of vulnerability. Although not all vulnerabilities are

captured under the Equality Act 2010, many will be such as disability including mental health, age, pregnancy and maternity. For those residents who are existing tenants or leaseholders, many of them will also have a protected characteristic as it will be the reason they are able to access social housing. This will be considered in more detail under the following sections which look at each of protected characteristics.

By adding to the general housing stock within the City, housing opportunities are also increased for staff seeking to relocate.

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

- ☐ 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)**

- ☒ Yes  
☐ No

If 'Yes' please provide details below:

- Housing Management- managing the new homes
- Estates & Facilities- maintaining the new homes
- Property Services- advice on land issues, valuations, disturbance costs, commercial leases etc in connection with new developments
- Housing strategy – informing the need for tenure mix and specialist or adapted housing
- Finance Team- to provide funding for every aspect of developing the new homes from initial surveys to construction, all in line with projected cash flow
- Streets and Open Spaces- advice and input on the design of new open spaces and equipment provided as part of the new homes, subsequent maintenance of same
- Safer communities – providing advice on the design of the new schemes and homes from a community safety and designing out crime perspective
- Health & safety – commentary on the design of new schemes and homes from a personal safety, fire safety and usability perspective
- 3Cs Legal Services- dealing with land title and transfer to facilitate putting together the sites on which to build the new homes, subsequent issue of leases
- CCC parking services – collaboration in re-provision of parking facilities where affected by the development of new homes
- Cambridge Investment Partnership (CIP) - a joint venture partnership between CCC and Hill Homes to assist in the delivery of the Councils Affordable home goals.



**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 report on the proposed development at Fanshawe Road is to be presented to the Housing Scrutiny Committee meeting of 21<sup>st</sup> June 2022.

**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?**

The HD A has undertaken a detailed internal review process toward identifying council stock which has known shortcomings, and which may most appropriately be redeveloped to provide new energy efficient housing. The work conducted to date is to be detailed in a report to the Housing Scrutiny committee meeting of 21<sup>st</sup> June 2022.

Officers from Housing Service and Housing strategy have additionally been consulted to identify a target unit delivery mix for the overall housing programme which best serves forecast demand across the city. Individual consultation with Housing is further conducted on a scheme by scheme basis and up to data is included by the HDA for scheme reports to the Strategy and Resources or Housing Scrutiny Committees. The data records the numbers of those on CCC waiting list as provided quarterly by Housing strategy. Further information on housing need and strategy can be found as follows: [www.cambridge.gov.uk/housing-research](http://www.cambridge.gov.uk/housing-research)

Consultation is currently being undertaken with affected residents prior to planning applications being submitted. To date consultation has taken the form of letter-drop notifications and in-person door knocking to introduce the proposal to all residents. Assisted by internal council services, consultation methods are tailored to the resident requirements, ie use of translation services where required, use of digital and non-digital materials, in person and/or telephonic or written correspondence as most appropriate to the consultee.

The 2011 Census provides information on the demographics of the Cambridge City population to assist strategic planning by CCC.

Census Data has been supplemented by a 2020 HDA Needs Analysis report compiled by CCC staff which accompanies and informs the New Development Programme planning.

[Albert Kennedy institute \(2014\), LGBT Youth Homelessness: A UK scoping of cause, prevalence, response, and outcome](#)

[Runnymede Trust \(2020\), The Colour of Money](#)

[Social Metrics Commission \(2020\), Measuring Poverty](#)

[Stonewall \(2016\), Building Safe Choices: LGBT housing futures](#)

[Stonewall \(2018\), LGBT in Britain: Trans Report](#)



## 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 - Please also consider any safeguarding issues for children and adults at risk

#### Housing Register and Homelessness

The 1996 Housing Act as amended by the 2017 Homelessness Reduction Act determines the categories of people that are considered as priority need for social housing including because of their age, including older people, those with children, people aged 16 or 17, and care leavers aged 18 to 20. Further provision of social housing in Cambridge will have a positive impact for these groups.

#### Older People

The units to be delivered in this scheme proposal are made up of general needs accommodation and 3no adapted homes suitable for wheelchair users. All general needs housing is adaptable m(4)2 standard.

The provision of new homes which are accessible for household members who are wheelchair users will mean these homes will be suitable for older people with reduced mobility as long as their needs require this type of home.

The provision of housing for older people in the city is generally good, and housing for older people is not generally in short supply. An older applicant on the housing needs register can apply both for specialist housing, which excludes other types of applicant, and for general needs housing as not all older people want to live in specialist housing.

The Council has recently completed over-55 schemes in Colville Road and at Anstey Way that in part replaced small one bedroom one person bungalows with modern day one and two bedroom flats that meet current day aspirations in terms of space; accessibility; warmth and energy efficiency.

#### Younger people

The homes on these proposed schemes will be a mix of 1, 2 and 3 bedroom homes. Young people with a need for this type of accommodation will be eligible to bid for these homes

In our Housing Strategy consultation in 2015 the most common concerns raised amongst younger people were in relation affordability and condition of the private rented sector, homelessness issues and the need to support vulnerable people. The provision of more affordable housing will enable the Council to house more people who are in need of housing. This will also aid to alleviating the pressure on the private rented sector.

Cambridge has a relatively young population compared to the rest of Cambridgeshire and many other parts of the country. Around 35% of the population is aged 20-34.

Younger people are finding it increasingly difficult to get on the housing ladder, having to remain longer with parents or in expensive private rented accommodation. For example, England as a whole has seen a significant increase in the proportion of younger households in the private rented sector over the last ten years. In 2004/05, 24% of those aged 25-34 lived in the private rented sector; by 2014-15 this had increased to 46%. (English Housing Survey 2014-15)

Affordability issues are particularly acute in Cambridge, with the price of even the cheapest 25% (the lowest quartile) of homes now standing at over £350k – more than nineteen times lower quartile lower earnings. Private rents are also significantly higher than most other parts of the country, with the average rent for just a one bedroom currently around £800 a month.

Increasing the supply of general needs Council housing through this programme will:

- Increase the supply of genuinely affordable homes in the city of Cambridge, enabling the council to provide a competitive accommodation option for younger people on low incomes;
- Ensure that the Council can provide accommodation to young people in acute housing need caused by homelessness or economic deprivation.

#### **Fuel Poverty**

The Council is committed to providing high quality homes which greatly supersede the energy efficiency of current housing stock. This pilot scheme proposes the delivery into council stock flats meeting Passivhaus design standards. These will provide low running costs and greater alleviation to residents affected by fuel poverty.

#### **(b) Disability**

The units to be delivered in this scheme proposal are made up of general needs accommodation and 3 no adapted homes suitable for wheelchair users. All general needs housing is adaptable m(4)2 standard.

The HDA will remain actively engaged with Adaptations Officers, the Housing Advice Coordinator and other relevant partners to ensure that the new schemes deliver housing that is suitable adapted or adaptable.

Demarcated disabled parking will be provided at an appropriate location to serve tenants, in line with planning guidance.

Almost one in five people in the UK have a disability, with mobility being the most common impairment. At the same time there is a nationally recognised shortage of housing for people with disabilities. For example: around 2% of the UK population are wheelchair users, yet 84% of homes in England do not allow someone using a wheelchair to enter their home through their front door

without difficulty. Around 15% of households containing at least one wheelchair user feel that their current home is not suitable for their needs, and so requires adaptations.

Around 22% of individuals living in social housing in Cambridge have a long-term health problem or disability.

Disabled people tend to have lower incomes, and are twice as likely as non-disabled people to be social housing tenants.

Around 16% of the national population has a common mental health disorder, and professionals nationally and locally are reporting an increase in the number of service users with mental health issues. For example: increasing numbers of rough sleepers with mental health problems, many of whom also have alcohol and substance misuse issues; and an increase in numbers of older people with dementia.

We will make information in the proposals available to residents in other formats where it's needed.

### **Fuel Poverty**

The Council is committed to providing high quality homes which greatly supersede the energy efficiency of current housing stock. This pilot scheme proposes the delivery into council stock flats meeting Passivhaus design standards. These will provide low running costs and greater alleviation to residents affected by fuel poverty.

## **(c) Gender reassignment**

Increasing the supply of affordable housing in Cambridge is expected to have a positive impact on those members of the community with the protected characteristic of gender reassignment.

According to research undertaken by LGBT+ charity Stonewall for their 2018 publication [LGBT in Britain - Trans Report](#), trans people commonly face a range of barriers to housing. One in four trans people have experienced homelessness at some point in their lives, with a similar proportion having also faced discrimination when searching for housing in the preceding year. One in five non-binary people has also faced discrimination when looking for a new home.

By providing more general needs housing, the Council is in a stronger position to ensure that any residents, trans, non-binary or otherwise, who are facing homelessness will be able to find affordable accommodation through the Council. Similarly, applicants who are facing abuse in their current home environment will be able to apply for a wider range of housing options for the council. As with other equality groups, an increase of the Council housing supply will provide more Cambridge residents with the option of applying to the Council rather than relying on inconsistent practices within the private sector.

#### **(d) Marriage and civil partnership**

We have not identified any equalities issues specific to this protected characteristic in relation to need in the affordable housing development programme

#### **(e) Pregnancy and maternity**

48% of homes on the proposed development are 2 - 3 bedroom homes. These will be available to bid on by women who are pregnant or who have recently had children meaning they need to move to larger accommodation.

National policy dictates that certain groups of people are considered as priority need for social housing because they are more likely to be vulnerable, including women who are pregnant. Extra support from Council officers will be offered to those that are affected by the redevelopment. Further provision of social housing in Cambridge will have a positive impact for these groups.

As with other protected characteristics, an increase of the Council housing supply will provide more Cambridge residents with the option of applying to the Council rather than relying on high rents in the private sector, which impact families with young children particularly severely.

#### **(f) Race – Note that the protected characteristic ‘race’ refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.**

Increasing the supply of affordable housing in Cambridge is expected to have a positive impact on those members of the community who are classified as Black and Minority Ethnic (BAME).

According to the annual Measuring Poverty report published by the Social Metrics Commission, 46% households in the UK where the head of the household is BAME are classified as living in poverty, compared with 19% where the head of the household is white. People in BAME families are also between 2-3 times more likely to be living in persistent poverty than white families. According to The Colour of Money (2020) for Indians the rate of poverty is 22%, for Mixed its 28%; Chinese 29%; Bangladeshi 45% and Pakistani 46%. This is due to lower wages, higher unemployment, higher rates of part-time working, higher housing costs, and slightly larger household size. It follows that BAME households are likely to have a greater need overall for a range of affordable housing options in the site though the need varies by ethnic group. In Cambridge, anecdotally according to voluntary and community sector groups, Bangladeshi people are especially likely to experience poverty.

Increasing the supply of general needs housing in Cambridge should therefore have a proportionate impact on housing options for BAME families in the city. As with other protected characteristics, an increase of the Council housing supply will provide more Cambridge residents with the option of applying to the Council rather than relying solely on high rents in the private sector.

We will make information available to residents in other languages where it's needed.

### **(g) Religion or belief**

We have not identified any equalities issues specific to this protected characteristic in relation to the affordable housing development programme. Designs and specifications can however be enhanced to accommodate cultural preferences if instructed to do so by the relevant Housing Authority (for example facilitating spray taps adjacent WCs).

### **(h) Sex**

No specific issues have been identified in relation to sex, although it is worth noting that most of those fleeing domestic abuse for whom we have a statutory responsibility will be women. This accounted for 3% of lettings last year. In domestic abuse cases the location where people are housed can be an important factor, for example away from the perpetrator or near to a family support network.

### **(i) Sexual orientation**

Increasing the supply of affordable housing in Cambridge is expected to have a positive impact on LGBT+ members of the community.

LGBT people face unique pressures within the housing system at present. [Current research](#) from the Albert Kennedy institute indicates that within the youth homeless population, LGBT people are greatly over-represented. Young LGBT people who are homeless are likely to have a reduced support network as a high proportion (62-69%) have become homeless due to parental rejection or family abuse.

Comparable conditions prevail among older LGBT people according to [research undertaken](#) by Stonewall Housing, with many older persons having a history of homelessness and a smaller family support network than non-LGBT older people. Older LGBT people are also more likely to live alone.

Overall there is a similar trend among the LGBT population where the limited options of Cambridge residents more generally are likely to be further reduced or placed under greater pressure by sexual orientation.

As with other protected characteristics, an increase of the Council housing supply will provide more Cambridge residents with the option of applying to the Council rather than relying on high rents in the private sector, which is likely to have a higher impact on LGBT people.

**(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**

**Homelessness – positive impact**

The 1996 Housing Act as amended by the 2017 Homelessness Reduction Act provides that the council has a duty to agree reasonable steps to try and prevent or relieve the homelessness of the those that are threatened with homelessness or homeless. A reasonable step under the Act could include advice and assistance with applying for social housing.

The development of new familysized homes on these schemes will allow homeless families currently living in temporary accommodation to have the opportunity to bid on the homes and secure a move to permanent accommodation.

**Low-income groups or those experiencing the impacts of poverty – positive impact**

Households living on low incomes come under greater housing pressure than those on higher incomes due to a range of factors. This has been discussed at length elsewhere in the document, but the primary driver behind the affordable housing programme remains the strictly limited housing options to which Cambridge residents on low incomes have access. Cambridge remains one of the most expensive places in the UK to live and an increase in the Council housing supply will provide more options for residents who choose to live in the city and will ensure that it is easier to build a mixed and balanced community within the city,

As can be seen elsewhere in this EQIA, the inequality in the housing market affects some groups more than others, but in all circumstances an increase in general needs Council housing will improve housing options across the board.

**Groups who have more than one protected characteristic that taken together create overlapping and interdependent systems of discrimination or disadvantage – positive impact**

Home-link prioritises applicants based on a variety needs criteria as set out in the council lettings policy and inclusive of consideration of protected characteristics. Priority banding within which prospective tenants will be informed by the full number of protected characteristics of the bidder, prioritising successful housing of the most at-risk groups. While the lettings policy does not specifically note prioritisation of need based on more than one protected characteristic, it does make allowance for the movement of applicants with multiple needs into higher priority banding for housing.

