



Cambridge City Council
Environment and Community Scrutiny
Committee

Date: Thursday, 5 October 2023

Time: 6.00 pm

Venue: Council Chamber, The Guildhall, Market Square, Cambridge, CB2 3QJ [access the building via Peashill entrance]

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

Agenda

- 1 Apologies for Absence
- 2 Declarations of Interest
- 3 Minutes (Pages 5 - 20)
- 4 Petition - On Behalf of the River Cam to Ask the Council to Recognise the Rights of the Cam

A petition has been received containing over 50 valid signatures stating the following:

Statement:

We the undersigned petition the council help to protect the river by declaring that the river has rights in accordance with the Universal Declaration of the Rights of Rivers as adapted for the declaration of the rights of the Cam. These include:

- the right to flow and be free from over-abstraction;
- the right to perform essential functions of flooding, moving sediment, recharging groundwater and sustaining biodiversity;
- the right to be free from pollution;
- the right to feed and be fed by sustainable aquifers;
- the right to native biodiversity;
- the right to restoration;
- the right to maintain connections with other streams and rivers.

Justification:

Our river is dying from pollution, over-abstraction and mass building which exacerbates both. The Cam was the first river in the UK to have a public declaration of its rights, in a midsummer ceremony in 2021 at Jesus Green, which is repeated each year. Hundreds of Cambridge citizens have pledged to become guardians of the river.

Cambridge is in the driest part of the UK, which has already suffered an average temperature rise of 3 degrees centigrade above pre-industrial levels, way above the global average of about 1.2 degrees. Climate change puts a large additional pressure on the river system causing increased drought in the summer months and more intense rainfall in the winter with consequent dangers of flooding.

No aspect of nature is more important than the water in our river systems. Water is essential to life. Most human settlements form around sources of fresh water. The Cam is central to the history, life and survival of our City.

Recognising the rights of nature, has never been more urgent as we attempt to limit its destruction through environmental degradation and climate and biodiversity catastrophes. The nature rights movement can assist people in moving beyond the exploitation of nature to living in harmony with it.

Recognising the rights of the Cam would place an obligation on the Council to consider the effect on our river and its tributaries of all relevant planning decisions.

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The petition organiser will be given 5 minutes to present the petition at the meeting and the petition will then be discussed by Councillors for a maximum of 15 minutes.

5 Public Questions

Decisions for the Executive Councillor for Open Spaces and City Services

6 Designated Bathing Area on the River Cam (Pages 21 - 46)

7 Local Government Ombudsman Decision – Highfields Tree Belt (Pages 47 - 54)

Decisions for the Executive Councillor for Climate Action and Environment

8 Air Quality Strategy (Pages 55 - 88)

9	Cambridge City Smoke Control Areas, (SCA's), Enforcement & Fee Policy	(Pages 89 - 116)
10	Climate Change Strategy and Carbon Management Plan Annual Report 2022/23	(Pages 117 - 176)
11	Fixed Penalty Notices Review 2023	(Pages 177 - 198)
12a	To Note Record of Urgent Decision Taken by the Executive Councillor for Climate Action and Environment	
12b	RECAP Partnership Joint Materials Recycling Tender and Contract	(Pages 199 - 206)

Decisions for the Executive Councillor for Communities

13	S106 Funding Round for Community Facilities and Indoor/Outdoor Sports Facilities	(Pages 207 - 224)
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Decisions for the Executive Councillor for Community Wealth Building and Community Safety

14	Micro-Mobility Management	(Pages 225 - 234)
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Environment and Community Scrutiny Committee Members: Divkovic (Chair), Nestor (Vice-Chair), Glasberg, Hauk, Payne, Pounds, Swift and Wade

Alternates: Flaubert, Griffin, Howard, Levien and Sheil

Executive Councillors: Carling (Executive Councillor for Open Spaces and City Services), Gilderdale (Executive Councillor for Community Wealth Building and Community Safety and Deputy Leader (Statutory)), Healy (Executive Councillor for Communities) and Moore (Executive Councillor for Climate Action and Environment)

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ENVIRONMENT AND COMMUNITY SCRUTINY COMMITTEE 29 June 2023
6.10 - 8.10 pm

Present: Councillors Divkovic (Chair), Flaubert, Glasberg, Hauk, Pounds, Swift and Wade

Executive Councillors: Carling (Executive Councillor for Open Spaces and City Services), Gilderdale (Executive Councillor for Community Wealth Building and Community Safety and Deputy Leader (Statutory)), Healy (Executive Councillor for Communities) and Moore (Executive Councillor for Climate Action and Environment)

Officers:

Assistant Chief Executive, Democracy, Inclusive Economy & Climate Group:
Andrew Limb

Community Engagement and Enforcement Manager: Wendy Johnston

Community Safety Manager: Keryn Jalli

Strategy and Partnerships Manager: David Kidston

Equality & Anti-Poverty Officer: Helen Crowther

Committee Manager: James Goddard

Meeting Producer: Sarah Steed

Others Present:

Sustainability Co representative: Jeff Laidler

FOR THE INFORMATION OF THE COUNCIL

23/1/EnC Apologies for Absence

Apologies were received from Councillors Nestor and Payne (Councillor Flaubert attended as her Alternate).

23/2/EnC Declarations of Interest

No declarations of interest were made.

23/3/EnC Minutes

The minutes of the meeting held on 23 March and 25 May 2023 were approved as a correct record and signed by the Chair.

23/4/EnC Public Questions

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

1. Councillor Ashton raised the following points:
 - i. Wanted to focus on protecting the already protected open and green spaces.
 - ii. Following the recent survey of Cambridge residents 'what matters most', the top three topics were:
 - a. Living and walking/cycling distances to open spaces.
 - b. Open and green spaces.
 - c. A sense of community.
 - iii. The city was going through a period of unprecedented growth, which put pressure on green space.
 - iv. The recent pandemic showed the need for open and green spaces.
 - v. Understood the need for (more) council housing but not at the expense of green spaces.

The Executive Councillor for Open Spaces and City Services responded:

- i. How to protect spaces:
 - a. Was happy to liaise with Councillors Ashton and Thornburrow (Executive Councillor for Planning, Building Control and Infrastructure) outside of committee.
 - b. Recognised the importance of green and open spaces.
 - c. The Cambridge Local Plan included policies to protect open spaces such as policy 67 that required the replacement of open space before it was lost.

Supplementary question:

- i. Some open spaces were already protected for a good reason. These should be kept. Policy 67 sought replacement of a 'protected' open space. How could the 'protected' open space be protected?

The Executive Councillor responded:

- i. Agreed with points being made.

- ii. For anything to happen on an open space, a ‘good’ replacement open space was required.
2. Raised the following points:
- i. The Save St Thomas Play Park group represented around seventy residents in Coleridge ward who wished to express their concerns about the way the Council was proceeding with its plans to develop housing on the St Thomas’s Road play park, a protected open space and valued local greenspace.
 - ii. The Council’s process:
 - a. Housing Scrutiny Committee in September 2021 considered a housing development proposal primarily described as being on garage sites but also including St Thomas’s play park.
 - b. The playpark was a protected open space in Coleridge ward.
 - c. Under-use and anti-social behaviour issues were given as a justification for developing on the play park. These justifications were not evidenced to the committee. The evidence that underpinned these justifications went unchallenged.
 - d. Information now made available under the Freedom of Information Act showed that between 2012 and 2023 the council recorded a single five-week period of problems in spring 2019. Housing Scrutiny Committee was advised that Anti-Social behaviour at the play park had been an ongoing issue but the Council’s own records dispute this and the decision to proceed with a redevelopment in part because of these problems was flawed.
 - e. No discussion or engagement with play park users took place before the decision in principle to redevelop was taken, contrary to the decision-making standards the council said it would abide by.
 - iii. The substitute open space proposed:
 - a. The Council decided to redevelop the St Thomas’s Play Park site in September 2021.
 - b. The playpark was a designated, protected open space in the Cambridge Local Plan 2018.
 - c. The current play park was just over an acre in size. It was largely open with a central fenced area with children’s play equipment in it. It was capable of, and well used for; active recreation, play,

- football, ball throwing, dog walking etc. The seventy people, children and dogs who turned out for the photograph and who signed the recent E-petition clearly valued it.
- d. The Housing Scrutiny Committee project proposed a substitute play park space. However, the substitute space was not like for like, it was in two smaller, physically separated sites. These sites would provide a different offer but one that was more restricted and compromised for the range of active play currently possible and enjoyed at the play park now. They would not deliver an equal or better standard of open space than there was now, as required by the Council's own policies. The more limited size of the two separate, smaller areas and their closeness to housing would limit the flexibility in their use compared to now. The council's own policies also warned against creating potential conflicts that could arise by the location of open space areas adjacent to housing – the two replacement sites were constrained by their size and locations in a way that would inevitably lead to conflicts between users and new and existing occupants.
 - e. The design of the open space area currently proposed adjacent to the new housing also meant perceptually it would be more like a private landscaped area serving those who would live there rather than being an asset for the wider community as now.
 - f. The current site had a low level of biodiversity but there were trees and hedges that could make a greater contribution to the twenty percent uplift target with appropriate investment.
 - g. The council had not invested in the play park or its environment since 2016.

The Executive Councillor for Open Spaces and City Services responded:

- i. Referred to the answer given to the question raised at 20 June 2023 Housing Scrutiny Committee.
- ii. Offered to continue to liaise with residents in future.
- iii. A consultation meeting would occur 4 July 2023 which the Executive Councillor and public speaker planned to attend.

- iv. Plans on how to develop the site would be submitted in future. This would be treated in the same way as other (non-City Council) applications.

Supplementary question:

- i. Felt there was a lack of due diligence in the process.
- ii. Queried what was the evidence for changing the use for a protected open space?

The Executive Councillor responded:

- i. Undertook to liaise with the public speaker after committee.