**Fuel Poverty**

The Council is committed to providing high quality homes which greatly supersede the energy efficiency of current housing stock. This pilot scheme proposes the delivery into council stock flats meeting Passivhaus design standards. These will provide low running costs and greater alleviation to residents affected by fuel poverty.

**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 Housing Advice Coordinator, Adaptations Officer and other relevant partners will be consulted through design and building process to ensure the needs of those applicants in need on the housing register, in particular applicants that have disabilities, are considered.

This EqlA will be updated to reflect any additionally identified equalities implications on existing residents following further consultation activities. Detailed resident consultation will be assisted by internal council services, with methods tailored to the resident requirements, ie use of translation services where required, use of digital and non-digital materials, in person and/or telephonic or written correspondence as most appropriate to the consultee.

**12. Do you have any additional comments?**

None

**13. Sign off**

Name and job title of lead officer for this equality impact assessment: Jake Smith, Development Officer

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

Date of EqlA sign off: Click here to enter text.

Date of next review of the equalities impact assessment: : EqlAs are carried out for individual development schemes as such schemes progress toward approval

Date to be published on Cambridge City Council website: Click here to enter text.

**All EqlAs need to be sent to Helen Crowther, Equality and Anti-Poverty Officer. Ctrl + click on the button below to send this (you will need to attach the form to the email):**

**Send form**

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1. IMPACT ON CARBON EMISSIONS (MITIGATION OF CLIMATE CHANGE)									
HOW WILL THIS PROJECT/PROPOSAL AFFECT THE FOLLOWING KEY AREAS:		WHAT IS THE IMPACT CONSIDERED TO BE? <i>See guidance in the purple box, below, to help you assess the degree of the negative and positive impacts e.g. High, Medium or Low</i>		CLIMATE CHANGE RATING: <i>Use drop down list</i>	WILL THE PROJECT MOVE CAMBRIDGE CITY COUNCIL CLOSER TO THE OBJECTIVE OF A BEING NET ZERO CARBON BY 2030? <i>Use drop down list</i>	WILL THE PROJECT MOVE THE CITY CLOSER TO THE OBJECTIVE OF A NET ZERO CARBON CAMBRIDGE BY 2030? <i>Use drop down list</i>	PLEASE DETAIL HERE THE ACTION THAT WILL BE TAKEN TO AVOID, MITIGATE OR COMPENSATE FOR THE NEGATIVE IMPACTS AND MAXIMISE POSITIVE IMPACTS?		HAS A NET ZERO CARBON OPTION BEEN CONSIDERED? PLEASE PROVIDE DETAILS.
1	ENERGY USE	Positive Impact:	Energy use will be reduced or renewable energy will be used	Low Positive	No	Yes	<b>Consider:</b> - Reducing demand for energy - Specifying energy efficiency measures (e.g. insulation, low energy lighting) - Generating renewable energy (e.g. heat pumps, solar photovoltaic panels)	This development is being undertaken as to deliver housing to passivhaus standard, as a fabric led development offering the benefits of low energy usage but limiting the ongoing maintenance expenses linked to specialised installations. The development will be fully designed to allow future retrofit to Net zero as financial viability allows.	Yes. This scheme is however to be developed to Passivhaus standard as a pilot scheme of flats for the council. This is an important step in developing experiential learning ahead of stepping up to full net zero carbon delivery.
		Nil Impact:	No extra energy use is involved					The development replaces 32 existng low efficiency homes with 93 new homes developed to high efficiency standards	
		Negative Impact:	More energy (gas and/ or electricity) will be consumed (by CCC or others)						
2	WASTE GENERATION	Positive Impact:	Less waste will be generated OR amount of waste that is reused/ recycled will be increased	Medium Negative	No	Yes	<b>Consider:</b> -Will resources be reduced or reused? -Will you use recycled goods? -Will recycling facilities be increased?	Construction waste is subject to heavily regulated restrictions, however demolition will generate waste which will not be fully recoverable for reuse. Control and oversight of materials use will be under strict oversight.	Yes. This scheme is however to be developed to Passivhaus standard as a pilot scheme of flats for the council. This is an important step in developing experiential learning ahead of stepping up to full net zero carbon delivery.
		Nil Impact:	No waste will be generated					Ongoing waste generation would generally be a low negative as while it is additional housing, the council rental targets tenants already living in or with ties to the city, and developments will be kitted out fully to promote waste recycling/reduction measures	
		Negative Impact:	More waste will be generated (by CCC or others)						
3	USE OF TRANSPORT	Positive Impact:	The use of transport and/or of fossil fuel-based transport will be reduced	Low Positive	No	Yes	<b>Consider:</b> - Will you purchase an electric vehicle? - Will you specify the use of public transport - How will you reduce the need to travel or transport goods	New housing delivery and subsequent car parking allocations to be in line with the councils ambitions of 0.5 spaces or less per home.	Yes. This scheme is however to be developed to Passivhaus standard as a pilot scheme of flats for the council. This is an important step in developing experiential learning ahead of stepping up to full net zero carbon delivery.
		Nil Impact:	No extra transport will be necessary					Bike storage facilities are provided as standard on new build schemes.	
		Negative Impact:	CCC or others will need to travel more OR transport goods more often/ further					EV Vehicle Charging point are outlined to be strategically delivered together with new build properties.	
4	SUSTAINABLE FOOD	Positive Impact:	Food will be locally grown and/ or meat-free	Nil	No	No	<b>Consider:</b> - Use of locally grown/ produced food - Reducing use of imported food - Reducing use of meat	Not Applicable	
		Nil Impact:	No change in supply of food						
		Negative Impact:	Food will travel long distances and include meat						
2. IMPACT ON RESILIENCE (ADAPTATION) TO THE EFFECTS OF CLIMATE CHANGE									
HOW WILL THIS PROJECT/PROPOSAL AFFECT THE FOLLOWING KEY AREAS :		WHAT IS THE IMPACT CONSIDERED TO BE? <i>See guidance in the purple box, below, to help you assess the degree of the negative and positive impacts e.g. High, Medium or Low</i>		CLIMATE CHANGE RATING: <i>Use drop down list</i>	WILL THE PROJECT HELP CAMBRIDGE CITY COUNCIL BE MORE RESILIENT TO THE IMPACTS OF CLIMATE CHANGE? <i>Use drop down list</i>	WILL THE PROJECT HELP THE CITY BE MORE RESILIENT TO THE IMPACTS OF CLIMATE CHANGE? <i>Use drop down list</i>	PLEASE DETAIL HERE THE ACTION THAT WILL BE TAKEN TO AVOID, MITIGATE OR COMPENSATE FOR THE NEGATIVE IMPACTS AND MAXIMISE POSITIVE IMPACTS?		HAS A NET ZERO CARBON OPTION BEEN CONSIDERED? PLEASE PROVIDE DETAILS.
5	HEATWAVES	Positive Impact:	Increased/ improved shade & natural ventilation	High Positive	No	Yes	<b>Consider:</b> Building orientation and installing measures such as Brise Soleil to reduce heat gain and plant hydration methods.	All developmental and design work is conducted in line with the updated Sustainable Housing Design Guide, and the proposed development takes into account a review of predicted temperature increases. As a purpose built development to Passivhaus standard, orientation, shading, and sunlight exposure are all take into account	Yes. This scheme is however to be developed to Passivhaus standard as a pilot scheme of flats for the council. This is an important step in developing experiential learning ahead of stepping up to full net zero carbon delivery.
		Nil Impact:	No impact on existing levels of shade & ventilation						
		Negative Impact:	Lack of or reduced shade (e.g. from trees or buildings) & natural ventilation						
6	WATER AVAILABILITY	Positive Impact:	Provision made for an enhancement of water efficiency measures to minimise the impact on water resource availability	High Positive	No	Yes	<b>Consider:</b> Managing water use efficiently, installing measures to use less water such as low water use taps, planting drought resistant plants and using rainwater for irrigation.	All developmental and design work is conducted in line with the updated Sustainable Housing Design Guide. A maximal water use target of 90l/pp/day has been set for the new units, and the development makes use of low water fittings, rainwater catchment and further water efficiency measure installation as deemed appropriate.	Yes. This scheme is however to be developed to Passivhaus standard as a pilot scheme of flats for the council. This is an important step in developing experiential learning ahead of stepping up to full net zero carbon delivery.
		Nil Impact:	Levels of water use will not be changed					The development relaces ageing stock which do not possess any water efficiency instalations	
		Negative Impact:	Water use will increase and/or no provision made for water management = Negative Impact						
7	FLOODING	Positive Impact:	Sustainable drainage measures incorporated, positive steps to reduce & manage flood risk	High Positive	No	Yes	<b>Consider:</b> The installation of measures to reduce the speed and increase the absorption of rainwater e.g. green roofs, SuDS, permeable paving etc. and alternative arrangements (business continuity)	Planning regulations require design toward planning for 1:100 yr flooding. Water runoff/stormwater management will be designed according the the SHDG and Planning requirements. Redevelopment will allow for replacement of existing covering structures with hihg permeability alternatives	Yes. This scheme is however to be developed to Passivhaus standard as a pilot scheme of flats for the council. This is an important step in developing experiential learning ahead of stepping up to full net zero carbon delivery.
		Nil Impact:	Levels of surface water run-off & flood risk are not affected						
		Negative Impact:	Levels of surface water run-off will increase, no management of flood risk						
8	HIGH WINDS / STORMS	Positive Impact:	Exposure to higher wind speeds is being actively managed & reduced	Nil			<b>Consider:</b> the need to install stabilisation measures and ensure robust structures resilient to high winds	Not applicable. Redevelopment of buildings willhowever have an inherent reducing effect on wid speeds crossing the site	
		Nil Impact:	No change to existing level of exposure to higher wind speeds						
		Negative Impact:	Exposure to higher wind speeds is increased or is not managed = Negative Impact						
9	FOOD SECURITY	Positive Impact:	Opportunities & resources for local food production are increased/ enhanced	Nil	No	Yes	Source food locally, and provide meat-free catering to reduce vulnerability to food shortages and reduce emissions from transport and farming of food	Not applicable	
		Nil Impact:	No change to opportunities & resources for local food production						
		Negative Impact:	Opportunities & resources for local food production are reduced						
10	BIODIVERSITY	Positive Impact:	Biodiversity will be protected/ enhanced	Medium Positive	Yes	Yes	Provide net gain mitigation if required and seek enhancement in projects of all types and scale	In line with the SHDG and targetted passivhaus standard of the proposed development, a target 20% increase to level of on-site biodiversity is proposed	Yes. This scheme is however to be developed to Passivhaus standard as a pilot scheme of flats for the council. This is an important step in developing experiential learning ahead of stepping up to full net zero carbon delivery.
		Nil Impact:	Level of biodiversity will not change						
		Negative Impact:	Biodiversity will not decrease						

Weighing up the negative and positive impacts of your project, what is the overall rating you are assigning to your project?:

Net Medium Positive

This overall rating is what you need to include in your report/ budget proposal, together with your explanation to be included in the red box below

Guidance on Assessing the Degree of Negative and Positive Impacts: <i>Note: Not all of the considerations/ criteria listed below will necessarily be relevant to your project</i>	
Low Impact (L)	* No publicity
	* Relevant risks to the Council or community are Low or none
	* No impact on service or corporate performance
	* No capital assets; or capital assets with lifetime of less than 3 years
Medium Impact (M)	* Local publicity (good or bad)
	* Relevant risks to the Council or community are Medium
	* Affects delivery of corporate commitments
	* Affects service performance (e.g.: energy use; amount of waste; distance travelled) by more than 10%
High Impact (H)	* Capital assets with a lifetime of more than 3 years
	* National publicity (good or bad)
	* Relevant risks to the Council or community are Significant or High
	* Affects delivery of regulatory commitments
	* Affects corporate performance by more than 10%
	* Capital assets with a lifetime of more than 6 years

In the box below please summarise the projects impacts (the reasons for the ratings given in column E and F above) to explain how the overall rating for the project/ proposal has been derived (Cell E37). Please also highlight any negative impacts your project may have and how you plan to avoid, mitigate or compensate for these (as you will have detailed in column I above).

The delivery of this housing development scheme links directly to the cities objective of being Net Zero Carbon by 2030, providing new homes to net Passivhaus standard with a fabric-led approach.

The councils housing development programme as approved notes a step up in delivery toward net zero, and this pilot flatted scheme is a priority toward experiential learning on the delivery to such standards. The development will be fully designed to allow retrofit to Net zero at a future time as financial viability allows.

All housing development is conducted in line with the updated Sustainable Housing Design Guide and sets clear requirements in terms of water use, biodiversity and other targets required to be met by new developments to meet the overall environmental objectives of the council.

Housing delivery by its nature will have a general impact on Energy use, Traffic and Waste generation. however:  
- Energy Efficiency: The development wll replace low efficiency homes with high efficiency PHPP standard homes, able to be retrofit to Net zero standard at a later date as financial viability allows.  
- Transport: reduced resident parking is provided in line with the councils objectives, and allowance is made for installation of bike stores for all residents  
- Waste generation: While waste generastion through the consrtruction process can be highly controlled, and is well regulated. New housing delivery will increase the housing capacity of the council and will increase general waste generation. Recycling facilities, seperation of rubbish and secure stores will be placed to limit such generation.

Yes

No

## Item

### Update on new build council housing delivery

**To:**

Councillor Gerri Bird, Executive Councillor for Housing  
Housing Scrutiny Committee 21/06/2022

**Report by:**

Claire Flowers, Head of Housing Development Agency  
Tel: 01223 - 457928 Email: [claire.flowers@cambridge.gov.uk](mailto:claire.flowers@cambridge.gov.uk)

**Wards affected:**

All

## 1.. Executive Summary

- 1.1. This report provides an update on the housing development programme.
- 1.2. 302 homes have been completed across 13 sites under the City Council programme, with 165 being net new Council homes – see 6.1. An additional 16 modular “pod” homes have been completed across 3 sites.
- 1.3. The Council currently has 371 net new Council rented homes being built on site – see 6.22.
- 1.4. 159 net new affordable homes and an overall total of 253 homes (159 net, 45 market sale at L2 and 49 replacement homes) are currently approved under the new 1,000 homes housing programme, with 30 of these now having started on site at L2 Orchard Park – see 8.10.
- 1.5. Following our ongoing discussions with Homes England, a first allocation of grant funding has been approved through Continuous Market Engagement, subject to the Council entering into agreement. This funding facilitates the delivery of affordable housing at L2 Orchard Park in line with a proposed revision to the tenure regime

outlined within this report, allowing the site to be delivered into council stock as a 100% affordable scheme.

- 1.6. There is a proposed revision to the affordable rented tenures to be delivered across the new affordable housing new programme, allowing a higher number of social rented homes to be delivered, together with rental homes at 80% of market rents. This regime actively moves toward best meeting the needs of most at-risk households, while additionally filling an identified gap in the rental market as well supporting viability.
- 1.7. Further work with Homes England continues, and funding submissions have been made for the schemes which have received Planning Permission or Resolution to Grant by the Planning Committee. These are schemes at Fen Road, Ditton Walk, Borrowdale and Colville Road Phase 3.
- 1.8. Work towards identifying development proposals for the 1,000 homes programme continues. Consultation events are to be held through the summer at Ekin Road, East Barnwell Centre and Fanshawe Road.

## **2.. Recommendations**

The Executive Councillor is recommended to:

- 2.1. Note the continued progress on the delivery of the approved housing programme.
- 2.2. Note forthcoming work on consultation with residents.
- 2.3. Agree the adoption of a blended rent policy (to include more social rent but some higher rents at 80% of median market rents inclusive of Service Charge) across the new 1,000 homes programme, as required, when delivering homes with grant above the minimum planning requirement of 40% of units on any site.
- 2.4. Delegate Authority to the Strategic Director to update the HRA Rent Setting Policy in accordance with recommendation 2.3 above.
- 2.5. Approve the start on site of currently approved schemes that have planning permission at risk in relation to grant, to mitigate the risk of build cost increase.



- 2.6. Approve the rent level changes to the specific schemes outlined in this report, including the addition of 45 homes at L2, with 30 homes to be let at Social Rent and 45 homes to be let at 80% of market rent.
- 2.7. Approve a budget of £11,520,000.00 for the purchase as a package deal of the private sale units at L2 Orchard Park into the Council's HRA stock, to be let at 80% of median market rent.
- 2.8. Approve changes to the Budgets for Fen Road, Ditton Walk and Borrowdale as outlined in part 8.5.3, with the revised budgets to be incorporated as part of the HRA MTFS in September 2022.
- 2.9. Authorise the Section 151 Officer to enter into a Grant Agreement with Homes England for the 21-26 Homes England Affordable Homes Programme for Continuous Market Engagement.
- 2.10. Approve the principle that units to be let at 80% of market rent be targeted at key workers OR the intermediate rental market, (ie those who are assessed as being on incomes sufficient to be able to afford 80% of market rent), and governed by local lettings plans.
- 2.11. Approve that as part of our Housing Strategy development work the Head of Housing has delegated authority to agree (subject to consultation with the Executive Councillor) a definition of key worker.
- 2.12. That the Council works with South Cambridgeshire DC to try and jointly agree the definition of key worker.

### **3.. Reporting**

- 3.1. This is a quarterly report showing progress on the City Council's new housing developments.

### **4.. Delivery Programme**

- 4.1. The current delivery programme confirms that the devolution programme consisted of 538 net affordable homes, with a further 159 net homes identified for the new 1,000 programme.
- 4.2. Appendix 1 shows the current programme, indicating total housing provided as well as the net gain of Council homes. Appendix 2

shows the approved budgets per scheme and the net cost to the Council's Housing Revenue account.

## 5.. Profile of Start on Sites

- 5.1. The start on site profile for the 500-devolution programme is shown in table 1. The total starts on site currently stand at 536, i.e. 107% of the total programme target of 500 homes.
- 5.2. A further two homes remain to be delivered as part of this programme at Tedder Way and Kendal Way. These will be delivered without devolution grant funding, as start on site will be delayed until the end of 2022 following their full redesign and designation as large, adapted homes for families with specific mobility needs. All further housing delivery will be conducted under the new 1000 homes programme.
- 5.3. Kingsway Medical Centre remains on hold pending wider review on the site and has been removed from the programme. DLUHC funding formerly identified against this scheme has been re-allocated against the other eligible schemes. Should this refurbishment project proceed it will need to be fully funded through HRA resources following a re-approval of a budget.
- 5.4. The new 1000 homes programme is progressing, and 159 net new council homes have been approved by the Executive Councillor.
- 5.5. A further scheme at Fanshawe Road is being brought forward for consideration at this Committee meeting under a separate Agenda Item.

**Table 1: Start on Site Forecast Profiles**

### 500 Programme

Progress to 500 starts on site	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Starts by year	2	159	158	203	14	2
Cumulative total	2	161	319	522	536	538

### 1000 Programme

Progress to 1000 starts on site	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Starts by year	10	134	15	0	0	0	0
Cumulative total	10	144	159	159	159	159	159

## 6.. Scheme details

### 6.1. Schemes Completed: Net gain 165 Affordable homes.

Scheme	Ward	Net Affordable	Total affordable Homes	Sale	Delivery	Completion Date
Uphall Road	Romsey	2	2	0	E & F	<i>Jan-18</i>
Nuns Way & Wiles Close	Kings Hedges	10	10	0	Tender	<i>Aug-19</i>
Ditchburn Place Community Rooms	Petersfield	2	2	0	Tender	<i>Sep-19</i>
Queens Meadow	Cherry Hinton	2	2	0	CIP	<i>Jun-20</i>
Anstey Way	Trumpington	29	56	0	CIP	<i>Jun-20</i>
Colville Garages	Cherry Hinton	3	3	0	CIP	<i>Jul-20</i>
Gunhild Way	Queen Ediths	2	2	0	CIP	<i>Jul-20</i>
Wulfstan Way	Queen Ediths	3	3	0	CIP	<i>Sep-20</i>
Markham Close	Kings Hedges	5	5	0	CIP	<i>Sep-20</i>
Ventress Close	Queen Ediths	13	15	0	CIP	<i>Feb-21</i>
Akeman Street	Arbury	12	14	0	CIP	<i>Jun-21</i>
<i>Mill Rd (Partial)</i>	Petersfield	54	54	62	CIP	In Progress
<i>Cromwell Road (Partial)</i>	Romsey	28	28	44	CIP	In Progress
<i>Total</i>		165	196	106		

### 6.2. Schemes on Site: Net gain 371 Council homes

6.2.1. As reported previously there are issues which are industry wide, affecting both cost and delivery due to labour and materials shortages. These factors are being closely monitored, and increased capacity for materials stockpiling have been put in place reduce risk of delay.

6.2.2. There have been some delays on unit completions at Mill Road and Cromwell Road due to supplier-related delays. These have resulted in completions being reforecast to the 2022/23 financial year.

Scheme Name	Ward	Net Affordable	Market homes	Total homes	Practical Completion	Programme status
Mill Road	Petersfield	64	56	120	Oct-22	Handover dates moved into this financial year. Handover schedules remain under review.
Kingsway	Arbury	0	0	0	NA	This scheme is now removed from the programme.

Scheme Name	Ward	Net Affordable	Market homes	Total homes	Practical Completion	Programme status
Cromwell Road	Romsey	90	133	223	Jan-23	Significant slippage has pushed handovers into this financial year. Handover schedules remain under review
Colville Phase 2	Cherry Hinton	47	0	67	Oct-22	Scheme currently expected to achieve target programme
Meadows and Buchan	Kings Hedges	106	0	106	Aug-24	Progressing to programme currently. First handovers late 2022.
Campkin Road	Kings Hedges	50	0	75	Apr-23	Materials supply issues are being monitored; however the scheme remains as programmed
Clerk Maxwell Road	Newnham	14	21	35	Mar-23	Start on site claimed. Timeline for March 2023 completion remains as forecast
Total		371	210	626		

### 6.3. Approved schemes; Net gain 2 new homes

Scheme Name	Ward	Net Affordable	Market homes	Total homes	Est. SOS	Programme status
Tedder Way	Arbury	1	0	1	Dec-22	Revised planning application submitted in January 2022. Committee Date remains to be confirmed.
Kendal Way	East Chesterton	1	0	1	Dec-22	Confirmed to proceed to Planning Committee for consideration in June 2022

## 7.. Update on the Modular Housing project

7.1. As at July 2021, 16 modular homes have now been completed through work conducted by the HDA and Hill Partnerships Foundation 200 programme.

7.2. Opportunities to utilise other small sites in a similar way are being investigated by Council Officers. It Takes a City are providing expert opinion on the potential suitability of sites for further modular home delivery.



## 8.. Work toward development of the New Council Housing Programme

8.1. Strategic Partnership and outcomes of discussions with Homes England (HE).

8.1.1. The Council's bid to Homes England (HE) for Strategic Partnership status in 2021 was not successful. As part of that bid, the following mixture of tenures was agreed, as well as provision to setup a Registered Provider to own and manage Rent to Buy homes.

AFFORDABLE RENT (60% of market)	SOCIAL RENT	SHARED OWNERSHIP	RENT TO BUY	PRIVATE	total	HRA
951	140	75	625	676	2467	1091
38.5%	5.7%	3%	25.3%	27.4%		44%

8.1.2. Because the bid was not successful the Council now has to bid scheme by scheme through HE Continuous Market Engagement. Therefore, the HDA has been working closely with HE to see how the Council's ambitions can fit with their CME requirements and their criteria in awarding grant funding. HE has a policy focus on social rent in high-cost areas, such as Cambridge. This fits with the Council's priorities and we have reviewed specific schemes to deliver more social rent homes.

8.1.3. A new proposal has now been developed in liaison with Homes England which makes some changes to the tenure mix of specific schemes.

8.1.4. In summary, this changed proposal for 228 affordable homes enables:

- A much higher proportion of social rent homes - 124 high quality, sustainable new social rent starting on site in 2022/23.
- step toward 1000 council homes by 2032 with first 13% on site by end of 2022/23
- No Shared Ownership, Rent to Buy or private sale homes in this first tranche, and
- 104 additional affordable homes held within the HRA, though now at an 80% rather than 60% of market rent.

8.1.5. The fundamentals of this proposal better reflect the Council's core principles, an emphasis on lower social rents, and will strengthen the HRA, while also offering more affordable housing in Cambridge.

8.1.6. In addition to the priority of meeting housing needs we need to demonstrate we can deliver with HE to make progress toward our 1000-home target and sustain an active HDA team. This proposal is the only way at this time that an agreed funding package can be secured.

8.1.7. In future we may be able negotiate a higher level of funding or secure a programmatic approach to new council homes with HE - although no council outside of London (where funding is managed by the GLA) has this. We will also need to include flexibility for future schemes as part of the approval process to ensure delivery whilst funding is not certain. This approach is reflected in the approvals being sought in the report to this committee on the redevelopment options at Fanshawe Road.

## 8.2. New Proposal

8.2.1. We have put to Homes England rent proposals for an initial tranche of submissions for funding to develop 124 social rented and 104 affordable rented homes, covering the Committee-approved schemes at:

- Orchard Park L2,
- Colville Road Phase 3,
- Fen Road,
- Ditton Walk,
- Borrowdale,
- Aragon Close,
- Sackville Close and
- Aylesborough.

8.2.2. The proposal differs from the previous tenure mix for specific scheme included in the new proposals as follows:

	<b>Affordable Rent</b>	<b>Social Rent</b>	<b>Shared Ownership and Rent to Buy</b>	<b>Private</b>	<b>Total</b>	<b>HRA owned</b>
<b>HE Partnership Bid</b> (rejected)	152 (65%) (60% median market rent)	17 (7%)	42 (18%)	23 (10%)	234	169 (72%)
<b>Current HE proposal</b>	104 (46%) (80% median market rent)	124 (54%)	0	0	228	100%

8.2.3. The proposal provides a significant net gain in the more affordable social rented homes but does include homes at 80% of market rent to support overall viability. This 80% rent regime largely models the affordability and delivery of an intermediate housing product such as Rent to Buy.

8.2.4. The table below shows the proposed tenure changes against existing Council approvals (HSC) with + showing gains and – showing reduction of each tenure. The most significant changes include changing 45 private homes at Orchard Park to be let at 80% of market rent, 32 additional social rent in Colville and 41 in Aylesborough, as opposed to the affordable rent originally proposed in line with the Greater Cambridgeshire Affordable Rents Policy (60% of median rent or Local Housing Allowance, whichever is lowest).

	<b>Units</b>	<b>Social</b>	<b>Affordable 60% median</b>	<b>Affordable 80% median</b>	<b>Private</b>
L2 Social (Orchard)	30	+30	-30	-	-
L2 Affordable 80% (Orchard)	45			+45	-45
Colville Gain	32	+32	-32	0	
Colville replacement units	16		-16	+16	
Fen	12	+12	-12		

### 8.3. Ownership and Affordability

8.3.1. All homes will be held within the HRA and meet the government definition of affordable housing. However, only the 124 social rented homes would be counted towards the 1000 homes programme using

the Council's existing definition as outlined in the existing Affordable Rents Policy.

8.3.2. With a much higher proportion of social rented homes (124 compared to 17) a significant number of tenants will pay between £20 and £50 less rent per week as against the policy compliant affordable homes at 60% median market rent (including service charges) or Local Housing Allowance rates.

8.3.3. The increase from 60% to 80% of median market rent would apply to a smaller proportion of homes. The change would increase rental costs associated with these homes as below:

- 1 bed: £40-£60 per week
- 2 bed: £60-£80 per week
- No 3 or 4 bed proposed on current sites.

8.3.4. While this rent will be higher than previously proposed this tenure offers secure tenancies within the HRA and provides stability and quality compared to the Private Rented Sector. It meets a gap in the market in Cambridge for households on lower income than those that can afford shared ownership. This 80% rent is largely equivalent to the agreed Rent to Buy tenure model, with these tenants instead having the right to buy in the future.