3. Pesticide-Free Cambridge raised the following points:

- i. Expressed concern about ongoing confusion about the precise scope/remit of the current Herbicide Reduction Plan, and what/ where was still being sprayed / designated herbicide-free. At the last Herbicide-Free Working Group meeting on 9 May 2023, learnt from City Council operatives that further to the County Council Highways decision in March to stop all spraying on land it owns, the City Council was no longer using any herbicides on hard and soft surfaces across the whole city, with the exception of Local Authority housing estates outside the four herbicide-free trial zones. Our assumption up to that point was that pavements outside the four herbicide-free wards were still continuing to be sprayed pending a decision to roll out herbicide-free methods across the whole city, and this was the indication that was given in the council's press release on 24 March when Trumpington and West Chesterton were added to the existing two Herbicide-Free wards of Newnham and Arbury (<https://www.cambridge.gov.uk/news/2023/03/24/cambridge-herbicide-free-ward-trial-extended>). Could you confirm that we have understood this revised position correctly as this contradicts general understanding across the community, and if so when this revised position was going to be shared with the public? We have seen several signs of post-herbicide pavement plant die-off at various locations in the city, and we're keen to know whether or not this was council activity, and if so how it fits with the above revised position, and if not, whether we're dealing with residents (or another local authority) taking matters into their own hands.

- ii. Please clarify what's happening about the Herbicide Reduction Working Group which was established further to the July 2022 Herbicide-Free Motion? This was running regularly until 9 May, with a proposed follow up meeting scheduled for 6 June. This never happened, and despite various follow up emails, we were still in the dark. What were the plans for its reinstatement? We were concerned about this lapse given that action points from the last meeting remain pending (<https://www.pesticidefreecambridge.org/post/record-of-our-meetings-with-councillors-schools-and-partners-groups>), and some of these, as outlined in the following questions, were pressing.
- iii. Were extremely concerned about suggestions that the city centre may be framed as an exclusion zone to the Herbicide Reduction Plan (HRP). Could we have an update on this please as this would obviously seriously undermine the message of the HRP.
- iv. Other action points included moving ahead with a planned herbicide-free workshop with Cambridge university and its colleges, as well as other landowners in order to compliment the council's HRP and to hopefully avoid the kind of backward step represented by a potential city-centre exclusion zone. Could we have an update on this please?
- v. Requested an update on the draft Communications Plan for residents that was circulated at the 9 May meeting. We're concerned that this should go out as soon as possible in order to maximise the impact of the council's own Herbicide Reduction Plan, and especially now that we're into mid-summer when private pesticide spraying tends to be at its highest.

The Executive Councillor for Open Spaces and City Services responded:

Question 1

- i. In terms of the City Council's own estate, there had been no change to the decision that was made at this Scrutiny Committee on 23rd March 2023, in accordance with officer recommendations; and what was reported in the corresponding press release of 24th March 2023. The Council was not using herbicide to treat vegetation growth on any of our City Council hard and soft surfaces, except for our Local Authority

- housing estate hard surfaces outside of the four approved herbicide-free trial ward areas of Arbury, Newnham, West Chesterton and Trumpington.
- ii. In terms of the County Council's adopted public highway estate in the city, which we maintain on their behalf, we were continuing to assist them with implementing their recently adopted policy of moving "from a County road network wide chemical weedkilling to priority based weed removal by non-chemical meant" (ref. Highways and Transport Committee of 7th March 2023), in accordance with our 23rd March 2023 Scrutiny Committee decision. To date, the County Council had not instructed us to apply herbicide on any of its Highway verges in the city. Instead, the City Council have been managing weeds in the adopted Highway using non-chemical meant, such as mechanical or hand removal. Now that we were several months into implementing this new approach, the County have asked us to assist with an evaluation of its effectiveness; and whether or not there were any associated issues, including available resource and associated costs and risks to health and safety and physical damage to sensitive Highway assets, such as streets with granite sett or York paving, where the County may want to consider specifying, on an exception basis, the targeted limited use of herbicide (via spot treatment).

Question 2

- iii. The Working Group had a critical role to play in engaging key stakeholders, such as Pesticide Free Cambridge, in the delivery of the HRP for the city; and so, would continue to meet to support our commitment to move towards a herbicide free Cambridge in a way that works best for the whole city. Would ask the lead officer, who chairs the group, to ensure there was a forward plan of meeting dates for the remainder of the year; and to keep the Executive Councillor briefed on the group and progress with the HRP's delivery.

Question 3

- iv. As per response to question 1 above, this was being led by the County Council, as it related to the management of the County Council's

adopted public highway assets with the city centre. Would ask the Working Group lead officer to convene a meeting involving County colleagues and yourselves to discuss the current evaluation work (as referred to in response to 1. above) and any resulting findings and associated recommendations on the use of herbicide weed treatment in specific locations in the city.

Question 4

- v. Would ask the Working Group lead officer to update you on this.

Question 5

Would ask the lead officer, who chairs the group, to update you on this.

23/5/EnC Review of Public Spaces Protection Order for Dog Control

Matter for Decision

The Officer's report considered the results of the statutory consultation exercise conducted by the council, during February and March 2023, in relation to the proposal to extend and vary the Public Spaces Protection Order (Dog Control) 2017 ("Order"), in respect of irresponsible dog control (including dog fouling, dog exclusion, dogs on leads seasonal requirements, meant to pick up dog faeces, restriction on maximum number of dogs able to be walked and dogs on leads in designated areas) within Cambridge.

The council received 736 responses to the consultation survey (735 via Citizen Lab and one paper copy), during February and March 2023. Several written responses were also received. The council had considered all of the responses and reviewed the proposal again against Public Space Protection Order (PSPO) evidential 'tests' and based on the results, was recommending the variation and extension of the current Order, as set out in Appendix A of the Officer's report, for a further three-year period, ending October 2026.

The Community Engagement and Enforcement Manager updated her report by saying Hobson Park would be excluded from the recommendations for seasonal dogs on leads restrictions.

Decision of Executive Councillor for Open Spaces and City Services

- i. Approved the extension and variations of the Order as set out in Appendix A of the Officer's report excluding Hobson Park for seasonal dogs on leads restrictions.
- ii. Approved the geographical areas covered by the Order, as indicated in the maps at Appendix B of the Officer's report excluding Hobson Park for seasonal dogs on leads restrictions.
- iii. Delegated to authorised officers' the authority to install, update and/or remove signage appropriate to the approved Order.
- iv. Increased the fixed penalty notice amount for breach of the Order to £100 (with a reduced amount of £60 for early payment).

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 Community Engagement and Enforcement Manager.

The Community Engagement and Enforcement Manager said the following in response to Members' questions:

- i. The number of complaints about dog attacks was low.
- ii. Hobson Park incidents would be reviewed over the next three years to see if it needed to be included in the PSPO. The three year review enabled officers to consider what was appropriate to protect the area/wildlife and allow dogs to exercise.
- iii. Officers would also monitor dog fouling on sport pitches over the next three years and liaise with council teams to see if any restrictions were needed eg putting dogs on leads.
- iv. Based on experience from Byron's Pool up to four dogs on a lead(s) to one walker was an acceptable number/ratio to allow responsible control of the dogs so this was used in the PSPO.
- v. The PSPO was put in place to deter irresponsible behaviour. Enforcement Officers would attend hot spots based on intelligence from residents and businesses. The PSPO did not set the number of officers needed and they did not 'patrol' the PSPO. There were six Enforcement Officers across the city and this amount was considered sufficient.

- vi. Signage was in place from 2017. Officers were looking to redesign and improve it to include details such as QR codes and how to report issues (if the PSPO was approved). Signage details and locations would be reviewed to ensure it was appropriate and informative.
- vii. Maps of the PSPO could be included on signage for areas such as Logan's Meadow.
- viii. Information on the reasons/need for seasonal dogs on leads requirements would be included in the signage.
- ix. The Council was learning lessons based on the signage experience of other local authorities.
- x. Officers could liaise with nature reserve friends' groups about signage and seek their views on proposals.

The Committee unanimously resolved to endorse the amended recommendations.

The Executive Councillor approved the amended recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

23/6/EnC Cambridge City Centre Heat Network: Detailed Project Development

Matter for Decision

AECOM's 'Mapping and Masterplanning Study' (Work Package 1) suggested that the Cambridge City-Centre Heat Network was likely to be feasible. The subsequent 'Feasibility Study' (Work Package 2) was scheduled to report in summer 2023, enabling the Cambridge City-Centre Heat Network to move to Detailed Project Development stage.

The decision required related to Council approval and match-funding needed to move to the next stage of Detailed Project Development.

The Detailed Project Development would provide a more thorough assessment of the physical and financial aspects of the project. It could include options analysis and advice on governance, financing and commercial models.

Once the Detailed Project Development stage had been completed, a further decision on whether and how to proceed with build-out and delivery of a network, and if, or what investment, would be required.

Decision of Executive Councillor for Climate Action and Environment

- i. Provided 'in-principle' approval to use up to £180,000 of the Council's Climate Change Fund for match-funding of the next phase of Detailed Project Development, subject to a satisfactory outcome from the feasibility study; a successful second government Heat Network Delivery Unit grant application; confirmation of a match-funding contribution from the University of Cambridge, clarification of additional expected resourcing requirements and sources and approval from the Executive Councillor for Finance and Resources.
- ii. Approved delegated authority to the Assistant Chief Executive (as heat network Project Sponsor) to make the final decision in consultation with the Executive Councillor, chair of Environment and Communities Scrutiny Committee and opposition spokes, once the Feasibility Study was completed in summer 2023.
- iii. Noted the potential requirement for a further additional council and partner investment in technical assessment, at a later date, subject to exploration of alternative sources of funding (see section on risks and mitigations on pages 9-11 of the Officer's report).

Reason for the Decision

As set out in the Officer's report.

Any Alternative Options Considered and Rejected

Not applicable.

Scrutiny Considerations

The Committee received a report from the Assistant Chief Executive.

The Assistant Chief Executive said the following in response to Members' questions:

- i. The project had not happened earlier as officers had been exploring options for some years. It took time to find the finance and appropriate technology to make the project practicable to meet targets in the City Council's strategies.
- ii. No-one else had done a heat network in a historic city centre (they had in other settings such as rural areas) so the City Council would be a trail blazer.
- iii. There would be some disruption to the city centre if the network was installed. The intention to minimise this and further details on 'how' were

set out in the Officer's report. The intention was to work with partner organisations to mitigate disruption and risks; plus keep residents informed.

- iv. Central Government funding would be sought to minimise the cost to the Council.
- v. There were a lot of finance options for the project at present, and the pros and cons of each would be explored further during the next stage. There was a risk/reward review to decide which to use.
- vi. The impact of the project on open spaces (and any archaeology therein) would be reviewed (later) in the bore hole part of the project.

The Sustainability Co representative said the following in response to Members' questions:

- i. The City Council was showing an enabling role by bringing the project forward.
- ii. The next stage of the project would look at project finance and governance options.
- iii. The heat network tried to balance aims (e.g. addressing fuel poverty) with what was practicable. The ambition would be to explore the potential to connect the network to social housing in due course in the hope this would lead to decarbonisation of housing stock in future.
- iv. There would be disruption from boreholes. There was a chance to improve open spaces and increase biodiversity after the heat network was installed.
- v. It was necessary to do a physical dig on site to check how many bore holes were needed, and if it was suitable to dig them in the first place.

The Committee unanimously resolved to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

23/7/EnC PSPO (Touting) 2016

Matter for Decision

The Anti-social Behaviour, Crime and Policing Act 2014 ("2014 Act") gave local authorities the power to make Public Space Protection Orders (PSPOs).

The Cambridge City Council Public Spaces Protection Order (Touting) 2016 was due to lapse on 14th September 2023.

Before the order lapses, Cambridge City Council must decide to either: a) extend the period of the order for up to three years, b) vary the order or c) discharge the order.

Decision of Executive Councillor for Community Wealth Building and Community Safety

- i. Extended the PSPO for a period of 3 years on the grounds of:
 - a. Consultation feedback highlighting concerns about nuisance re-occurring if the order was discharged
 - b. Support from residents and businesses, including punt operators, for the continuation of the PSPO
 - c. The need to address the disparity between low reporting to the council and ongoing community concerns about prohibited behaviours. It was proposed that updated signage was put in place to make clearer how people could report punt touting in the prohibited areas.
- ii. Increased the Fixed Penalty Notice issued for breaches of the order from £75 to £100, so that it was in line with all other Fixed Penalty Notices issued by Cambridge City Council as outlined in section 3.17 – 3.25 of the Officer's report.

Reason for the Decision

As set out in the Officer's report.

Any Alternative Options Considered and Rejected

Not applicable.

Scrutiny Considerations

The Committee received a report from the Community Safety Manager.

The Community Safety Manager said the following in response to Members' questions:

- i. Officers were looking to redesign and improve signage to include details such as QR codes and how to report issues (if the PSPO was approved). Signage details and locations would be reviewed to ensure it was appropriate and informative.

- ii. Officers were aware of touting around Cambridge Central Rail station. Touts had the land owner's permission to operate. Network Rail would have to agree to changes to make the PSPO cover that privately owned area. Currently there is not significant evidence the station is a hot spot. The situation would be reviewed.

The Committee unanimously resolved to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

23/8/EnC Single Equality Scheme Annual Report 2022/23

Matter for Decision

The current Single Equality Scheme (SES) covered the period from 2021 to 2024. The council produced the SES to set equality objectives and therefore to ensure transparency and assist in the performance of its Public Sector Equality Duty (Section 149 of the Equality Act 2010).

This annual report presented information to demonstrate compliance with the Public Sector Equality Duty by providing an update on progress in delivering key actions set in the SES for 2022/23. It also proposed some new actions for delivery during 2023/24 under the Scheme's objectives.

Decision of Executive Councillor for Communities

- i. Noted the progress in delivering equalities actions during 2022/23 (full details set out in Appendix A of the Officer's report).
- ii. Approved the new actions proposed for delivery during 2023/24 (set out in Appendix B of the Officer's report).

Reason for the Decision

As set out in the Officer's report.

Any Alternative Options Considered and Rejected

Not applicable.

Scrutiny Considerations

The committee made no comments in response to the report from the Equality and Anti-Poverty Officer.

The Committee unanimously resolved to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

23/9/EnC Anti-Poverty Strategy Annual Report 2022/23

Matter for Decision

The report provided an update on delivery of key actions in the Council's third Anti-Poverty Strategy, which covers the period 2020-2024.

During 2022/23 the Council delivered a range of planned actions to help address issues associated with poverty, including low pay, debt, food poverty, fuel poverty, digital inclusion, skills, employment, housing affordability, homelessness, and poor health outcomes. The report also provided an update on a range of activities that the Council delivered and helped facilitate to support residents with the rising cost of living.

Decision of Executive Councillor for Communities

- i. Noted the progress in delivering actions to reduce poverty in Cambridge during 2022/23 (as set out at 4.1 in the Officer's report and in the full APS annual report at Appendix A)
- ii. Noted the activities that were delivered during 2022/23 to support residents with the rising cost of living (as set out at 4.2 in the Officer's report and in the full APS annual report at Appendix A).

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 Strategy and Partnerships Manager.

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

- i. The Ward Spaces Scheme was expected to continue. Officers were looking at 'how' in conjunction with the community and voluntary sector. People came for a sense of community/activities as well as warmth.

Councillor Swift said West Chesterton had a Community Drop-in Scheme similar to the Ward Spaces Scheme. It was a community asset that started since covid lockdown. Food security was an issue for residents. People could donate to food hubs, but primary schools and libraries were also getting involved (as food collection hubs) in his ward. Donations from supermarkets were variable in their quantity and selection of food offered. Queried if community grants could be made available to promote and extend the scheme.

The Executive Councillor for Communities said lots of volunteer work occurred across the city to fill gaps in the cost of living from Central Government. There was a grants program to support work which would open in autumn 2023.

The Committee unanimously resolved to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

The meeting ended at 8.10 pm

CHAIR

Item

Designated Bathing Water – River Cam



To:

Councillor Sam Carling, Executive Councillor for Open Spaces and City Services

Environment and Community Scrutiny Committee

Report by:

Alistair Wilson, Group Operations Manager, City Services Group
alistair.wilson@cambridge.gov.uk

Wards affected:

Newnham

Key Decision

1. Executive Summary

- 1.1 The River Cam (River) is used for swimming and with this use, there are a range of issues presented and raised. This report considers these issues, the water quality concerns, the impact on human health from that water quality and a range of other considerations that must be understood to allow the City Council (as landowner) to consider and support a Designated Bathing Water (BDW) for Sheep's Green.
- 1.2 The Council on the 20th July 2023 considered a Motion¹ proposed by Councillor Thornburrow and seconded by Councillor Holloway titled Stop Dumping Sewage in our River and Chalk Streams. This motion was approved after amendment and is set out in full at Appendix A. This report is in response to this motion.
- 1.3 The 2023 motion follows a previous decision by Council on the 21st July

2022.² This previous decision recognised the challenges facing rivers and streams due to sewage discharge, and noted a requirement to engage with the Environment Agency (EA) to reduce discharge. A full record of this motion is available as a background paper to this report or available online on the Council's website.

1.4 The 2023 motion debate prompted eight public questions at the Council meeting with a range of topics, benefits and concerns raised in respect of:

- Impact on wildlife and ecology
- The funding model for new sewage infrastructure
- Health and Safety
- Understanding of current use
- Spend requirements to make facilities (new and existing) safe and usable
- The impact of additional use and forecasted pressure for facilities to support a Designated Bathing Area³.

1.5 This report responds to some of these items and to a range of other matters that have to be considered to allow the Council to support a formal application by Cam Valley Forum to the Department for Environment, Food and Rural Affairs (DEFRA) for an inland water stretch along the river to be designated as a bathing water site.

1.6 The decision process and requirements to support a designated bathing water (DBW) application are set out in the 2023 motion with a full report to be considered at the Environment & Community Scrutiny Committee to help inform a decision by the Executive Councillor for Open Space and City Services.

² 22/31/CNLd Full Council 21sy July 2022

³ A proposed designated bathing water must:

- be a coastal or inland water.
- have at least 100 bathers a day during the bathing season (15 May to 30 September)
- have toilet facilities bathers can use during the bathing season, within a short distance of up to about 500m from the site.

2. Recommendations

2.1 The Executive Councillor is recommended to:

- a) Support the Cam Valley Forum application for a Designated Bathing Area to the Department for Environment, Food and Rural Affairs for an inland water stretch along the River Cam, within Cambridge City Council boundaries, to be designated as a bathing water site.

3. Background

- 3.1 The Rivers Trust report titled State of our Rivers details that England's rivers, includes 85% of the world's precious chalk streams, yet only 14% are in good ecological health within the Water Framework Directive⁴. Our river is part of this network, and the difficulties it is currently experiencing are widely reported, with two recent Council motions.
- 3.2 Of these failing rivers, agriculture impacts nearly two thirds (2,296 river water bodies); the water sector impacts over a half (2,032 river water bodies) and the urban and transport sector a quarter. Pollution is not the only problem though, as abstraction and habitat destruction also put the future of rivers in jeopardy⁵. These are all relevant in our considerations for the river, and a DBW area.
- 3.3 Swimming in rivers and lakes used to be a popular public pastime before the arrival of public swimming pools in the 1960s (swimming at Sheep's Green was supervised when it was permitted). Around this period, swimming in the river at Sheep's Green also ended with the activity transferred to the open-air pool at Jesus Green. A learner pool⁶ continues to be provided at Sheep's Green and is made available through the summer. It is worthy of note in the historic image on the next page that there are no lifeguards in sight and the image demonstrates the change in regulations over the years from these nostalgic memories to the practical

⁴ The Water Framework Directive is a European directive that monitors waterbodies for a range of issues, including pollution from chemicals and excess nutrients, as well as the health of wildlife communities such as plants and fish. Rivers are then rated as high, good, moderate, poor or bad status. Only the rivers that are described as 'good' or 'high' are in a sustainable and healthy condition; the rest all need a greater level of protection and management if they are to improve to a good level of health.

⁵ <https://theriverstrust.org/key-issues/state-of-our-rivers>

⁶ https://sheepsgreen.wordpress.com/home/about_the_pool/

applications required today. Notably only 5 people are in the water and over 75 are sunbathing.



Image 1 – Historical photo of Sheep's Green Leaner Pool and River Swimming

- 3.4 Swimming in rivers and lakes is sometimes described as 'wild swimming' because it usually takes place outdoors in remote or natural locations, away from supervised and managed swimming pools. However, the name could also refer to the seemingly dangerous nature of the sport, as 'wild swimmers' choose to contend with the many hazards of inland waters.
- 3.5 Staffed provision for outdoor cold-water swimming is also provided around the city and outskirts for sites such as Milton Country Park, and Jesus Green Lido, both with potential to expand provision and access to their facilities in the future.
- 3.6 Consultation conducted by the Cam Valley Forum to support their application to DEFRA for a DBW has highlighted the level of existing interest in swimming in the River. Over 500 people responded with 93% supporting an application, 6% against and 1% unsure.
- 3.7 The research also demonstrated that the DEFRA threshold of 100 bathers using a site, during a 4-hour period on the 2 busiest days of the year, has been met. The two top counts are the 10th August and 9th September with an average 3 times the required 100.