8.3.5. The ability to hold the 80% rental properties within the HRA offsets the reduced cashflow as a result of delivering more social rented homes.

#### 8.4. New Programme Funding

8.4.1. On the basis of the revised rental mix as outlined above, Homes England have confirmed a funding allocation for the L2 Orchard Park scheme, subject to a Grant Agreement contract being signed with Homes England.

8.4.2. This is an important step in ensuring the viability of the new 1000 programme, and on this basis approval is sought for the Council to enter into a Grant Agreement with Homes England for the 21-26 HE Affordable Homes Programme for Continuous Market Engagement.

8.4.3. Further funding bids have been submitted under the Continuous Market Engagement for the schemes that have been Planning Permission or a Resolution to Grant by the Planning Committee. These are schemes at Fen Road, Ditton Walk, Borrowdale and Colville Road Phase 3. This Committee will be updated on the outcomes of these bids as engagement with Homes England progresses.

## 8.5. Timing

8.5.1. Fen Road, Ditton Walk, Borrowdale and Colville Road Phase 3 have received planning consent, and along with further schemes submitted for planning are able to commence on site works within this financial year.

8.5.2. The current rise in build prices is another threat to the programme. It is important that we agree the new proposal with HE as soon as possible but, in the interim, approval is sought to commence work on site at schemes which currently have planning permission, ahead of grant funding being agreed. This will allow the council to limit risk related to materials and labour shortages.

8.5.3. Agreement to proceed with start on site ahead of grant funding being confirmed will reduce risk associated with further delays, however cost implications have already been experienced on the Passivhaus Package of sites at Fen Road, Ditton Walk and Borrowdale. Some of these cost increases have been offset by combining the three sites into one contract but there will still be a requirement for a budget increase of c£71,000 for the three sites.

An approval is sought for revised budgets to be approved as outlined below. These revised budgets, if approved, are to be incorporated as part of the HRA MTFS in September 2022.

Scheme	Current HRA Budget	Revised Budget
Fen Road	£3,930,808	£4,015,365
Ditton Walk	£2,060,976	£1,943,826
Borrowdale	£939,220	£1,043,522
Total	£6,931,004	£7,002,714

8.5.4. In the event that grant is not secured, or is at lower level than expected, the HRA will be able to sustain the costs of these schemes by utilising existing resources and taking out additional borrowing. However, unless compensating resources (grant) are identified across other areas of the programme, this would have the effect of reducing the eventual overall size of the programme.

8.6. This proposal is recommended for the following reasons:

- 8.6.1. Delivers a mixed and balanced community meeting a wider range of needs
- 8.6.2. Delivers viability for the HRA and allows for continuous delivery
- 8.6.3. Enables schemes to be delivered at Council quality standards
- 8.6.4. Supports partnership with Homes England to achieve further funding potentially at programme level.
- 8.6.5. Significant step forward in delivery of new affordable housing by the City outside of the devolution deal.

8.7. Purchase of additional units at L2 Orchard Park

- 8.7.1. In line with the rent mix and funding level agreed as outlined above, approval is sought for the council to purchase the former 45x market sale homes at L2 orchard park into Council stock, to be offered at a rent of 80% of market.
- 8.7.2. The committee is asked to approve a budget for this purchase of £11,520,000 to cover purchase costs, HDA and EA/COW Management, and legal Fees.

8.8. Lettings procedure – 80% Market rented properties

- 8.8.1. Should this Committee approve the purchase of 45x units at L2 Orchard park, and adopt this rent level across the new programme, the homes at 80% of market rent are proposed to be delivered as housing for key workers OR the intermediate rental market, (ie those who are assessed as being on incomes sufficient to be able to afford 80% of market rent).
- 8.8.2. Given the Location of L2 purely in South Cambridgeshire, the lettings arrangements for this scheme will align with those in place for the

original affordable homes, being 50% nomination by South Cambridgeshire District Council and the other 50% for Cambridge City. This is in line with the approved Greater Cambridge Housing Strategy 2019-23 which states on page 9 that Cambridge City and South Cambridgeshire “Agree Local Lettings Plans for the affordable housing on large s106 urban fringe sites and major strategic sites and share those affordable housing allocations between Cambridge and South Cambridgeshire.”

8.8.3. These arrangements will be in place both for 1st lettings and for all subsequent relets. For the avoidance of doubt, the first relet will be taken by a SCDC nomination, the second relet by a CCC direct allocation, with future relets alternating between the two councils.

8.8.4. In the unlikely event that one authority is unable to let a property within its pool of units it will revert to the other authority for nomination.

8.8.5. Cambridge City and South Cambridgeshire have committed to working together to agree:

8.8.5.1. A process for nomination and allocation of tenants.

8.8.5.2. a Local Lettings Plan (LLP), the finer detail of which the two authorities will agree at least 3 months before the properties are advertised for letting.

8.8.5.3. A definition of Key worker as part of the ongoing Housing Strategy Development work.

## **8.9. St Thomas and Paget Rd garage sites**

8.9.1. Design development continues with both sites and these development sites are more conducive to 3 bed houses rather than a mix of 1 and 2 bed flats and 3 bed houses. This increase in the size of homes will require an uplift in the budget as part of the HRA MTFS in September 2022.

8.9.2. While Appendix 2 notes these two schemes as having 7 and 8 units as approved, a revised split is indicated below of 4 homes at Paget close and 11 at St Thomas's. This is in line with current design work and will additionally need to be amended as part of the September 2022 MTFS update.

## 8.10. Council-Approved Schemes – Revised delivery forecast

Scheme Name	Ward	Net Affordable	Other	Total Homes	Status
L2 Orchard Park	SCDC	30	45 at 80% of Market rent	75	Start on site commenced February 2022. Additional 45 Homes now to be delivered as 80% rented homes held within the HRA.
Colville Road Phase 3	Cherry Hinton	32	16 replacement	48	Decanting underway- one leaseholder left. Forecast Start on site Jul-22
The Mews, Histon Road	Arbury	10	0	10	Remains on track for December 2022 Completion
Fen Road	East Chesterton	12	0	12	Start on site proposed Jun-22
Ditton Fields	Abbey	6	0	6	Start on site proposed Aug-22
Aragon Close	Kings Hedges	0	0	7	Planning application submitted in February 2022. Awaiting confirmation of planning date.
Sackville Close	Kings Hedges	0	0	7	Planning application submitted in February 2022. Awaiting confirmation of planning date.
Borrowdale	Arbury	3	0	3	Start on site proposed for Oct-22
Aylesborough	Arbury	37	33 replacement	70	Planning application submitted April 2022.
Paget road	Trumpington	4	0	4	Design ongoing. Planning submission forecast for September 2022
St Thomas road	Coleridge	11	0	11	Design ongoing. Planning submission forecast for September 2022
Total		159	94	253	

## 9.. Opportunities for new housing sites

### 9.1. Hanover and Princess Court and Kingsway Flats

9.1.1. At HSC in January 2022 the decision was taken to carry out an options appraisal at Hanover Court and Princess Court. It was agreed at the same time to offer the opportunity to move to tenants



in order to take advantage of the new properties becoming available at Mill Road and Cromwell Road. It was also agreed to offer leaseholders the opportunity to sell their interest to the Council.

- 9.1.2. Neither tenants or leaseholders are under an obligation to take up these offers but they are eligible for home loss and disturbance payments if they otherwise qualify. There has been a positive response to the offer to move from many tenants and several leaseholders are taking up the offer to sell their leasehold interest to the Council.
- 9.1.3. Council officers are working closely to support all the residents and the non-resident leaseholders through this process.
- 9.1.4. Alongside this the options appraisal work on Hanover Court and Princess Court is progressing. The work effectively started in March once the resource was in place. The aim is still to complete this for report for HSC in September. Work on the management and maintenance issues at Kingsway is also progressing.

## **9.2. Garage Block – corner of East Road and St Matthews**

- 9.2.1. The demolition of the garage at East Road is about to commence following an urgent decision by the Executive Cllr. Pre-application discussions with planning have been continuing to develop a scheme for the site for submission to HSC. The aim is to present this in September depending upon the progress in developing the scheme.
- 9.3. Consultation
- 9.3.2. In September 2021, the HDA updated this committee on work toward identifying priority estates held within the HDA which may benefit from redevelopment consideration.
  - 9.3.3. Consultation work is progressing at Ekin Road and East Barnwell Centre, with events being held in June and July:
  - 9.3.4. An in-person event at Ekin Road is scheduled for June. This will include a marquee on the estate with information boards and surveys for the residents. This consultation will be focused on the estate rather than the surrounding residential areas. The aim is to engage residents – tenants, leaseholders and freeholders – in considering the issues facing the estate and the options for the future of the estate. Information on the challenges and opportunities

of partial and comprehensive redevelopment will be provided, as well as on decanting and buy back policies for tenants and homeowners should any form of redevelopment option be selected.

9.3.5. An in-person event for East Barnwell consultation is scheduled for July. This will likely take place in a local community space and will take forward the work outlined in the document 'East Barnwell, Cambridge A Framework for Change' which was funded by One Public Estate and reported to HSC in September 2020.

9.3.6. These events will be supported by the distribution of letters, flyers and surveys. We will also have an online presence with a dedicated website for each piece of consultation work and will host online webinars to answer questions from the residents, homeowners and business owners.

9.3.7. A full reporting on inputs gained through these events will be incorporated into future reporting to this committee, as the consideration of these redevelopment schemes progress through viability consideration.

9.3.8. A report on a proposed development scheme at Fanshawe is proceeding to this Committee as a separate Plan Item, and consultation with residents and interested parties is underway.

#### 9.4. Intermediate tenures

Approval to establish a new Housing Company to be registered as a Registered Provider was approved at the meeting of this Committee in September 2021. Following the reprofiling of schemes tenures as discussed in part 8, this work has been put on hold and the need for a new Housing company will be reviewed pending the outcome of funding submissions and internal remodeling of the new programme delivery.

## 10.. **Delivering Accessible Housing**

10.1. Cambridge City Council is committed to providing a range of housing options for residents with limited mobility. The Council adheres to the accessibility standards laid out in the Local Plan 2018. This requires 100% of new build Council homes to be M4(2) (accessible and adaptable dwellings), and 5% of new build affordable homes to

be M4(3) (wheelchair user dwellings). Some of the developments attained planning on the pre-2018 local plan but the designs were changed to ensure M4(2) was adhered to and an enhanced M4(2) was also provided.

10.2. There are currently 34 fully adapted wheelchair user dwellings and 5 enhanced M4(2) adapted homes held within the HSC-approved delivery schemes as per below:

**Table 2: Wheelchair user homes**

	Total Council rented homes (at least 100% M4 (2) wheelchair adaptable)	Of which M4 (3) wheelchair user homes	Of which Enhanced (M4(2) 1 bed	Total 1 bed M4 (3)	Total 2 bed M4(3)	Total 3 bed M4(3)	Total 4 bed M4(3)
500 programme							
Mill Road phases 1 & 2	118	3	5	3	0		
Anstey Way	56	3		3	0		
Cromwell Road	118	6		4	2		
Colville Road Ph 2	69	4		0	4		
Campkin Road	75	4		1	3		
Meadows & Buchan	106	5		2	3		
Tedder Way	1	1					1
Kendal Way	1	1				1	
Clerk Maxwell*1	14	0					
1000 programme							
Histon Road*1	10	0					
L2 Orchard Park*2	73	0					
Colville Road Ph 3	48	2			2		
Passivhaus Package	35	2				1	1
Paget and St Thomas	15	TBD					
Aylesborough	70	3		2	1		
Total	809	34	5	15	15	2	2

\*1: S106 acquisition

\*2: South Cambridgeshire; 2x homes proposed originally for market sale do not conform to M4(2)

## 11.. Sustainability

11.1. The Council's 2021 Sustainable Housing Design Guide continues to guide all new schemes and the table below confirms that all schemes apart from one significantly exceed current Local Plan policy requirements. Histon Road which meets the Local Plan is an off the shelf s106 scheme not designed by the council.

11.2. Progress against the proposed standard stated in the HSC reports is very encouraging with most targets on track. At Paget Rd and St Thomas's Road developments the design team continue to investigate the feasibility of delivery to net zero.

11.3. The council now has 120 homes in development which are targeting Passivhaus.

	Development targets									
	HSC target					Progress to date				
	Energy	Carbon	Water	Bio-diversity	Car park ratios	Energy	Carbon	Water	Bio-diversity	Car park ratios
<i>What is it?</i>	<i>Energy per m<sup>2</sup></i>	<i>Carbon Emissions below 2013 building regs</i>	<i>Litres per person per day</i>	<i>% uplift</i>	<i>No. of car bays per home</i>	<i>Energy per m<sup>2</sup></i>	<i>Carbon Emissions below 2013 building regs</i>	<i>Litres per person per day</i>	<i>% uplift</i>	<i>No. of car bays per home</i>
<b>Scheme</b>										
L2	45	35%-40%	110	0%	0.34	45	35%-40%	110	0%-10%	0.34
Colville Road Phase3	45	35%-40%	100-110	10%	0.5	45	35%-40%	100-110	10%	0.5
Mews Histon Rd	65	19%	110	n/a	0.7	65	19%	110	n/a	0.7
Fen Road	28	35%-40%	100	10%	1	28	35%-40%	100	10%	0.9
Ditton Fields	28	35%-40%	100	10%	1	28	35%-40%	100	10%	1
Aragon Close	28	35%-40%	100	10%	1	28-35	35%-40%	100	20%	1
Sackville Close	28	35%-40%	100	10%	1	28-35	35%-40%	100	20%	1
Borrowdale	28	35%-40%	100	10%	0.66	28	35%-40%	100	10%	0.66
Aylesborough	28	35%-40%	90	20%	0.5 or less	28-35	35%-40%	90-100	20% some offsite	0.4
Paget Road (Net Zero)	15	100%	80	20%	0.5 or less	15-28	50%-100%	90	20% some offsite	0.5-0.6
St Thomas Road (Net Zero)	15	100%	80	20%	0.5 or less	15-28	50%-100%	90	20% some offsite	0.5-0.6

Current 2018 Cambridge Local Plan minimum target	65	19%	110	10%	n/a
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11.4. Lessons learnt to date

The lessons learnt from the Passivhaus pilots for houses and flats so far, in summary, are:

- 11.4.1. Meeting 20% uplift in biodiversity can be difficult on small sites and off-site provision will be required. This is an opportunity to improve open spaces areas across the council.
- 11.4.2. The supply chain for Passivhaus is more developed for houses making it easier to attain. For flats, it is less developed which means there is more risk to budget and meeting the standard.
- 11.4.3. The CIP partnership provides an advantage in meeting sustainability targets because by having a contractor involved at an earlier stage of development fosters greater innovation within the design teams. Two examples of such innovation include:

- Passiv purple  
Passiv Purple is a Cambridgeshire based small to medium enterprise (SME) that specialises in providing an air tight layer required for Passivhaus certification.