3.8 The levels of interest of wild swimming, the subsequent use of the river, and water quality are significant factors in the considerations given in this report when forming a balanced recommendation for the Executive Councillor on whether or not to support a DBW application. The following sections cover a wide range of issues.

4 River swimming

4.1 There are a range of swimming related health, safety, risk, and dangers with swimming in the river. These are identified as:

- a) Not being able to swim
- b) Cold water and hypothermia
- c) Cold shock response
- d) Slips and trips
- e) Jumping and diving
- f) Cramps and solo swimming
- g) Entanglement in weeds
- h) Blue-green algae
- i) Swimmer's itch (Cercarial dermatitis)
- j) Weil's disease
- k) Water Quality / pollution
- l) Water Clarity
- m) Other users – Tourist punts and canoes
- n) Lack of control of activities being undertaken (jumping off bridges, bombing passing punts, canoes)
- o) Lack of safe egress/access points other than by the canoe clubhouse steps.
- p) Steep, slippery, and unstable riverbanks elsewhere
- q) No rescue aid provision (lifebuoys, throwing rope, reaching aids)
- r) No trained lifeguard provision
- s) Lack of direct access to river frontage for emergency response vehicles.

4.2 There are also a range of health benefits both physical and mental. This list is from the Rivers Trust website:

- a) Cold water can decrease your heart rate and reduce blood pressure
- b) One study suggested that cold water could produce an anti-depressive effect⁷

- c) Cold water can decrease levels of the stress hormone cortisol while boosting levels of dopamine and serotonin, two hormones linked to a positive mental state
- d) Wild swimming allows you to connect with nature and clear your mind
- e) Physical exercise in any form has fantastic health benefits – both physical and mental
- f) Getting out of the house can help you to make new friends, building up a vitally important support network

4.3 The proposed Designated Bathing Water (Appendix B) is a stretch of the river that is currently heavily used by canoes (from the Canoe Club on Sheep's Green) and self-hired punts for those wishing to access Grantchester. These hire boats usually have novice punters which could be put in stressful scenarios where they pass through an area of water designated for bathing. This would need careful thought to avoid risks and potential conflicts as punts and swimmers meet whilst competing for use of the river. Scudamore's have written a letter of support for the Cam Valley Forum's application.

4.4 There are a range of controls to help manage most risks in relation to these items set out in 4.1, some physical, some advisory and many that can be addressed by the City Council. There are however risks that are very difficult to mitigate especially where the City Council cannot exert direct control such as those related to health risks from infections, disease, and exposure to pollutants whilst swimming in the river. This is covered in section 5 of this report.

4.5 Other Councils that have a DBW such as South Oxfordshire District Council have chosen to provide advisory signs and make wild swimmers aware of the water quality, this text is supplied by the Environment Agency. The DBW application also creates a collaborative relationship with the Environment Agency in helping to understand improve water quality and its reporting.

5. Water Quality

- 5.1 The Government issued advice in June 2019⁸ in relation to health which states that *“Open water swimming can increase the risk of gastrointestinal illnesses, or stomach bugs, which may cause diarrhoea and/or vomiting, as well as respiratory, skin, ear, and eye infections. Most symptoms of these illnesses caused by micro-organisms such as norovirus, giardia, and cryptosporidium, will generally be mild. However, there is also a risk of more severe infections caused by micro-organisms such as E.coli O157 which may cause severe gastrointestinal illness and leptospirosis (Weil’s disease), which can cause liver and kidney problems.”*
- 5.2 There are significant health risks - swimmers can become unwell from swimming in any open water as there will always be micro-organisms present. The risk of becoming ill increases with factors such the following:
- a) Children and novice swimmers are more likely to swallow water accidentally
 - b) Those with an impaired immune system are more susceptible to infection
 - c) Those swimming in rivers and estuaries are more likely to become unwell
 - d) Heavy rainfall can wash harmful bacteria from agricultural land, urban areas and sewage to rivers, seas and bathing waters and affect water quality
 - e) Along with lack of clarity, issues that can lead to physical harm when the water is disturbed and could disguise harmful objects that may be unseen in the water.
- 5.3 The consultation by Cam Valley Forum has indicated that there are large numbers of swimmers already using the water and they are therefore currently being exposed to these risks.
- 5.4 The Environment Agency (EA) has a web resource relating to water quality⁹. It sets out the issues preventing waters reaching good status and the sectors identified as contributing to them.

⁸ <https://www.gov.uk/government/publications/swim-healthy-by-leaflet/swim-healthy>

⁹ <https://environment.data.gov.uk/catchment-planning/RiverBasinDistrict/5>

- 5.5 The EA has advised that it *'must remain neutral on the designation of rivers for bathing as it is for Department of Environment, Food & Rural Affairs (DEFRA) to make the decisions.'* However, their general policy is to advise against swimming in rivers on health & safety grounds. The bacterial quality of rivers is only rarely acceptable due to sewage and agricultural discharges. The EA also raised concerns about currents and unseen underwater obstructions. The following link provides some useful information: <https://www.gov.uk/government/publications/swim-healthy-leaflet/swim-healthy>
- 5.6 If Sheep's Green is designated, the EA will develop a bathing water profile and put plans in place to monitor and protect the bathing water. By law, the City Council must display information about water quality and pollution sources at designated bathing waters during the bathing season (15 May to 30 September). The EA will provide the text for the Council's public information sign.

6. Designation of bathing waters

- 6.1 The DEFRA bathing water designation requires the applicant to have completed user surveys, provide information about any facilities at the site and evidence of consultation. User surveys must be carried out during 15th May and 30th September and cover a minimum of 20 days including 10 weekend or bank holiday days.
- 6.2 Any application should be supported with information about any facilities, and the DEFRA website¹⁰ lists the following which should be easily of access to the site:
- Public toilets
 - Changing facilities
 - Parking or public transport
 - Lifeguards including riverside lifesaving aids
 - First aid service
 - Cafes, shop, or kiosks.
- 6.3 There is also a requirement to evidence consultation with local groups that may be affected by a bathing waters designation.

- 6.4 The Cam Valley have completed their application, and this has been shared with the Council. The consultation results and letters of support from South Cambridgeshire District Council, the Cam Conservators and Scudamore's have also been shared with the City Council.
- 6.5 Officers are confident that the application would meet the criteria for consideration as designated bathing water. The river is an inland body of water, there is evidence that at least 100 bathers a day during the bathing season and that there are toilet facilities within 500 metres of the DBW.

7. Risk from drowning

- 7.1 On September 19th, 2013, an accident resulted in the drowning of a 12-year-old boy who entered the river at Sheep's Green, with friends, and then got into difficulty. The coroner's inquest concluded that his death was accidental.
- 7.2 About 400 people drown every year in the UK¹¹, but only a tiny percentage of these drown while outdoor swimming. An analysis of recent annual accident data shows that of the 12 per cent of drowning victims who died while swimming, 7 people drowned in swimming pools, 11 in the sea, tidal pools and estuaries, and 7 in rivers, lakes, reservoirs or canals. In addition, there were 8 who died swimming drunk, 30 who died through 'jumping in' to water and 17 who died in 'jumping and diving accidents. 95 per cent of all swimming drowning victims were male and many were teenagers.
- 7.3 This evidence must be considered in the context of the number of swims. If the number of swimmers in the area were to increase, the likelihood of danger would increase also and therefore greater prevention and safety measures would be required.
- 7.4 The Council can make use of the Wild Swimming Code as used by other DBW landowners to highlight risks such as this one by the Oxford Water Safety Group.



Image 2 – Wild Swimming Code by Oxford Water Safety Group

8. Liabilities

- 8.1 The City Council has a range of statutory responsibilities most notable those relating to the Occupiers Liability Acts for 1957 and 1984. The 1984 Act extends the common duty of care to trespassers as well as visitors, providing that this duty is to be required when the occupier has actual or constructive knowledge that a danger exists and that a trespasser is or may be near it. A range of risks are set out in 4.1.
- 8.2 A change in position/policy which would create a DBW would mean that the Council has knowledge of danger and therefore we must complete a full risk assessment.
- 8.3 Advice from other Councils is that rescue equipment should play only a minor role in a water safety strategy, with greater emphasis on prevention.
- 8.4 The Council may need to invest in a new inspection system in terms of identifying and reducing the number of potential risks. These systems are of great importance in the prevention of accidents and the defence of public liability claims. The Council may need to make budget provision for the

supply and regular replacement of rescue aids to also be held in stock for immediate replacement.

9. Conservators of the River Cam position

- 9.1 The Conservators of the River Cam have interestingly recently designated the upper reaches of the River Cam as suitable for swimming. Specifically, between Byron's Pool and King's Mill Weir¹². The Conservators of the River Cam have written a letter of support the Cam Valley Forum's application for Sheep's Green.
- 9.2 It should be noted that the Conservators of the River Cam are a navigation authority for the River Cam downstream from Bishops Mill. The Conservators have byelaws that that prohibit swimming as follows.

No person while using or while in, upon or about the River, including for the purpose of this Byelaw the upper part of the River, that is to say so much of the River Granta as lies between King's Mill and Newnham Mill on the East or North East, and Byron's Pool and Grantchester Mill on the West or South West, together with the backwaters connected therewith, shall do or incite any other person to do any of the acts specified in the following sub-sections of this Byelaw:-

(1) jump into the River or on to any vessel on the River from any place including a bridge or a highway or dive or swim or bathe in the River in such a manner as to cause obstruction, nuisance, annoyance or risk of danger or injury to persons or property.

(2) bathe or swim within 36 metres upstream or downstream of any lock, sluice, weir, or water intake, or in any lock pen.

(3) Bathe between the hours of eight in the morning and nine in the evening during the months of June, July, and August or during the remaining months in the year between the hours of eight in the morning and eight in the evening except at bathing places authorised by the Conservators.

(4) Bathe at any place where or between any hours when bathing is for the time being prohibited by the Conservators.