Hill, our partner in the Cambridge Investment Partnership, tested this product on Colville 2 (which required a less strict air tightness target) and were so encouraged by the results that they have commissioned it for future schemes.

- Ni-Lan units  
Ni-Lan units are integrated mechanical ventilation units with an air source heat pump. The key advantage of this system is that it takes up less room in a flat or house. They are well established in Denmark but not so established in the UK. Exeter Council which has a Passivhaus development programme uses this system.

## 11.5. Next Steps

- 11.5.1. To embed partnership working beyond the council's development team with Hill and the HDA working with the council's Planning, Building Control, EHO and Maintenance teams to ensure that sustainability targets are met and maintained and within budget.
- 11.5.2. To understand the impact on financial viability and energy bills in attaining close to Passivhaus. The council has a duty to provide best value and with supply chains in a state of flux, rising costs are a concern. The partnership are working together to ensure how best to reduce energy bills the same as a certified design without having to pay additional costs to meet certification.

## 12.. Risks

<b>Risk</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Mitigation</b>
Cost increases on approved projects	Medium– Risk remains of increased budget requirements due to COVID-related delays/ rescheduling or Brexit-related cost increases and now supply chain cost increases. Delays on SOS due to funding uncertainties increase potential for risk	Medium - depending on the extent of the additional cost this may be managed within scheme level contingencies approved in Budget Setting Report.	Cost plans are regularly reviewed and updated, and contracts are fixed price to the council. Latest budgets consistently reviewed as part of BSR. Regular updated risk management budgeting completed as part of risk reviews work across the Council. Supply chain and materials concerns under close monitoring.
Securing Planning on new schemes	Low – schemes have been worked up with planners through the pre-application process and meet or exceed the Councils policies. Changes to staffing roles within the Planning Department may increase risk of delay, but will not affect planning approval likelihood.	Medium- not securing planning would cause delays and increase costs for a revised application.	Pre-app process used effectively, and schemes aim to be policy compliant.
Sales risk–exposing Council cash flow forecast	Medium – Housing market fluctuations are beyond Council control but do occur over long periods and affect the entire economy. Current circumstances may exacerbate such fluctuations or delay buyer activities in the short-medium term.	Medium – new homes are expensive but retain considerable inherent value and have uses other than market sale.	Mill road and Cromwell Road sales are progressing reporting through CIP processes on sales. Regular updates received in the market for sales of these sites. Currently values are being achieved in line with appraisal and sales rate in line with expectations.
Decanting residents / leaseholders	Low – Full decant of schemes within the 500 programme has now been reached. The decant of the further scheme at Colville Road phase 3 and Aylesborough Close is on-going and if this is not achieved on time there will be impact on the costs of the project	High – regeneration schemes will not be progressed if residents are not decanted.	Decant and rehousing officer regularly liaising with residents requiring decanting to ensure successful rehoming. CPO and NOSP served on remaining leaseholder Colville 3, and process outlined to be proceeded as necessary on future schemes.
Not securing necessary grant for new schemes	Medium- First grant funding now secured for L2 orchard park, however remaining grant across new programme schemes	High - if grant is not secured or at a lower level the business plan may need to be reviewed and the level	Continual discussions with Homes England are providing greater security iro grant funding ability. Issues in securing the level required to

<b>Risk</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Mitigation</b>
	not yet secured, other than that committed by the Council. The business plan for the MTFS assumed grant.	of housing and tenure delivered may need to change.	support the costs of developing in Cambridge are an issue, and we will continue to review assumptions in the business plan as negotiations develop.
Labour market/materials/build prices increasing	Medium/High – situation is being proactively managed and is currently seen as a short-term risk, which must be managed, but may impact programme if not price	Medium/High – services or materials shortages may lead to delays in project delivery and an overall increase on programme cashflow. Contracts with the council are fixed price minimizing cost risks which lie with CIP.	Fixed price contracts and liaising working closely with Hill to ensure all materials are placed and ordered as soon as reasonably possible and stock-piled on site or using additional storage as required. Key packages are being procured as early as possible. Hills existing supply chain relationships are being used to ensure service.
First Homes policy introduction from March 2022 may impact council development cashflow and rental income.	<b>None.</b> While this was originally raised as high risk, Greater Cambridgeshire have now confirmed that requirement for First Homes will not be expressly required.	High - The introduction of First Homes would impact scheme viability which may affect number of affordable rented homes we can deliver.	No further required
Required amendments to the GC Rental Policy to allow charging of up to 80% of median Market rent on affordable units additional to Planning obligations	Moderate. Officers remain in consultation to agree approach to lettings of these homes, and to agree required amendments to the rental policy to ensure that such amendments do not free up exclusions which may be used for gain by external RPs	High. Inability to charge up to 80% median rents would mean that the council is unable to subsidize delivery of social rented homes. This would jeopardize the delivery targets of the new programme as well as require renewed discussions with Homes England regarding grant levels	Internal discussions across the HDA, SLT, Housing and Housing strategy and coordination of a strategies with SCambs Officers to ensure all parties are in agreement. Continual discussions with Homes England to ensure open communication on tenure options.

## 13.. Implications

### (A) Financial Implications

The Devolution Housing Grant and Right to Buy Receipts are the main source of funding for schemes in the current 500 Programme that progress into development. However, the sources of funding for each new housing scheme are laid out when a detailed report for that scheme is brought to the HSC.

Currently the 500 Programme has a total cost to date, or approved HRA budget going forward, of £140,390,810, including some re-provision of existing dwellings.

The Council's housing programme is part funded by a £70 million grant, which to date has been paid via a combination of the Cambridgeshire & Peterborough Combined Authority and DLUHC. At the time of writing this report, all of the £70 million has been received, with £38 million via the Combined Authority and £32 million directly from DLUHC.

By end of 2020/21 all Devolution funding had been received by the Council, whether via quarterly claims to the Combined Authority, or directly from DLUHC. As of 31 March 2022, £51,258,108.93 of the funding has been utilised in the delivery of new homes, with £18,741,891.07 held in balances to fund the completion of the programme from April 2022 onwards.

This is funded through four avenues:

- Funding provided by the Combined Authority Devolution grant
- Funding provided from Section 106 agreements
- Funding provided by Right to Buy receipts
- Funding provided direct from HRA

The general fund has also supported the delivery of the programme through its investments through the Cambridge Investment Partnership at Mill Road and Cromwell Road. The general fund has further assisted in the development of the Meadows and Buchan schemes, through enabling of land supply and reprovision of community facilities for the duration of on-site activities.

The updated assumptions for the new housing programme were included within the January 2022 budget setting report. Following confirmation of funding levels approved for L2 Orchard Park by Homes England, a review of assumptions for the new programme is underway and updates will be brought as part of budget review to this committee.

### **(B) Staffing Implications**

All housing development schemes will be project managed by the Cambridge City Council Housing Development Agency in liaison with City Homes; Housing Maintenance & Assets; and the Council's corporate support teams. A large proportion of the schemes are being delivered through the Cambridge Investment Partnership which provides additional resources.



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

The development framework for new housing by the Council, approved at the March 2017 Housing Scrutiny Committee was informed by an EQIA. Each scheme specific approval is now informed by an EQIA as it proceeds for Committee approval.

### **(D) Net Zero Carbon, Climate Change and Environmental Implications**

There are no environmental implications of this report. Each scheme specific approval will cover any specific implications.

### **(E) Procurement Implications**

Advice specific to each project.

### **(F) Consultation and communication**

The development framework for new housing by the Council approved at the March 2017 Housing Scrutiny Committee sets out the Council's commitment to involve residents in new housing schemes.

An updated Regeneration policy outlining procedure for resident engagement was approved by the September 2021 meeting of this Committee (Item 12) and guides all resident involvement exercises.

### **(G) Community Safety**

There are no community safety implications for this report. Each scheme specific approval will cover any community safety implications.

## **14.. Background papers**

Background papers used in the preparation of this report:

- 22/20/HSC: Update on New Build Council Housing Delivery
- 22/8/HSC: Report on Hanover and Princess Courts and Kingsway
- 21/48/HSC: Report on progress toward HRA estate regeneration programme.
- 22/7/HSC: HRA Budget Setting Report

## **15.. Appendices**

15.1. Appendix 1: Programme milestone summary

## 15.2. Appendix 2: Programme finance summary

### **16.. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact Claire Flowers, Head of Housing Development Agency, tel: 01223 – 457 928, email: [claire.flowers@cambridge.gov.uk](mailto:claire.flowers@cambridge.gov.uk).

HDA Delivery Programme		31/05/2022								
Scheme Name	Ward	Net Affordable	Market homes	Total homes	Delivery	Committee	Planning Submitted	Planning Granted	Est. SOS	Practical Completion
<b>BUILD COMPLETE</b>										
Uphall Road	Romsey	2	0	2 E&F	HSC		Aug-16	Dec-16	Jun-17	Jan-18
Nuns Way & Wiles Close	Kings Hedges	10	0	10 Tender	HSC		Aug-16	Jul-17	Jan-19	Aug-19
Ditchburn Place Community Rooms	Petersfield	2	0	2 Tender	S & R		Aug-18	Nov-18	Jan-19	Sep-19
Queens Meadow	Cherry Hinton	2	0	2 CIP	HSC		Dec-17	Jul-18	May-19	Jun-20
Anstey Way	Trumpington	29	0	56 CIP	HSC		Jan-18	Jul-18	Oct-18	Jun-20
Colville Garages	Cherry Hinton	3	0	3 CIP	HSC		Sep-18	Nov-18	May-19	Jul-20
Gunhild Way	Queen Ediths	2	0	2 CIP	HSC		Jul-18	Oct-18	May-19	Jul-20
Wulfstan Way	Queen Ediths	3	0	3 CIP	HSC		Oct-18	Jan-19	May-19	Sep-20
Markham Close	Kings Hedges	5	0	5 CIP	HSC		May-18	Oct-18	May-19	Sep-20
Ventress Close	Queen Ediths	13	0	15 CIP	HSC		Sep-18	Mar-19	Oct-19	Feb-21
Akeman Street	Arbury	12	0	14 CIP	HSC		Apr-19	Jul-19	Oct-19	May-21
Mill Road	Petersfield	54	62	116 CIP	S & R		Dec-17	Jun-18	Aug-18	Oct-22
Cromwell Road	Romsey	28	44	72 CIP	S & R		Mar-19	Jul-19	Dec-19	Jan-23
<b>Sub total</b>		<b>165</b>	<b>106</b>	<b>302</b>						
<b>ON SITE</b>										
Mill Road	Petersfield	64	56	120 CIP	S & R		Dec-17	Jun-18	Aug-18	Oct-22
Cromwell Road	Romsey	90	133	223 CIP	S & R		Mar-19	Jun-19	Dec-19	Jan-23
Colville Phase 2	Cherry Hinton	47	0	67 CIP	HSC		Jul-19	Dec-19	Nov-20	Oct-22
Meadows and Buchan	Kings Hedges	106	0	106 CIP	HSC		Dec-19	Aug-20	Feb-21	Aug-24
Campkin Road	Kings Hedges	50	0	75 CIP	HSC		Nov-19	Mar-20	Mar-21	Apr-23
Clerk Maxwell Road	Newnham	14	21	35 S106	HSC		Dec-19	Jul-20	Feb-22	Mar-23
<b>Sub total</b>		<b>371</b>	<b>210</b>	<b>626</b>						
<b>PLANNING APPROVED</b>										
<b>Sub total</b>		<b>0</b>	<b>0</b>	<b>0</b>						
<b>HSC APPROVED SCHEMES</b>										
Tedder Way	Arbury	1	0	1 Tender	HSC		Jan-22	Sep-22	Dec-22	Aug-23
Kendal Way	East Chesterton	1	0	1 Tender	HSC		Feb-22	Jun-22	Dec-22	Aug-23
<b>Sub total</b>		<b>2</b>	<b>0</b>	<b>2</b>						
<b>GRAND TOTAL</b>		<b>538</b>	<b>316</b>	<b>930</b>						
<b>Progress to 500 starts on site</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>				
<b>Starts by year</b>	<b>2</b>	<b>159</b>	<b>158</b>	<b>203</b>	<b>14</b>	<b>2</b>				
<b>Cumulative total</b>	<b>2</b>	<b>161</b>	<b>319</b>	<b>522</b>	<b>536</b>	<b>538</b>				
<b>Progress to 500 Completions</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2024/25</b>			
<b>Net Completions by year</b>	<b>2</b>	<b>0</b>	<b>17</b>	<b>58</b>	<b>68</b>	<b>295</b>	<b>84</b>			
<b>Cumulative total</b>	<b>2</b>	<b>2</b>	<b>19</b>	<b>77</b>	<b>145</b>	<b>440</b>	<b>538</b>			

HSC Approved New programme schemes		31/05/2022								
Scheme Name	Ward	Net Affordable	Other	Total Homes	Delivery	Committee	Planning Submitted	Planning Granted	Est. SOS	Practical Completion
L2 Orchard Park	SCDC	30	45	75	CIP	HSC	Aug-20	May-21	Apr-22	Sep-23
Colville Road Phase 3	Cherry Hinton	32	16	48	CIP	HSC	Jun-21	Dec-21	Jul-22	Jul-24
The Mews, Histon Road	Arbury	10	0	10	S106 Laragh	HSC	May-19	Feb-20	May-21	Dec-22
Fen Road - PHPP	East Chesterton	12	0	12	CIP	HSC	Feb-21	Jul-21	Aug-22	Aug-23
Ditton Fields - PHPP	Abbey	6	0	6	CIP	HSC	Feb-21	Oct-21	Sep-22	Sep-23
Aragon Close - PHPP	Kings Hedges	7	0	7	CIP	HSC	Jan-22	Jul-22	Jan-23	Jan-24
Sackville Close - PHPP	Kings Hedges	7	0	7	CIP	HSC	Jan-22	Jul-22	Jan-23	Jan-24
Borrowdale - PHPP	Arbury	3	0	3	CIP	HSC	Jul-21	Nov-21	Oct-22	Nov-23
Aylesborough Close Phase 2 - PHPP	Arbury	37	33	70	CIP	HSC	Apr-22	Sep-22	Jan-23	Jul-24
Paget Rd - ERDF Net Zero	Trumpington	4	0	4	Tender	HSC	Sep-22	Jan-23	Apr-23	Jan-24
St thomas Rd - ERDF Net Zero	Coleridge	11	0	11	Tender	HSC	Dec-22	Apr-23	Jul-23	Jul-24
<b>Total new</b>		<b>159</b>	<b>94</b>	<b>253</b>						

Progress to 1000 starts on site	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2028/29	2029/30	2028/30	2029/31
Starts by year	10	134	15	0	0	0	0	0	0	0
Cumulative total	10	144	159	159	159	159	159	159	159	159

Progress to 1000 Completions	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2028/29	2029/30	2028/30	2029/31
Net Completions by year	0	10	69	80	0	0	0	0	0	0
Cumulative total	0	10	79	159	159	159	159	159	159	159

starts on site	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2024/25	2025/26	2026/27	2027/28	2028/29
Starts by year	2	159	158	203	24	136	0	0	0	0	0
Cumulative total	2	161	319	522	546	682	697	697	697	697	697

Completions	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2024/25	2025/26	2026/27	2027/28	2028/29
Completions by year	2	10	86	138	68	295	84	0	0	0	0
Cumulative total	2	12	98	236	304	599	697	697	697	697	697

New Build Programme - 500 New Homes													
Scheme Name	Project stage	Net affordable homes	Total affordable homes	Budget 2022/23 Adjusted for actual outturn where completed schemes	Total Spend to 31 March 2022	Budget remaining 2022/23	Budget approval (Actual where schemes complete and closed)	Budget RTB receipts (Actual where complete and closed)	Budget Devo grant funding (Actual where complete and closed)	Section 106 / Assumed Homes England Grant	Net cost to HRA	Total development cost per unit	Cost to HRA per unit
Uphall Road	Scheme complete	2	2	356,829	356,829.05	0.00	356,829	(105,330)	(242,596)	0	8,903	178,415	4,452
Nuns Way & Wiles Close	Scheme complete	10	10	1,941,428	1,941,427.58	0.00	1,941,428	(582,428)	(1,306,202)	0	52,797	194,143	5,280
Tedder Way	Planning submitted	1	1	506,000	32,577.66	473,422.34	506,000	(151,800)	0	0	354,200	506,000	354,200
Kendal Way	Planning submitted	1	1	524,000	39,937.23	484,062.77	524,000	(157,200)	0	0	366,800	524,000	366,800
Anstey Way	Build completed	29	56	11,285,455	11,222,394.54	63,060.46	11,285,455	(1,864,885)	(3,500,204)	0	5,920,366	201,526	105,721
Colville Garages	Scheme complete	3	3	819,177	819,177.33	0.00	819,177	(245,753)	(573,424)	0	0	273,059	0
Queensmeadow	Scheme complete	2	2	604,314	604,314.36	0.00	604,314	(181,294)	(423,020)	0	0	302,157	0
Wulfstan Way	Scheme complete	3	3	813,277	813,277.27	0.00	813,277	(243,983)	(569,294)	0	0	271,092	0
Markham Close	Scheme complete	5	5	1,209,700	1,209,700.29	0.00	1,209,700	(362,910)	(846,790)	0	0	241,940	0
Gunhild Way	Scheme complete	2	2	643,682	643,681.62	0.00	643,682	(193,104)	(450,577)	0	0	321,841	0
Ditchburn Place	Scheme complete	2	2	343,225	343,225.45	0.00	343,225	(101,243)	(233,741)	0	8,242	171,613	4,121
Mill Road	On site	118	118	24,965,630	22,706,188.31	2,259,441.69	24,965,630	(7,489,689)	(17,475,941)	0	0	211,573	0
Ventress Close	Scheme complete	13	15	3,590,191	3,590,191.28	0.00	3,590,191	(767,099)	(1,789,372)	0	1,033,720	239,346	68,915
Cromwell Road	On site	118	118	24,865,800	21,275,074.02	3,590,725.98	24,865,800	(6,741,595)	(17,141,652)	0	982,553	210,727	8,327
Akeman Street	Build completed	12	14	4,526,720	4,465,874.96	60,845.04	4,526,720	(903,470)	(2,105,542)	0	1,517,707	323,337	108,408
Clerk Maxwell Road	On site	14	14	3,046,760	329,734.62	2,717,025.38	3,046,760	(914,028)	(2,132,732)	0	0	217,626	0
Meadows and Buchan	On site	106	106	25,929,000	3,457,820.53	22,471,179.47	25,929,000	(7,778,700)	(8,664,744)	0	9,485,556	244,613	89,486
Colville Road Phase 2	On site	47	67	14,467,580	8,399,449.80	6,068,130.20	14,467,580	(2,743,431)	(6,343,891)	0	5,380,258	215,934	80,302
Campkin Road Phase 2	On site	50	75	18,063,260	8,766,208.83	9,297,051.17	18,063,260	(3,243,932)	(6,200,278)	(1,750,000)	6,869,050	240,843	91,587
TOTAL		538	614	138,502,029	91,017,084.73	47,484,944.50	138,502,029.23	(34,771,876.40)	(70,000,000.00)	(1,750,000.00)	31,980,152.83	225,573.34	52,084.94
Mean average													

New Build Programme - 1,000 New Homes													
New Programme Scheme Name	Project stage	Net affordable homes	Total affordable homes	Budget per 2022/23 HRA BSR Table	Total Spend to 31 March 2022	Budget remaining 2022/23	Budget approval (Actual where complete / on hold)	Budget RTB receipts (Actual where complete / on hold)	Budget Devo grant funding (Actual where complete / on hold)	Section 106 / Assumed Homes England Grant	Net cost to HRA	Total development cost per unit	Cost to HRA per unit
L2	On Site	30	30	6,207,000	1,885,206.74	4,321,793.26	6,207,000	(620,700)	0	0	5,586,300	206,900	186,210
Histon Road	On Site	10	10	1,978,000	304,066.08	1,673,933.92	1,978,000	(207,715)	0	0	1,770,285	197,800	177,028
Colville III	Planning approved	32	48	12,649,000	723,634.56	11,925,365.44	12,649,000	0	0	(3,200,000)	9,449,000	263,521	196,854
Fen Road	Planning approved	12	12	3,931,000	176,376.91	3,754,623.09	3,931,000	0	0	(1,200,000)	2,731,000	327,583	227,583
Ditton Fields	Planning approved	6	6	2,061,000	39,534.32	2,021,465.68	2,061,000	0	0	(600,000)	1,461,000	343,500	243,500
Aragon Close	Planning submitted	7	7	1,988,000	53,565.07	1,934,434.93	1,988,000	0	0	(700,000)	1,288,000	284,000	184,000
Sackville Close	Planning submitted	7	7	1,988,000	56,366.31	1,931,633.69	1,988,000	0	0	(700,000)	1,288,000	284,000	184,000
Borrowdale	Planning approved	3	3	914,000	77,351.92	836,648.08	914,000	0	0	(300,000)	614,000	304,667	204,667
Aylesborough Close	Planning submitted	37	70	19,030,000	304,421.26	18,725,578.74	19,030,000	0	0	(3,700,000)	15,330,000	271,857	219,000
St Thomas's Road	Pre-planning	8	8	2,105,000	33,182.68	2,071,817.32	2,105,000	0	0	(941,000)	1,164,000	263,125	145,500
Paget Road	Pre-planning	7	7	1,842,000	29,678.63	1,812,321.37	1,842,000	0	0	(824,000)	1,018,000	263,143	145,429
<b>TOTAL</b>		<b>159</b>	<b>208</b>	<b>54,693,000</b>	<b>3,683,384</b>	<b>51,009,616</b>	<b>54,693,000</b>	<b>(828,415)</b>	<b>0</b>	<b>(12,165,000)</b>	<b>41,699,585</b>	<b>3,010,096</b>	<b>2,113,771</b>

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## Community Alarms Service Review

**To:**

Cllr Bird, Executive Councillor for Housing  
Housing Scrutiny Committee, 21<sup>st</sup> June 2022

**Report by:**

David Greening

Tel: 01223 457997, Email: david.greening@cambridge.gov.uk

**Wards affected:**

All Wards

### Key Decision

The appendices B1 and B2 to the 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.

#### 1. Executive Summary

Cambridge City Council's Community Alarms service has been in operation in the City for over 20 years and currently serves around 440 customers. It has built a solid reputation and provided a very valuable service over this time. However, for at least the last 5 years the service has been experiencing a decline in customer numbers and has, therefore, not achieved its income targets, resulting in the service no longer recovering its full cost inclusive of all overheads.

The decision was made at the end of 2021 to instruct external consultants to conduct a review of the options for the service moving forward. This report makes the recommendation that the City Council should terminate the service, and transfer those customers who choose to, to the equivalent service provided by Cambridgeshire County Council. Initial discussions

with the County Council have indicated that this would be something they would be keen to explore with us.

## **2. Recommendations**

The Executive Councillor is recommended to:

- 2.1 Agree the termination of the Community Alarms service

## **3. Background**

- 1.1 The Community Alarms Service install alarms into individuals' properties, which, when activated, contacts a response centre who triage the call and arrange for appropriate action to be taken. This could be, for example, contacting emergency services, key holders (such as friends and family) or other support agencies. This is a discretionary service which the City Council has no statutory obligation to provide. It has been provided by Cambridge City Council for over 20 years and as of 3<sup>rd</sup> May 2022 the service had 438 customers across the City.

The installation, maintenance and removal of the alarms is carried out in-house by staff within the Independent Living Service. We currently have a contract in place with Tunstall Healthcare (UK) Ltd who provide our response centre on a 24/7 basis. The service also benefits from an enhanced response service (ERS) provided by the County Council. This service provides an alternative response option for customers who don't have key holders or whose key holders cannot be reached. It is provided free of charge by the County Council and operates on a 24/7 basis.

- 1.2 The alarms service has experienced a continued decline in customer numbers over the past 5 years resulting in an under achievement in income, which has resulted in the service failing to meet its full cost inclusive of all overheads, with loss of income items being presented in the annual budget process. This is the result of a number of factors including technological advancements, which has widened the options available in the market and increased



competition from both local and national providers many of whom provide equivalent or advanced services at a competitive cost.

Significantly, in the last year, Cambridgeshire County Council has launched its own alarms service using the latest alarms technology and providing a broader service offering to its customers. The County Council already provides all of the 'add-on' assistive technology products for the City Council's alarm customers, as well as operating the ERS service, which they provide to their own customers as well as customers of Cambridge City Council.

Our alarms work using the phone line in an individual's property to call the response centre. The planned national switch from analogue to digital telephone services by 2025 means it may be necessary to change the type of alarm we provide, which would require significant investment.

- 1.3 A review of the service by independent consultants, the East of England Local Government Association (EELGA) was, therefore, instructed and was concluded in February 2022. The full report is included in Appendix B. We asked EELGA to look at 4 main options for the future of the service and provide recommendations on the best way forward. The options explored were:
1. Investing to develop the service for continued delivery by Cambridge City.
  2. Transfer the customers via signposting to alternative 'preferred' provider.
  3. Cooperative/collaborative delivery with sector partners.
  4. Sale of the service (customer base) to a commercial operator.

EELGA's initial conclusion was that options 3 and 4 should be discounted. Option 3, while having commendable intent, was considered to be problematic within the timescales we had identified, especially when trying to align monitoring contracts with other providers. It was also noted that previous discussions with South Cambs District Council and Cambridgeshire County Council about this option in 2019 had not proven to be productive.

The current analogue operating platform was identified as a major issue for moving forward with outcome 4. It was felt that the need to invest in providing new digital end-user units to all current customers would effectively make the cost of acquisition prohibitively high and this would need to be factored into any commercial purchase. This

would mean that the return on investment would not be likely to be very attractive to potential buyers.

Option 1 was explored in more detail, including the impacts of the digital switch over by 2025. Whilst the current alarms that we install would be digitally capable in the short term, in order to ensure the service is able to compete in the medium term, significant investment to upgrade all of the alarms would be required. The report has estimated that the cost would be in excess of £100,000 over 3 years and that there would still be no guarantee that numbers would increase.

The review concluded that, from an external perspective, the decision to transfer the service on an agreed basis, as per option 2 would be most sensible. Furthermore, they advised that transfer to another local authority provider, specifically the County Council, would be most rational. They advocate a peer-to-peer transfer rather than to a commercial operator as there is likely to be only a limited commercial value realisable for the current business and that route would provide for a:

- sustainable long-term solution for existing customers;
- local service provider and assured future pricing;
- financial value retained within the public sector; and
- risk managed solution with well-established working relationship to help effect a seamless service transfer.

1.4 Initial discussions with the County Council have indicated that they would be interested in exploring the transfer of our customers to their service. This would be subject to approval through their own internal processes following this committee's decision.

1.5 A full project plan would be developed between both organisations to ensure that the transfer process is as smooth as possible. This would include the possibility of customers keeping their current alarm equipment where they are able to do so and seeking to get agreement from the County Council on their future pricing structure for customers transferring.