10. Relationship with Sheep's Green Learner Pool

- 10.1 The Sheep's Green Learner Pool should not be relied upon as supporting a DBW without a careful consideration with the operator Greenwich Leisure Limited (GLL) (contracted until March 2026) and with mutual agreement on a business case that will support the medium-term investment needs from a DBW may require.
- 10.2 Sheep's Green Pool currently operates for only 14 weeks of the year (late May bank holiday to 2nd weekend of September) and is staffed from 10:00 – 18:00 during the six-week school holiday period and in the afternoon from 3:30pm for the remaining weeks, so may provide sufficient staff presence or resources for riverside equipment checks without significant increases in staff time and costs being required.

11. Impact on Nature and Wildlife

- 11.1 The impact on nature and biodiversity has been raised by a range of stakeholders. These relate to the loss of habitats and impact on wildlife in this area. These are real concerns and will incrementally impact, based on the number of users of the area designated for bathing and the pressures they bear on wildlife. The historical area used for swimming has engineered banks and these by their nature have very limited scope to support habitats. The impact on nature could be mitigated by limiting or constraining the area designated for swimming.
- 11.2 The River Cam is a non-statutory County Wildlife Site in recognition of the value of the river habitats and corridor, the proposed DBW includes some of Sheep's Green & Coe Fen Local Nature Reserve (LNR) and is adjacent to Paradise LNR which are both statutory designations. The upper reaches of the restored 'Rush' watercourse and fish pass have been included as part of the area for assessing number of users entering the water. Whilst this feature has been designed for access by families to experience flowing water and associated wildlife it has not been configured for swimming and has the potential to be damaged and disturbed by additional unmitigated recreational access.

- 11.3 The Snobs Stream area has previously supported swimming from ~1930 until ~1970, however the area is now a habitat that supports a range of wildlife, notably water voles. This area does not form part of the proposed application for the DBW.
- 11.4 There are several bank side veteran willows which require pollarding, as identified in the recent veteran willow survey. These would require work before swimming in the immediate area. Underwater obstructions such as tree roots and sunken branches that could be dangerous to swimmers also provide important habitat and refuge for fish and other species and so any removal should be limited.
- 11.5 If many swimmers were attracted then impacts to the wider Sheep Green Local Nature Reserve might include damage of grassland and increased litter with potential danger or disturbance to summer grazing livestock.
- 11.6 DEFRA will hold a public consultation on all applications that meet the criteria and evidence requirements for bathing water designation. They will also work with Natural England to ensure designating the site as a bathing water is compatible with protections in place under the:
- Wildlife and Countryside Act 1981 (as amended)
 - Conservation of Habitats and Species Regulations 2017 (as amended)

12. Conclusion

- 12.1 There are a range of manageable risks and issues presented by this DBW proposal some of which will require long term commitment from the Council. There is considerable merit in supporting an initiative that will improve water quality in the river.
- 12.2 It is known and evidenced that the river is used for swimming and with that use, a range of current issues are presented and raised. A DBW application and the collaborative efforts of a range of stakeholders will consider these issues, the water quality concerns, the impact on human health from that water quality, and a range of other considerations that must be understood to allow the bathing water designation for Sheep's Green.

- 12.3 There is merit in looking to designate other parts of the river as bathing places where this contributes to a broader aspiration to increase water quality, and where the potential environmental impact can be managed.
- 12.5 In the interests of collecting a range of views, the Council with Cam Valley Forum should open a dialogue with the Cam Safer Swim Steering Group to determine what levels of resource they can commit to achieve the requirements of a DEFRA designation application.
- 12.6 As part of any DEFRA consultation the Council should ensure that a complete habitat and wildlife impact survey is undertaken to understand the impact of any designation, and this is because aquatic invertebrate surveys of the Rush¹³ post enhancement have demonstrated that despite significant improvement in habitat structure and water flow the invertebrate communities continue to reflect poor water quality entering the system.

13 Implications

a) Financial Implications

There are limited low value future capital financial implications relating to adaptations and changes to the riverbanks, and revenue implications in response to and manage the activities of swimming in the river.

b) Staffing Implications

None identified.

c) Equality and Poverty Implications

An EQIA was completed to support this report and it has been identified that there may be a negative impact on those with limited mobility wishing to access the river. This relates to the physical constraints of the engineered banks. This matter must be a consideration in any assessment of the current and future use.

The EQIA also considered the DBW and the improved water quality will benefit all users of the River. The positive benefits from the creation of safer area for River swimming will create new recreational activities for

those on low income. The recreational activities will also create potential health benefits over time.

d) Net Zero Carbon, Climate Change and Environmental Implications

A climate change rating has been completed for this report, and the rating is low positive. The rating tool identified low positive impact for water availability and flooding and a low negative impact on biodiversity.

e) Procurement Implications

None identified.

f) Community Safety Implications

None identified.

14 Consultation and communication considerations

DEFRA will hold a public consultation on all applications that meet the criteria and evidence requirements for bathing water designation.

DEFRA will invite the following stakeholders to respond to the consultation:

- The water company for the area
- British Long Distance Swimming Association
- Consumer Council for Water
- Country Land and Business Association
- Marine Conservation Society
- National Farmers Union
- Outdoor Swimming Society
- River and Lake Swimming Association
- Swim England
- UK Beach Management Forum
- Visit England

DEFRA will work with Natural England to ensure designating the site as a bathing water is compatible with protections in place under the:

- Wildlife and Countryside Act 1981 (as amended)
- Marine and Coastal Access Act 2009 (as amended)
- Conservation of Habitats and Species Regulations 2017 (as amended)

15 Background papers

22/31/CNLd Motion by Councillor Copley – Rivers, Safe Swimming and Sewage. Council 21st July 2022.

Conservators of the River Cam Byelaws 1996

16 Appendices

Appendix A – Council agreed Motion.

Appendix B – Designated Bating Water application area

17 Inspection of papers

If you have a query on the report please contact Alistair Wilson, Group Service Manager,

email: alistair.wilson@cambridge.gov.uk

Appendix A – Approved Council Motion

This Council notes that:

On 21st July 2022, a motion was passed by the Council regarding Rivers, Safe Swimming and Sewage, which recognised the cumulative impact of sewage discharge events.

The responsible bodies are the Environment Agency for general oversight, Cambridge Water for water supply, and Anglian Water for sewage. Despite members highlighting the issues in this Council, and engaging with the Environment Agency and Anglian Water, recent evidence shows that pollution levels in our rivers and chalk streams remain unacceptable.

Many residents and local organisations have rightly raised concerns about the health implications of the poor water quality in our rivers and chalk streams, especially during summer months when local children and families would expect to be able to bathe and enjoy nature-rich riverbanks. Cam Valley Forum have undertaken water quality tests for the year 2021 to 2022, and Anglian Water continue to take weekly tests. All show poor water quality.

On 22nd September 2022, South Cambridgeshire District Council agreed a motion calling for measures to stop water companies dumping raw sewage in our chalk streams and had begun working towards a formal application to Department for Environment, Food & Rural Affairs for an inland bathing water stretch within their district under the Bathing Water Directive (2006/7/EC).

A designation as a bathing water site from the Department for Environment, Food & Rural Affairs imposes a legal obligation on Anglian Water to reduce sewage pollution in the area concerned until the level 'good' or 'excellent' is reached; requires the Environment Agency to test the water regularly during the bathing season in order to produce an annual classification as "excellent", "good", "sufficient" or "poor"; requires the local council and agencies to publish the annual water quality classification; and can help residents enjoy the benefits of wild swimming, reducing stress, and improving wellbeing, fitness

and contact with nature.

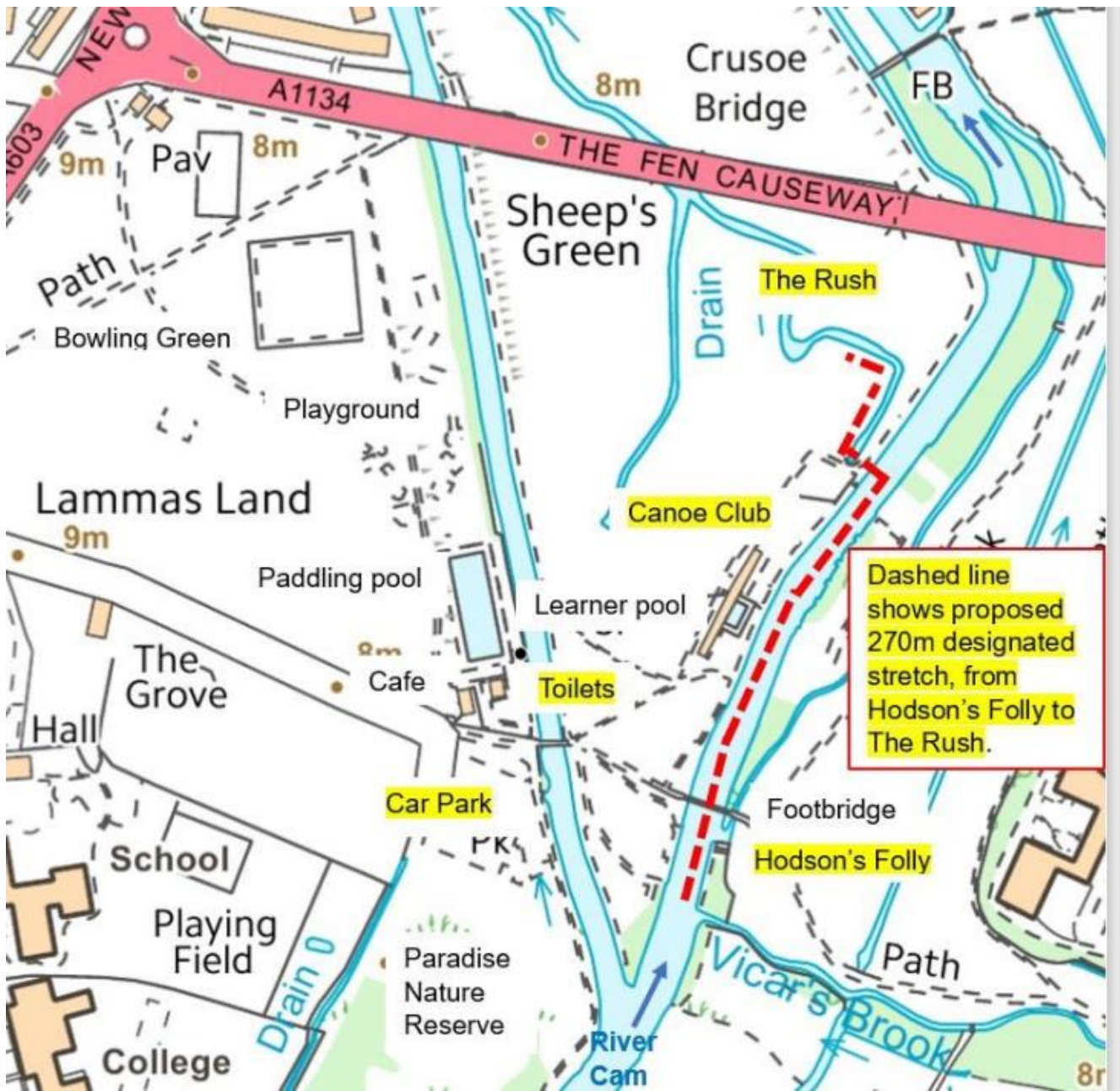
Therefore, this Council calls on everyone to engage with the River Cam and its associated chalk streams and tributaries with respect, accepting our stewardship of this vital natural resource, and asks all residents and

organisations of Cambridge to act as guardians of the river and be mindful of the impact of our own actions and those of others that threaten its health and survival.