1.6 Customers who transfer to the County Council would be supported to do so in tranches, between September 2022 and March 2023. This approach has been recommended by the County Council based on previous experience they have, to help minimise the risks

associated with transfer process. Some transfers would be able to be completed remotely, whereas others will require an on-site visit to the customer's home to complete. A full appraisal of what is needed would be completed at the start of the project.

- 1.7 The above proposals will not affect our tenants in our sheltered housing schemes, who will continue to have their alarms provided directly by the City Council, with the monitoring of these alarms provided by a new contract which will be procured ready to start in April 2023 once the current contract with Tunstall Healthcare (UK) Ltd has expired.

## **4. Implications**

### **a) Financial Implications**

Historically, the income from this service has covered all of the direct and indirect costs of running this non-statutory service. As numbers have dwindled, any contribution towards the indirect / overhead costs associated with providing this service has been significantly eroded. Based upon 2022/23 budgets, if customer numbers are maintained, which has not been our experience over the last few years, the service will cease to make any real contribution to the management costs and overheads of running the service. If customer numbers decline further, which is anticipated, then the service would not even recover direct costs and would make a loss. Any net cost or shortfall in funding would need to be met from the Council's General Fund.

If the service is ceased, there will be an adverse impact on the HRA of just over £7,000 per annum, with the HRA being required to re-absorb a small element of direct staff cost that would be retained in the Independent Living Team, despite cessation of the service. This cost would need to be met through service charges to sheltered residents where the remaining staff would divert any time previously associated with delivery of emergency alarm services. Alternatively, a budget virement to offset this sum could be sought from elsewhere in the service or the budget would need to be built into HRA as part of the HRA Medium Term Financial Strategy in September 2022.

Assuming the recommendation to cease direct delivery of the community alarm service, and transfer those who wish to move across to the County Council service is approved, it is proposed that the equipment in situ is effectively 'gifted' to the customer, to facilitate the passporting between

services. The old equipment is considered to be of no real financial value to the Council due to its age and digital status, but leaving it with the customer would aid the transition between suppliers, would avoid the County Council needing to carry out multiple installations of new equipment within a short timeframe and would avoid the City Council needing to staff the removal, and disposal, of over 430 alarms in one go.

The City Council has set the charges to customers of the alarms service at £3.42 ex VAT per week for 2022/23. The County Council currently charge £5 ex VAT per week for their service. It is our intention to propose that the County Council hold our current prices for those customers who transfer to them and who retain our alarm equipment. However, as there would be no formal agreement in place this is not something we could guarantee that they will agree to or formally hold them to. Our initial conversation with them has indicated that they would be prepared to work with us to minimise the financial impact to the customers.

It is worth noting that if the City Council were to continue with the service post 22/23, a review of the costings would have to be undertaken which would be likely to lead to an increase in the price of the service.

## **b) Staffing Implications**

We currently employ 1 FTE Independent Living Facilitator (ILF) who operates the service. HR advice indicates that ceasing the service would be likely to result in redundancy for this member of staff.

The service is also supported by the wider Independent Living Service and is managed by an Independent Living Supervisor, and Housing Services Manager who oversee it. Staff within the service also provide cover for events such as annual leave, sickness and training. Ceasing the service would relieve some of the current pressure on these posts and result in increased capacity to concentrate on other service priorities, including supporting tenants in our sheltered housing schemes and in the wider community as part of the visiting support service.

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

An Equality Impact Assessment has been conducted and is attached as **appendix A**. The assessment gives more data on the makeup of the current customer base of the Community Alarms Service and identifies groups that will be more affected simply due to the numbers of them. These include older people, people with a disability, single households and

females. It also identifies the possible impact to those on low incomes. As detailed in the assessment, we will be adopting an individual approach to consulting with all of our customers to make sure all of their needs are taken into account, and that they are supported through the process.

#### **d) Net Zero Carbon, Climate Change and Environmental Implications**

The climate change tool has been completed and has concluded that this project will have a low positive rating and therefore a low impact overall. This is because ceasing the service will mean a reduction in staff travel across the city. However, it should be noted that this may increase for other organisations taking on the customers. There are no other impacts that have been identified from completing the tool.

#### **e) Procurement Implications**

Advice has been taken from the City Council's procurement and legal teams who have advised that there are no procurement implications for ceasing the service and supporting customers to transfer to a preferred provider. Our customers currently have individual contracts in place which require a minimum of 28 days' notice to be given. However, we would plan to give much more notice than this (please see section 5 below). The County Council would set up new contracts with each individual as part of the transfer of the service.

The Independent Living Service has a contract in place with Tunstall Healthcare (UK) Ltd to provide a monitoring service to its customers and also the tenants within our Sheltered Housing Schemes. This is due to expire in March 2023 and so a decision to transfer the service will mean that this contract will be procured without the Community Alarms Service being included. However, it is not anticipated that this will have any adverse implications on this procurement.

#### **f) Community Safety Implications**

There are no community safety implications for this report.

### **5. Consultation and communication considerations**

As this decision is based on financial and operational factors, no prior consultation has been carried out with our customers directly at this stage. Satisfaction with the service is generally good, and we appreciate that this decision will likely cause some concern and anxiety amongst our customers and, therefore, want to ensure that consultation is done in a

managed way, at a time when we have more certain information for them. If this decision is approved, we will then start consultation with each customer on an individual basis in July to ensure that they are aware of their options. These options would include support to transfer the service to the County Council, support to cancel our service and set up a new service with a provider of the individual's choice, or finally support to cancel the service and not replace it with a new one. For all of these options, a further conversation would be had with the individuals and their friends/families to ensure they understand the implications of their decision.

Initial contact will be made via letter, with telephone and face to face contact offered as follow up options for those who need it. New referrals would not be taken from the point of the decision, and the ILF who currently operates the service would be tasked with supporting existing customers.

Elected Tenants and Leaseholders on HSC have also been made aware of the report.

## **6. Background papers**

There were no background papers used in the production of this report.

## **7. Appendices**

Appendix A – Equalities Impact Assessment

Appendix B1 and B2 – EELGA Full Report (CONFIDENTIAL)

## **8. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact: Laura Adcock, tel: 01223 457649, email: [laura.adcock@cambridge.gov.uk](mailto:laura.adcock@cambridge.gov.uk).

## Cambridge City Council Equality Impact Assessment (EqIA)

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](mailto:equalities@cambridge.gov.uk) or phone 01223 457046.

Once you have drafted the EqIA please send this to [equalities@cambridge.gov.uk](mailto:equalities@cambridge.gov.uk) for checking. For advice on consulting on equality impacts, please contact Graham Saint, Strategy Officer, ([graham.saint@cambridge.gov.uk](mailto:graham.saint@cambridge.gov.uk) or 01223 457044).

<b>1. Title of strategy, policy, plan, project, contract or major change to your service</b>
Community Alarms Service Review

<b>2. Webpage link to full details of the strategy, policy, plan, project, contract or major change to your service (if available)</b>
Link can be added once committee report published.

<b>3. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?</b>
<p>A recommendation is being made to the Housing Scrutiny Committee to cease the community alarms service. Full details of the proposals can be found in the Committee report.</p> <p>If the recommendations are approved, we will ensure that all of our customers are contacted to make them aware of the decision, and to begin working with them and our other partners to ensure they are aware of what their options are. These could be:</p> <ul style="list-style-type: none"><li>1. Transferring to another provider, including the County Council who we would be working closely with.</li></ul>

2. Deciding they do not need an alarm anymore and stopping the service.

At all stages of the process, we will make sure that the choices the individual has are clear, and that they are supported with their decision. Where we identify that people do not have capacity to make this decision, we will work with their friends and families, and any other support networks, including the County Council, to make best interest decisions.

#### 4. Responsible service

**Housing Services**

#### 5. Who will be affected by this strategy, policy, plan, project, contract or major change to your service?

(Please tick all that apply)

- ☒ Residents  
☐ Visitors  
☒ 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):

**Current Community Alarms customers living within the City (438 as of 3.5.22)**  
**1 x FTE staff member who operates the service.**

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

- ☐ 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)

- ☒ Yes  
☐ No

If 'Yes' please provide details below:

If the recommendations are accepted, we would be working closely with Cambridgeshire County Council's alarms service to transfer those customers who chose, over to their service. We would also work closely with our monitoring centre provider, Tunstall Healthcare (UK) Ltd, to ensure customers are transferred over smoothly.



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

Due to go to Housing Scrutiny Committee in June 22.

**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?**

At this stage, we have not consulted directly with our customers, as this decision is based on financial and operational impacts for the City Council, however if the decision is made to go ahead we will consult with each customer individually to assess the impact of the change on them, and work to support them based on their own needs in order to go through this process. Communication will take place initially via letter, and then via phone or face to face depending on customers preference and needs.

I have used the data that we collect from our customers when they first sign up to our service in order to assess the potential impacts on each category that we collect data on.

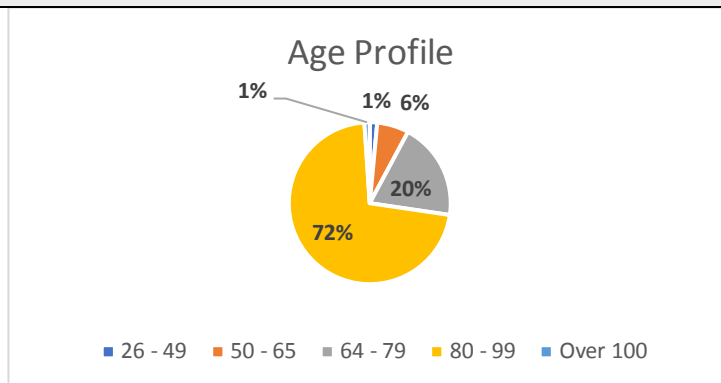
I have used online research to find other alarm providers in order to look at cost comparisons.

I have had an initial conversation with Cambridgeshire County Council about how we would manage the process for all customers, as there will be an impact on each individual. If the decision is made by HSC to progress with this project, we will work closely with them to communicate with our customers.

**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 - Please also consider any safeguarding issues for children and adults at risk**



The above chart shows the age profile of the community alarms customers as of Jan 2022. 93% of our customers are aged 64+, so this decision will affect mainly older people as they represent the greatest number in terms of customer base. However, all of our customers will be affected by the proposed change and we will communicate with them individually to identify any specific needs, no matter what their age.

**(b) Disability**

Monitoring data about our customers in Jan 22 states that 22% of our customers consider themselves to have a sight impairment, 55% consider themselves to have a hearing impairment, 15% consider themselves to have a speech impediment, 95% consider themselves to have a physical disability, and 17% told us that they had a form of learning disability or mental health illness.

Using this data, we will be able to ensure that our communication and the support that we provide individuals through this process is suited to their individual needs.

**(c) Gender reassignment**

We do not collect information on gender reassignment from our customers and so are not aware of how many customers this affects, however given the nature of the proposal we do not anticipate any adverse effects on this group of individuals. All of our customers will be affected by the proposed change and we will communicate with them individually to identify any specific needs.

#### **(d) Marriage and civil partnership**

We do not collect information on marital status from our customer and so do not have data about this on record. Anecdotally however, we are aware that the majority of our customers are single and living alone, hence the reason for an alarm in the first place. As with all of our customers, we will work with individuals to make sure that they have a new arrangement in place if they wish to, before removing our alarm, so that there is no period where they are unable to make contact with a response centre.

#### **(e) Pregnancy and maternity**

We do not collect information on marriage/maternity status from our customer and so are not aware of how many customers this affects, however given the age profile of the customer group, and the nature of the proposal, we do not anticipate any adverse effects on this group of individuals. All of our customers will be affected by the proposed change and we will communicate with them individually to identify any specific needs.

The staff member affected by the proposal is not currently on maternity leave or pregnant.

#### **(f) Race – Note that the protected characteristic ‘race’ refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.**

Data from January 2022 shows that 80% of our customers identify as British (including Northern Irish, Welsh and Scottish). Other nationalities disclosed were American, French, German, Greek, Polish, Iranian, Italian, Jordanian, South African, West Indian, Spanish, Ugandan, Zimbabwean.

As part of our assessments when a new customer joins the service, we ask all of our customers about their communication preferences and any language barriers in order to provide an effective service to them. These will be taken into account when we consult with individuals about the changes to the service, for example by using translation services.

#### **(g) Religion or belief**

We do not collect information on religion or belief from our customer and so are not aware of how many customers this affects, however given the nature of the proposal we do not anticipate any adverse effects on this group of individuals. All of our customers will be affected by the proposed change and we will communicate with them individually to identify any specific needs.

#### **(h) Sex**

Our latest monitoring data from Jan 2022 shows that 64% of our customers identify as female, around 35.5% identify as male, and under 0.5% identify as transgender. This data suggests that the decision will have a higher general impact on females, however all of our customers will be affected by the proposed change, and we will communicate with them individually to identify any specific needs.

#### **(i) Sexual orientation**

Monitoring data from 2022 indicates that 95% of our customers told us they are heterosexual. 5% told us that they were homosexual. None of our customers told us that they had any other sexual orientation or declined to disclose. However, all of our customers will be affected by the proposed change and we will communicate with them individually to identify any specific needs.

#### **(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**
- **Groups who have more than one protected characteristic that taken together create overlapping and interdependent systems of discrimination or disadvantage. (Here you are being asked to consider intersectionality, and for more information see: [https://media.ed.ac.uk/media/1\\_159kt25q](https://media.ed.ac.uk/media/1_159kt25q)).**

Cambridge City Council currently charges £3.42 (ex VAT) per week for its alarm service. All of our customers have an individual contract with us and pay us directly. The County Council currently charge £5 per week for their equivalent service. It is the City Council's intention to seek an

agreement with the County Council to keep the customers that we transfer to them on our current rate. Initial conversations with the County have indicated that they would be willing to consider this with us, although it should be noted that we will have no formal way of insisting that this happens, as customers that transfer will have new contracts directly with the County Council which the City Council will have no control over. This may therefore affect customers who are on lower incomes.