Furthermore, in order to reduce threats to the River Cam and its tributaries caused by pollution and over-abstraction, this Council:

- agrees to evaluate the potential of a formal application to Defra for an inland water stretch along the River Cam within Cambridge City Council boundaries to be designated as a bathing site, working with Anglian Water and local partners such as Cam Valley Forum, in order to secure an improvement in water quality while also taking into account the impact of any increased usage and avoidance of significant additional cost; and requests a report on this to the Environment & Community Scrutiny Committee to inform a balanced decision by the Executive Councillor.*
- asks the Chief Executive to send a formal letter to the Environment Agency, Cambridge Water, and Anglian Water expressing its concerns over the state of the River Cam and associated chalk streams and other tributaries, and calling for their assistance in improving water quality and reducing pollution;*
- will continue to consider the impact of the emerging Local Plan on the water environment through the cross-party, cross-boundary Shared Planning Local Plan Advisory Group, and the cross-party Cambridge City Planning and Transport Scrutiny Committee.*
- affirms the goal, agreed by the Greater Cambridge Shared Planning Service, of having the water management plan for our chalk streams based on being an ‘environmental destination’ with subsequent protection as sites of Special Scientific Interest (SSSI), rather than ‘business as usual plus.’*
- will provide public access to the full response of Greater Cambridge Shared Planning to Cambridge Water, Water Resources Management Plan (WRMP) consultation.*

Appendix B – Designated Bating Water application area



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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 or phone 01223 457046.

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

1. Title of strategy, policy, plan, project, contract or major change to your service
Designated Bathing Water – River Cam
2. Webpage link to full details of the strategy, policy, plan, project, contract or major change to your service (if available)
Link to be added when the report is published
3. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?
The River Cam (River) is used for swimming and with this use, there are a range of issues presented and raised. This report considers these issues, the water quality concerns, the impact on human health from that water quality and a range of other considerations that must be understood to allow the City Council (as landowner) to consider and support a Designated Bathing Water (BDW) for Sheep's Green.

--

4. Responsible service: Streets and Open Spaces
--

5. Who will be affected by this strategy, policy, plan, project, contract or major change to your service? (Please tick all that apply)	<input checked="" type="checkbox"/> Residents <input checked="" type="checkbox"/> Visitors <input type="checkbox"/> 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): Wild Swimmers and Users of the River Cam. Potential impact of users of the Learner Pool

6. What type of strategy, policy, plan, project, contract or major change to your service is this?	<input type="checkbox"/> New <input type="checkbox"/> Major change <input checked="" type="checkbox"/> 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)	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
--	--

If 'Yes' please provide details below: Community Services, Sports, and Recreation Team

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

Environment and Community Scrutiny Committee on 3 rd October 2023
--

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?
--

Consultation on use, research on other Designated Bathing Waters and web resources from DEFRA, Environment Agency, the Rivers Trust, and Cam Valley Forum. Bathing Water Designation - Cam Valley Forum
--

[Bathing waters - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

[Key issues | The Rivers Trust](#)

[Bathing waters: apply to designate or de-designate - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

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

Children, as novice swimmers, are more likely to swallow water accidentally and swimmers can become unwell from swimming in any open water as there will always be micro-organisms present. The consultation by Cam Valley Forum has indicated that there are large numbers of swimmers already using the water and they are currently exposed to these risks. If, Sheep's Green is designated, the Environmental Agency (EA) will develop a bathing water profile and put plans in place to monitor and protect the bathing water. By law, the City Council must display information about water quality and pollution sources at designated bathing waters during the bathing season.

(b) Disability

There may be a negative impact on those with limited mobility wishing to access the River. This relates to the physical constraints of the banks. This matter must be considered in any risk assessment of the current and future use. There may be scope to create level access to the River. Those with an impaired immune system are more susceptible to infection from open water swimming. However, the consultation by Cam Valley Forum has indicated that there are large numbers of swimmers already using the water and they are currently exposed to these risks. Plus, the Council can warn parents and open water swimmers generally about risks with signage.

In a general sense, open water swimming can increase risk of long-term health issues for people who may not have a disability due to micro-organisms present in water. Government advice is that there is also a risk of more severe infections caused by micro-organisms such as E.coli O157 which may cause severe gastrointestinal illness and leptospirosis (Weil's disease), which can cause liver and kidney problems. If, Sheep's Green is designated, the EA will develop a bathing water profile and put plans in place to monitor and protect the bathing water. By law, the City Council must

display information about water quality and pollution sources at designated bathing waters during the bathing season.

(c) Gender reassignment

A designated bathing water site must have toilet facilities bathers can use during the bathing season, within a short distance of up to about 500m from the site.

(d) Marriage and civil partnership

No impact has been identified specific to this protected characteristic group.

(e) Pregnancy and maternity

No impact has been identified specific to this protected characteristic group.

(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.

No impact has been identified specific to this protected characteristic group.

(g) Religion or belief

No impact has been identified specific to this protected characteristic group.

(h) Sex

A designated bathing water site must have toilet facilities bathers can use during the bathing season, within a short distance of up to about 500m from the site.

(i) Sexual orientation

No impact has been identified specific to this protected characteristic group.

(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_159kt25g).

Improved water quality will have an impact on all users of the River. The creation of safer area for River swimming will create new and free recreational activities for those on low income. The recreational activities will also create potential health benefits.

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.)

The DBW application creates a collaborative relationship with the Environment Agency in helping to understand improve water quality and its reporting. The DBW will be risk assessed and this EQIA assessment will be used to consider the negative and positive impacts.

12. Do you have any additional comments?

Click here to enter text.

13. Sign off

Name and job title of lead officer for this equality impact assessment: Alistair Wilson, Group Services Manager, City Services

Names and job titles of other assessment team members and people consulted: Helen Crowther, Equality and Anti-Poverty Officer, Strategy and Partnerships

Date of EqlA sign off: 21/09/2023

Date of next review of the equalities impact assessment: Autumn 2024

Date to be published on Cambridge City Council website: [Click here to enter text.](#)

All EqlAs need to be sent to the Equality and Anti-Poverty Officer at equalities@cambridge.gov.uk

COMPLAINT UPHELD BY THE LOCAL GOVERNMENT & SOCIAL CARE OMBUDSMAN (LGO) RELATING TO LAND AT HIGHFIELDS TREE BELT WEST CHESTERTON

To:

Councillor Sam Carling, Executive Councillor for Open Spaces and City Services

Environment and Community Scrutiny Committee

Report by:

Anthony French, Asset Development Manager, City Services Group
anthony.french@cambridge.gov.uk

Wards affected:

West Chesterton/Arbury

Not a Key Decision

1. Executive Summary

- 1.1 The Council considered a complaint in relation to the management of land using the Council's complaints procedure¹. This complaint could not be resolved at Stage 2 of our process, and the complainant referred the matter to the Local Government & Social Care Ombudsman (LGO)
- 1.2 The Local Government & Social Care Ombudsman (LGO) investigated the complaint covering a range of issues regarding City Council public space at Highfields Tree Belt (see appendix A for a location map) and found there was fault by the Council with two of the areas which caused the complainant injustice.
- 1.3 The LGO found the Council at fault in how it kept its records for its biodiversity assessments and inspections even when it does not identify and substantive issues or risks and in respect of security of the locked access to the site.

- 1.4 The LGO provided an agreed action for the council to demonstrate it had changed its record keeping procedures by 17th May 2023.
- 1.5 The LGO has subsequently been provided with evidence that the action has been completed and has formally accepted that the identified service improvement actions, offered by the Council to the complainant, have been fully actioned by the Council.

2. Recommendations

2.1 The Executive Councillor is recommended to:

- a) Note the findings of the Local Government & Social Care Ombudsman in respect of this case and the actions taken by the Council in response to these findings.

3. Background

- 3.1 The complainant has been anonymised for the purposes of this report and will be referred to as Mrs E throughout.
- 3.2 The City Council own and manage a plot of land known as Highfields Tree Belt. The land is formally in the ward of West Chesterton but is surrounded by properties which have rear gardens which back onto the land in both West Chesterton and Arbury wards.
- 3.3 The land was under stewardship of Property Services until 2018 when it was agreed to be transferred between services to Environmental Services, Streets and Open Spaces. This transfer was seen as a 'best fit' for future management owing to its natural habitat and environmental attributes for which the service has a range of officers with technical expertise and profession in land management and the natural environment.
- 3.4 During 2019, an approach was made to the City Council by a city based educational organisation for use of the land for hosting educational learning sessions in the natural environment.
- 3.5 It is not uncommon for the City Council to use a land asset for events and education and therefore after an assessment by Officers from the Streets and Open Spaces Team and consultation with ward members the land use was agreed.

- 3.6 In recognition that this was a new use of land that neighbouring

residents would be unfamiliar with, the Council wrote to those bordering the land in October 2019. The purpose was to inform of the use and its commitment to a management plan for the site to ensure the new activities did not compromise the natural habitat. The management plan would ensure this integrity as well as looking to make enhancements to the space across its duration.

- 3.7 There were a few uses of the land prior to the Covid-19 pandemic beginning in March 2020 using the City Council land hire process (set number of sessions) which meant the use ceased or was limited according to the varying 'lock down' laws for a two-year period.
- 3.8 In emerging fully from the pandemic, the use for environmental education was once again requested over the academic year under agreed license and terms to provide some flexibility on session scheduling rather than set numbers via the land hire process. The Council sought to put the promised management plan in place in the late summer 2022 following a public consultation earlier in the year.
- 3.9 The consultation captured a range of views and included recommended parameters of operation for number of sessions and maximum attendees on a weekly basis. These measures were set out in a licence agreement with those wishing to use the site.
- 3.10 After the use by license was agreed by the then Executive Council for Open Spaces, Food Justice, and Community Development in August 2022 there has continued to be a range of views expressed locally regarding impact on the space and disturbance to residents. The complaint made by Mrs E went through the City Council's complaint system and then at the request of Mrs E was reviewed by the LGO with a final decision given on 17 March 2023.
- 3.11 Mrs E complained about the Council's processes and decisions regarding the change of use of the land near to her house. She says the Council failed to conduct an environmental impact assessment and it has not demonstrated how it will protect the biodiversity of the site. She also says it mismanaged the consultation process, it failed to properly secure the site and it has now increased the number of organisations that have access to it.
- 3.12 Mrs E says the matter has made her stressed and anxious. She is concerned about the impact the Council's decisions will have on the environment.

4. The Ombudsman's findings, analysis, and agreed actions.

4.1 The full LGO report is available for viewing with the following key points extracted to cover the areas in which fault was found:

- I. *Mrs E complained to the Council about its failure to properly secure the site. She said the gate remained open when children were on site. She asked it to install a key fob system that allowed authorised people to access the site at agreed times.*
- II. *The Council responded and said it did not have the budget and it was not possible to install a key fob system. It said it would contact users to ask them to make sure they locked the access gate when they left the site. It said it recognised the concerns of residents and it would create a management and monitoring plan to help better oversee activity on the site.*
- III. *Mrs E remained dissatisfied. She said fob systems were widely available. She said if the site was not properly secured it could lead to burglaries and increased levels of unauthorised access.*
- IV. *The Council accepted in its response to Mrs E's complaint the system it had in place to secure the site was not robust enough. I accept this would have caused Mrs E some worry as she lives near to the site. The Council has now taken action to resolve this issue, and it now has a robust system where it has a record of those who have access to the site. This is a suitable remedy for Mrs E's injustice.*
- V. *Mrs E is concerned the Council failed to conduct an environmental impact assessment and it has not demonstrated how it will protect the biodiversity of the site. When the Council responded to my enquiries, it provided me with a tree survey which shows an officer inspected the health and safety of the tree stock. The Council also said its biodiversity officer visited the site, but it has no records. It said it did not keep any records as the potential for negative impact was low, and safety had been covered by the tree survey. It also said the outcome of the assessment work was communicated verbally between officers, and this is not uncommon where the site assessment work does not identify any substantive issues or risks.*
- VI. *The Council should have kept a record of the inspections and the biodiversity assessment. I do not accept that just because the potential for negative impact was low, it was appropriate for it not to keep any records. It is important the Council can evidence its decision making. It should change its record keeping procedures to ensure it keeps records of such matters even when officers do not identify any substantive issues*

or risks.

VII. First agreed action: The Council will change its record keeping procedures by 17 May 2023 to ensure it keeps records of biodiversity assessments and inspections even when it does not identify any substantive issues or risks.

VIII. Second agreed action: The Council should provide us with evidence it has complied with the above action.

Paragraphs 4.1. i to 4.1.viii inclusive, are direct extracts from the LGO report.

5. The Council's response

5.1 The Council has dealt with the LGO's action, as detailed in section 4.8 within the requested time.

5.2 The LGO has accepted the evidence provided that the agreed actions have been undertaken and where required evidence provided to satisfaction.

6. Implications

a) Financial Implications

None

b) Staffing Implications

Requirement for all officers to record and log visits undertaken to Highfields Tree Belt.

c) Equality and Poverty Implications

An Equalities Impact Assessment is not required for this item as no decisions are to be made.

d) Net Zero Carbon, Climate Change and Environmental Implications

The report is for information with no decisions to be made, there are no climate change related implications therefore the overall rating is 'Nil'.

e) Procurement Implications

None.

f) Community Safety Implications

None.

7. Consultation and communication considerations

None.

8. Background papers

LGO Final report 17 March 2023

9. Appendices

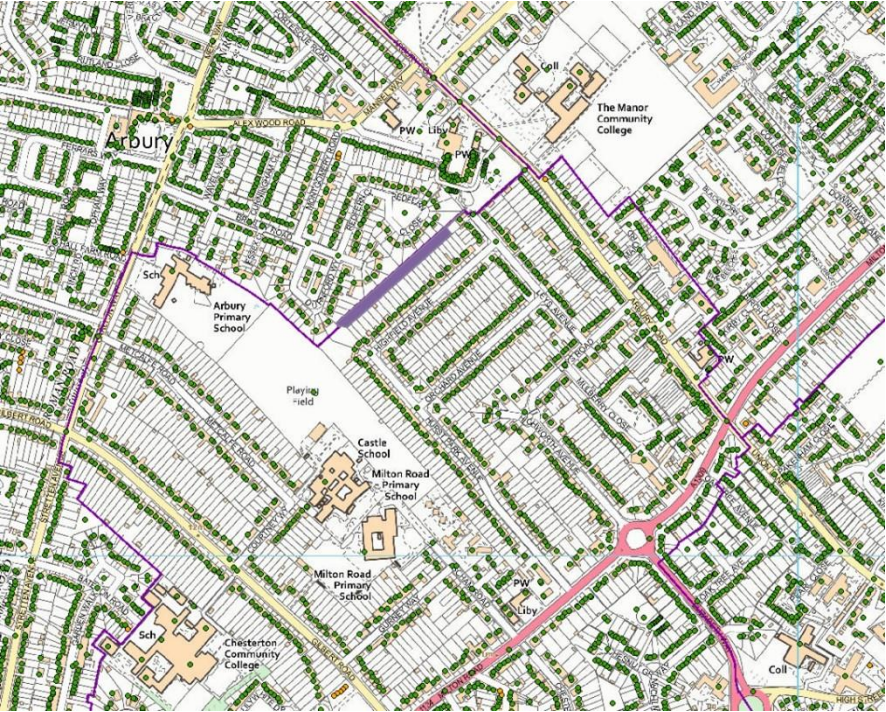
Appendix A – Location map

10. Inspection of papers

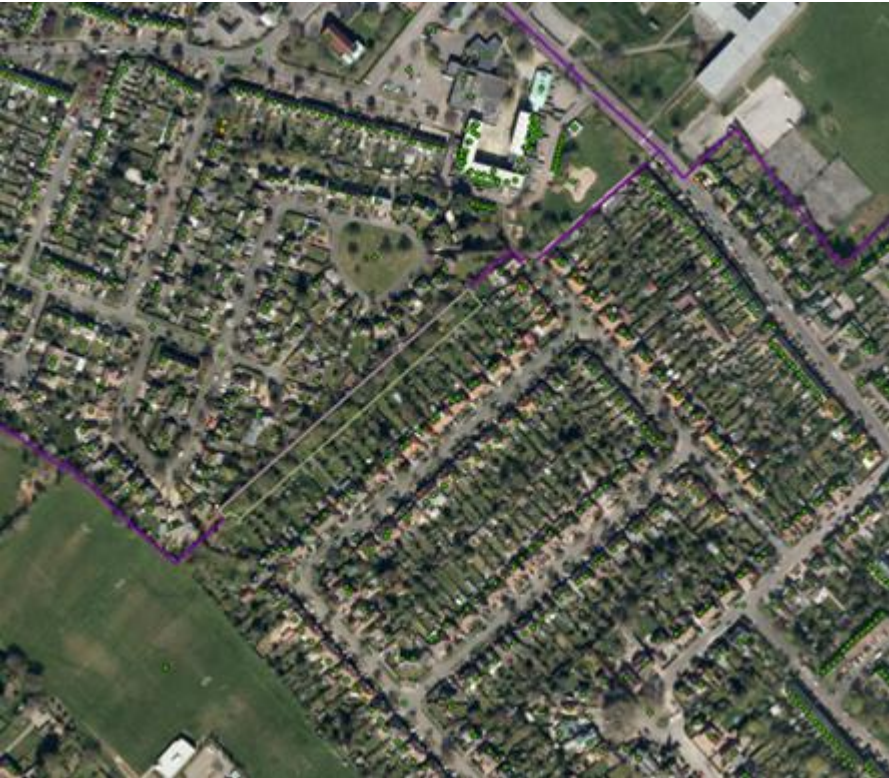
If you have a query on the report please contact Anthony French, Asset Development Manager,
email: Anthony.french@cambridge.gov.uk

Appendix A - Location Map

Map 1 – Location of Highfields Tree Belt (shown purple)



Map 2 – Aerial Photo



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Greater Cambridge Air Quality Strategy

To:

Councillor Rosy Moore,
Executive Councillor for Environment, Climate Change and Biodiversity
Environment and Community Scrutiny Committee

Report by:

Jo Dicks, Environmental Quality and Growth Team Manager
Tel: 01223 457892 Email: jo.dicks@cambridge.gov.uk

Wards affected:

City Wide

Key Decision

1. Executive Summary

1.1 Cambridge City Council is required to adopt an Air Quality Strategy and officers are seeking a decision on two key elements of the scope prior to bringing a final strategy to Environment and Community Scrutiny committee.

- Investigate the opportunity for a joint strategy with South Cambridgeshire District Council (SCDC)
- The adoption World Health Organisation (WHO) Targets,

1.2 Local Air Quality Management (LAQM) requires Local Authorities to monitor key pollutants (NO₂ & PM₁₀) across their district and report against target levels. Data shows objective levels have been achieved across Cambridge. National legally binding PM_{2.5} targets have been set under the Environmental Target Regulations and levels in Cambridge are around the target annual mean.