If existing customers decide they do not want to transfer to the County Councils alarms service, but still want to have an alarm, we will offer to support them to find an alternative provider. Online research shows that there are a variety of providers who can provide an alarm at a similar price point to the City Council. For example Lifeline 24 offer an alarm for £3 per week ([Lifeline24 | Personal Alarm Service for the Elderly | 32p a day](#)) and Careline can provide a similar thing for £3.21 per week ([Lifeline Alarms - Pendant Alarms for the Elderly - Careline365](#)).

As noted in the committee report, the reason for the review of the service is that it has consistently not been meeting it's income targets. This means that even if Cambridge City Council were to continue to deliver the alarms service, we would be looking to review our charges to make the service viable, which would be likely to lead to an increase.

**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 EqIA accordingly.)**

If the committee report is approved, we will then form a working group who will take this project forward. They will produce an action plan which will include reviewing the EQIA at each meeting (likely to be monthly) where any new impacts will be discussed and a plan put in place to mitigate them. These meetings will continue right through to when the last customer has been supported, which we currently anticipate will be March 2023.

**12. Do you have any additional comments?**

No.

### 13. Sign off

**Name and job title of lead officer for this equality impact assessment:** Laura Adcock, Housing Services Manager, Housing Support and Performance.

**Names and job titles of other assessment team members and people consulted:** David Greening, Head of Housing. Teresa Hurrell, Independent Living Supervisor.

Date of EqlA sign off: [Click here to enter text.](#)

Date of next review of the equalities impact assessment: July 2022

Date to be published on Cambridge City Council website: tbc once HSC report is published.

**All EqlAs need to be sent to Helen Crowther, Equality and Anti-Poverty Officer at [helen.crowther@cambridge.gov.uk](mailto:helen.crowther@cambridge.gov.uk).**

By virtue of paragraph(s) 1, 2, 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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By virtue of paragraph(s) 1, 2, 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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## Cambridge City Council

### Record of Executive Decision

#### Funding for the Demolition of East Road Garages

Decision of: Councillor Mike Todd-Jones, Executive Councillor for Housing

Reference: 22/URGENCY/HSC/06

Date of Decision: 20 May 2022

Decision Type: Key

Matter for Decision: Approval to fund the demolition of the garage block at East Road from HRA reserves, with the expenditure to be formally recognised in the budgets as part of the HRA Medium Term Financial Strategy in September 2022.

Why the Decision had to be made (and any alternative options): The decision to demolish the garage block at East Road has been taken under delegation following receipt of a demolition notice from Building Control after the building suffered severe structural damage in high winds. This urgent decision is required to secure the funding in the HRA to allow these demolition works to proceed.

The Executive Councillor's decision: Approve the use of £300,000 of HRA reserves to fund the demolition of the garage block at East Road, with the use of these funds to be formally recognised in the HRA budget as part of the HRA medium Term Financial Strategy in September 2022.

Reason for the decision: The decision to demolish the garage block at East Road has been taken out of cycle for reasons of health and safety, following damage to the block in high winds. The need to fund these works arises from this decision.

Scrutiny Consideration: The Chair and Spokespersons of Housing Scrutiny Committee were consulted prior to the action being authorised.

Report: A report detailing the background and financial considerations is attached.

Conflict of interest: None

Comments: The Green and Independent Spokes noted their Group's support for the decision and noted that it was difficult to see what other option was possible.

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## Urgent decision briefing paper

**To:**

Councillor Mike Todd-Jones, Executive Councillor for Housing.

**Report by:**

Natalie Bailey, Project Manager

Housing Development Agency

Tel: 07702 605 689 Email: [natalie.bailey@cambridge.gov.uk](mailto:natalie.bailey@cambridge.gov.uk)

**Wards affected:**

Petersfield

## Key Decision

### 1 Executive Summary

- 1.1 This report seeks approval to fund the demolition of the garage block at East Road from HRA reserves, with the expenditure to be formally recognised in the budgets as part of the HRA Medium Term Financial Strategy in September 2022.
- 1.2 Demolition is recommended because the garages are unsafe following wind damage sustained and are considered to be beyond economical repair.

## **2 Recommendations**

The Executive Councillor is recommended to:

- 2.1 Approve the decision to fund the demolition of the garage block at East Road at a cost of £300,000 from HRA reserves, with the expenditure to be formally recognised in the budgets as part of the HRA Medium Term Financial Strategy in September 2022.

## **3 Background**

- 3.1.1 East Road Garages are a block of 116 individually let garages in a multi-storey block.
- 3.1.2 On the 18th of February 2022, the garage block suffered a partial collapse due to high winds. Eight garages on the top floor of the southern elevation were damaged by winds.
- 3.1.3 A section 80 Demolition Notice was applied for at this point, although due to the risk to the public 3C Shared Services Building Control gave permission for remedial works to commence ahead of the Demolition Notice being finalised. The Section 80 Notice has since been finalised (enclosed at Appendix 1)
- 3.1.4 Prompt remedial works to the structure were undertaken by Hill to remove any part of the structure still at risk of collapse and to clear away debris. Temporary protection measures were also put in place to prevent further risk to the general public.
- 3.1.5 Hill contacted the Planning Department on the 4th March 2022 ahead of a formal application regarding the requirement to commence demolition works on the garage block due to its unsafe structure. (enclosed at Appendix 2).
- 3.1.6 Following the provision of the Structural Engineer's Report and the Report supplied by Hill, Heather Jones (Head of 3C Building Control Consultancy) confirmed via email that in her opinion the block should be demolished (email enclosed at Appendix 3).

3.1.7 The decant of garage tenants was carried out from the top down from early March, with the eight wind damaged garages being cleared first. The final deadline for tenants to remove vehicles and other items being stored was 21st April.

3.1.13 With the decision to demolish taken under officer delegation, this urgent decision report now seeks approval for the financial resource to fund the agreed demolition.

## **4 Financial Implications**

There is currently no funding included in the Housing Capital Investment Plan for these works as they were not anticipated. This report seeks approval to finance the estimated £300,000 from HRA reserves until the budget can be formally included in the Housing Capital Investment Plan as part of the HRA Medium Term Financial Strategy in September 2022. The HRA holds a minimum level of reserves of £3,000,000 to meet the costs of exactly this type of occurrence.

## **8. Other Implications**

### **(a) Staffing Implications**

The development scheme will be managed by the Housing Development Agency within existing staff resources.

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

The garage site has already been fully vacated for safety reasons so no EQIA is considered to be required at this stage.

### **(c) Net Zero Carbon, Climate Change and Environmental Implications**

Consideration will be given in the course of the demolition to the safe disposal and recycling of materials, particularly with regards to asbestos.

The demolition of 116 garages could be argued to have a positive climate change impact if the vehicles are not re sited elsewhere. No decisions have yet been made about the future of the site.

#### **(d) Procurement Implications**

This is a complex demolition. Assessment of the project has been carried out through the Cambridge Investment Partnership as an urgent requirement following the partial collapse of the garages and it is proposed to appoint Hill through a framework agreement to carry out the demolition.

#### **(e) Community Safety Implications**

The demolition of the garages is anticipated to have a positive impact in respect of ASB in the area.

The demolition of the structurally unsafe garages will have a positive impact on community safety. The demolition will be managed by Hill who will comply with all CDM requirements.

### **9 Consultation and communication considerations**

Communication was undertaken with the affected residents as part of vacating the premises.

### **9. Background papers**

There are no specific background papers associated with this report.

### **10. Appendices**

Appendix 1 – Section 80 Notice

Appendix 2 – Letter to Planning Authority 04.03.2022

Appendix 3 – Email detailing Building Control decision on the garage block 08.03.22

### **11. Inspection of papers**

To inspect the background papers or if you have a query on the report please contact Natalie Bailey, Housing Development Agency, tel: 07702 605689, email: [natalie.bailey@cambridge.gov.uk](mailto:natalie.bailey@cambridge.gov.uk)



## Appendix 1 – Section 80 Notice


Building Regulations Application

### Building Regulations Application Form

The Building Regulations 2010

Please indicate application type:

A) **Demolition** ☒



---

**1 Details of person/company undertaking demolition work**

Name: Hill Partnerships Ltd *[Demo works to be undertaken by a Demcom]*

Address: The Courtyard, Abbey Barns, Ickleton, Cambridge

Telephone: 01223 792700

Postcode: CB10 1SX

Email: ALEXSTOREY@HILL.CO.UK  
(This is important to enable a faster response time)

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**2 Owners details (if different to 1 above)**

Name: Cambridge City Council

Address: Mandela House, 4 Regent St, Cambridge

Telephone: 01223 457000

Postcode: CB2 1BY

Email: Mark.Wilson@cambridge.gov.uk  
(This is important to enable a faster response time)

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**3 Location of building to which the work relates (if different to 2 above) Please attach site plan**

Address of site: East Road Garages, Junction of East Rd / Matthews St, Cambridge

Postcode: CB1 1QE

Use of building: RESIDENTIAL

---

**4 Completed works**

Description of proposed demolition work:

Partial demolition of ~8no existing garages on the top floor of a block of multi-storey garages, following the partial collapse of a brick masonry wall during high winds in Feb 2022. The works will seek to secure the remaining structure, and remove and area of the structure still at risk of collapse. Full demolition of the entire building to follow at a later stage TBA.

Mode of drainage from building : Foul water: n/a

Surface Water: Gravity to sewer

Copies of this notice must be served on (see note 3 over):

Occupier of Adjacent Building ☐ Gas Supplier ☐ Electricity Board ☐ Please tick in box to confirm **you** have served the notices if required

Address of adjacent building/s on which notice served:

Address: Adjacent residential properties will be forewarned of the works via letter drop.

Is it proposed to burn any structures or materials on site during the course of demolition? ~~YES~~ ☒ NO

Expected date of commencement: TBA March 2022

Expected date of completion: March 2022

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**5 Statement**

I hereby serve notice on you under Section 80 of the Building Act 1984 of my intention to carry out demolition as set out above.

Signature: *A Storey* For & on behalf of Hill Partnerships Ltd

Date: 02.03.2022

On behalf of:

Insert applicants' name where the declaration is made by an agent

Application No.....(Office Use)

## Appendix 2 – Letter to Planning Authority



Our Ref: IL/EastRoadDemo

4<sup>th</sup> March 2022

Duty Planning Officer [planning@cambridge.gov.uk](mailto:planning@cambridge.gov.uk)  
Greater Cambridge Shared Planning  
Cambridge City Council  
PO Box 700  
Cambridge  
CB1 0JH

Dear Sirs

**Re : Demolition of East Road Garages on the corner of East Road & St Matthews Cambridge**

I am writing to inform the planning authority about a requirement to commence demolition works on an existing structure owned by Cambridge City Council due to its unsafe condition. The structure referenced above was substantially damaged during the recent storms, the building has been inspected by 3C Building Control and deemed unsafe. The attached report details the nature of the damage and how the building is required to be progressively demolished to remove the immediate risk to public safety. Hill Partnerships have been engaged under license to complete these works as soon as possible with the works to remove the top floor of the building commencing on Monday 7<sup>th</sup> March 2022.

I have had a discussion with the enforcement team and made them aware of the commencement of the demolition due to the danger to public safety and please accept this letter as formal notification of the same. The demolition will happen in two phases, the first phase which will remove the damaged top floor of the structure will take two weeks and one day, this will then allow the safe removal of tenants property from the floors below before full demolition of the structure.

We have processed the Section 80 approval with 3C Building Control and the amount of work in this first phase does not meet the threshold for issuing an F10. I will make a formal application for the full demolition as soon as possible, in the interim please find below a list of information included with this letter for the first phase of the works:-

Structural Engineers Report by Structural Engineers (Cambridge) dated 28<sup>th</sup> February 2022

East Road Garages Damage Report 25<sup>th</sup> February 2022

Demolition Notice - Section 80 – East Road Garages 2<sup>nd</sup> March 2022

The Hill Partnerships contacts for the duration of the works will be :-

Site Manager - Fran Favarulo - 07761 510706

Contracts Manager – AJ O'Neill 07731 015035

Technical Manager – Iain Liversage 079661211621

[hill.co.uk](http://hill.co.uk)

Hill The Courtyard Abbey Barns Duxford Road Ickleton CB10 1SX T 01223 792700 E [mail@hill.co.uk](mailto:mail@hill.co.uk)

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Page 1 of 1

## Appendix 3- Email detailing Building Control decision on the garage block

FW: decision on the Garage block



Jane Wilson

To: Claire Flowers; Lynn Thomas; David Greening; Natalie Bailey

From: Heather Jones <[Heather.Jones@3csharedservices.org](mailto:Heather.Jones@3csharedservices.org)>

Sent: 08 March 2022 20:49

To: Jane Wilson <[Jane.Wilson@cambridge.gov.uk](mailto:Jane.Wilson@cambridge.gov.uk)>; Andrew Dearlove <[Andrew.Dearlove@3csharedservices.org](mailto:Andrew.Dearlove@3csharedservices.org)>

Subject: RE: decision on the Garage block

Reply Reply All Forward ...

Wed 09/03/2022 10:01

Hi Jane

Having reviewed both emails you have forwarded to me along with the attached documentation, then in my opinion the block should be demolished.

This is on the basis that the report from Hills supports this opinion and that the recommendation from Andrew Firebrace is based on a non-evasive inspection. This means it is limited to a visual inspection only. The fact that repair works have been carried out previously, potentially a number of times, and that the garages suffered severe structural damage from the recent storm and that they are not built to a high standard, demonstrates they in all likelihood they would not be safe during other bad weather situations.

I support the view of initially demolishing in part, to allow safe egress of any belongings and then full demolition of the rest of the block.

I trust this is satisfactory, and have copied in @Andrew Dearlove as the inspecting surveyor.

Thank you

Keep Safe and Keep Well.  
Kind regards  
Heather

Heather Jones  
Head of 3C Building Control Consultancy - Partnership of Cambridge City, Huntingdonshire DC and South Cambs DC  
Head of Greater Cambridge Shared Planning Technical Support Team - Partnership of Cambridge City and South Cambs DC  
CCC Intelligent Client ICT Shared Services

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