- 1.3 Under the Environment Act 2021 an Air Quality Strategy is required if LAQM objective levels are achieved: outlining how air quality will be maintained and improved; including how it will help achieve national PM_{2.5} targets.
- 1.4 Whilst the option exists to do a standalone Cambridge City Air Quality Strategy, given the transboundary nature of air pollution, the scale of development and population increase coming forward in the next 20 years through the emerging Greater Cambridge Local plan and the operation of a joint planning service it makes sense to align the strategy with the new local plan. A joint strategy with SCDC will enable an integrated approach to minimising emissions and maximise benefits to public health.
- 1.5 It is widely accepted that there is no safe level of air pollution. The World Health Organisation (WHO) target levels (2021) are lower than LAQM objective levels and PM_{2.5} targets. The Committee on the Medical Effects of Air Pollutants (COMEAP) considers the WHO 2021 guidelines as suitable long-term targets. These targets are based on the evidence linking concentrations of pollutants in ambient air with adverse effects on health and are targets that protect public health. Cambridge currently exceeds the WHO levels.
- 1.6 The Strategy will be delivered in partnership with Cambridgeshire County Council, Public Health, South Cambridgeshire District council, Greater Cambridge Planning Service and Greater Cambridge Partnership.

2. Recommendations

The Executive Councillor is recommended to:

- 1) Approve the adoption of World Health Organisation (WHO) Air Quality Guidelines as the air quality standard to work towards across Cambridge.
- 2) Approve the progress of a joint Greater Cambridge Air Quality Strategy with South Cambridgeshire District Council with the finalised Strategy coming before committee in March 2024.
- 3) Approve the progress of a Cambridge City Air quality strategy should South Cambridgeshire District Council not wish to pursue a joint strategy, or the delivery times becomes too long.

3. Background

3.1 Legislative & Policy Framework

3.1.1 Local authorities are required to monitor key pollutants across their district under the Local Air Quality Management (LAQM) framework. If key pollutants exceed objective levels (see table 1 below) then an Air Quality Management Area (AQMA) must be declared alongside an Air Quality Action Plan (AQAP) outlining how pollutants will be reduced.

3.1.2 New national legally binding PM_{2.5} targets have been set. The National Air Quality Strategy (2023) sets out how local authorities are expected to contribute to delivering these targets. Whilst it is acknowledged within the strategy that not all sources of PM_{2.5} originate from within a local authority district the strategy expects local authorities to consider those that are.

3.1.3 The Environment Act 2021 require local authorities to produce an Air Quality Strategy where LAQM objective levels are being achieved. Local Authorities are expected to be pro-active, not re-active to ensure that good air quality is maintained including how they will help deliver the national PM_{2.5} targets.

3.1.4 Pollutant levels across Cambridge have been reducing and are now typically below LAQM objective levels. SCDC recently revoked their AQMA. Cambridge is likely to do the same in the next couple of years once we are confident pollutant levels are stable following the COVID pandemic. Defra predicts background PM_{2.5} within the city is 10µg/m³. This is supported by the limited PM_{2.5} monitoring undertaken within the city.

3.1.5 Measures to improve air quality are typically complimentary to the climate change agenda and support the councils commitment to become carbon neutral by 2030.

3.2 Air Quality & Health

3.2.1 It is widely accepted that there is no safe level of air pollution, with a shift away from specific levels towards exposure reduction and delivering the known health benefits that these reductions can offer.

3.2.2 Research undertaken by the Committee on Medical Effects of Air pollution (COMEAP) concluded that, even low concentrations of pollutants are likely to be associated with adverse effects on health.

3.2.3 The World Health Organisation (WHO) produced updated Air Quality Guidelines (AQG) in 2021. These targets are based on the evidence linking concentrations of pollutants in ambient air with adverse effects on health and are targets that protects public health. COMEAP considers these WHO 2021 guidelines as suitable long-term targets.

3.2.4 Table 1 compares the LAQM objective levels and national targets for key pollutants against the WHO Air Quality Guidelines 2021.

Pollutant	Averaging Period	Concentration	
		Current UK Limit	WHO 2021
AQ (England) Regulations 2000 (Apply to LAQM)			
PM ₁₀ µg/m ³	Annual Mean	40 µg/m ³	15 µg/m ³
	24 Hour Mean	50 µg/m ³	45 µg/m ³
NO ₂ µg/m ³	Annual Mean	40 µg/m ³	10 µg/m ³
	24 Hour Mean	200 µg/m ³	
Environmental Targets (PM) Regulations 2023 (apply to national government)			
PM _{2.5}	Annual Mean	10 µg/m ³	5 µg/m ³
	Exposure Targets	35% Reduction	

Table 1: Air quality Objective Levels and Pollutant Targets

3.2.5 Given the scale of development and population increase coming forward in the next 20 years through the emerging Greater Cambridge local Plan (2020 – 2041) including measures in place to meet 58,500 new jobs across all employment sections and 44,400 new homes, the challenge is how we can continue to deliver improved air quality across greater Cambridge and deliver the health benefits this offers.

3.3 Greater Cambridge Air Quality Strategy

3.3.1 Given the emerging Greater Cambridge Local plan and the likelihood that the city will revoke its AQMA in the next couple of years it makes sense to align the Air Quality Strategy with the adoption of the new local plan. The Strategy can be integrated into the new Local Plan enabling continued improvements to air quality across the city.

3.3.2 As this local plan covers the greater Cambridge Area and we also operate under a joint planning service; and considering the transboundary nature of air pollution a joint 'Greater Cambridge Air Quality Strategy' seems a logical approach which will enable a joined-up approach to improving air quality across the Greater Cambridge area. The Strategy will set out the vision for continued improvements to air quality within Greater Cambridge and will be delivered under four key priority areas:

A. Key Priority 1: Policy & Development Control

Minimising emissions through development is key. The Strategy will be integrated into the local plan policy and can be updated in response to evolving national and local policy. Proposed measures will design out air quality impacts during both construction and operation phases to prevent 'creep' as large scale development comes forward. This may include 'Air quality Neutral' developments, reducing NRMM emissions during construction and EVCP.

B. Key Priority 2: Infrastructure Improvements

Continuing to work with partners to deliver improved infrastructure; facilitating the uptake of more sustainable transport solutions and active travel options. Planning has a major role to play in infrastructure provision. Examples include support of public transport options, freight consolidation / last mile deliveries, road hierarchy, improvements to cycling and walking infrastructure and facilitating EVCP infrastructure provision.

C. Key Priority 3: Community Engagement & Promotion

In parallel to active measures to reduce exposure to pollutants we need to actively promote and engage with residents and visitors enabling access to better information to facilitate behavioural change. This may include anti idling campaigns, better burning campaign, improved public engagement through accessibility of air quality data and promoting awareness on air quality. We will continue to work closely with Public Health.

D. Key Priority 4: Monitoring

Continued monitoring is required given the scale of the future developments and the potential to introduce new hotspots where air quality could be at risk, the need for a robust and up to date monitoring network across the district is a priority.

4. Implications

a) Financial Implications

- 4.1 Existing budgets are in place to support air quality monitoring within the city. Existing continuous monitors collect data for NO₂ and a combination of PM_{2.5} or PM₁₀ at 4 locations. However, these units are currently being replaced under a previously secured budget with all units due to be installed by March 2024. When all units have been upgraded, we will be able to monitor NO_x, PM₁₀ and PM_{2.5} at all continuous monitor sites.
- 4.2 There are no additional financial implications from implementing an Air Quality Strategy apart from potential improvement projects that would be subject to bids to central government or the County Council.

b) Staffing Implications

- 4.3 The introduction and maintaining of the strategy would be covered under existing staffing arrangements. Air quality monitoring is already undertaken.

c) Equality and Poverty Implications

- 4.4 Upon receiving advice from Cambridge City Council's Equality and Anti-Poverty Officer, an equality impact assessment will be produced as the joint strategy develops. A final draft of the assessment would go to committee in March alongside the strategy document itself to inform the decision on the adoption of the strategy. We know that improving air quality has positive impacts for children, older people, disability (mitigating or preventing ill health relating to asthma, coronary heart disease, stroke, lung cancer, chronic bronchitis, and diabetes), and pregnancy (reducing low birth weight) (see: [Health matters: air pollution - GOV.UK \(www.gov.uk\)](https://www.gov.uk/health-matters/air-pollution)). As the strategy is developed, further specific implications for different groups will be identifiable relating to different measures identified to improve air quality.

d) Net Zero Carbon, Climate Change and Environmental Implications

- 4.5 Rating: Medium Positive

The Proposed Greater Cambridge Air Quality Strategy will adopt WHO Air Quality guidelines as the air quality standard to work towards across Greater Cambridge and details the measures to be implemented to enable this. Measures to improve air quality are typically complimentary to the net zero carbon agenda. Examples of measure likely to be proposed in the strategy that will also reduce carbon include; measures for new development to minimise emissions through design seeking alternatives to combustion emissions from boilers e.g. ASHP's, ensuring design enables easy access to public transport and active travel and incorporates appropriate levels of EVCP within the design where car parking is required. The strategy seeks to prevent 'creep' in air pollution levels from large scale development coming forward and continue to improve air quality by working with partners on wider infrastructure projects to reduce reliance on private vehicles and facilitate the use of public transport and active travel. Improved air quality has a positive impact on biodiversity. Poor air quality (particularly ammonia and Nitrogen dioxide) is a major contributor to the long-term decline of biodiversity in the UK. Whilst this proposal is unlikely to lead to positive benefits across all key areas it is not expected to have any negative impacts which is the reasoning for the proposals overall rating

e) Procurement Implications

N/A

f) Community Safety Implications

N/A

5. Consultation and communication considerations

- 5.1 We are seeking at this stage a decision on two key elements of the scope prior to bringing a final strategy to committee. Should these be approved we will carry our wider consultation among key delivery partners most notably South Cambridgeshire District Council, Cambridgeshire County Council, Public Health England and Greater Cambridge Partnership. At this stage we have had informal discussions with all key partners who are broadly supportive of the approach. The draft strategy will be consulted on more widely before taking to committee for approval.
- 5.2 The full strategy will be promoted more widely once the report has been finalised and approved at relevant committees.

6. Background papers

Background Papers Used in the preparation of this report:

1. Local Air quality Management Policy guidance (PG22), August 2022
[England \(exc. London\) Policy Guidance | LAQM \(defra.gov.uk\)](#)
2. Local Air Quality Management Technical Guidance (TG22), August 2022
[UK Regions \(exc. London\) Technical Guidance | LAQM \(defra.gov.uk\)](#)
3. Air Quality Strategy: Framework for Local Authority Delivery
www.gov.uk/government/publications/the-air-quality-strategy-for-england
4. Air Quality Annual Status Report 2023
www.cambridge.gov.uk/air-pollution-measurements
5. COMEAP Annual Report 2022
www.gov.uk/government/publications/comeap-annual-report-2022
6. COMEAP Response to publication of WHO Air Quality Guidelines
[COMEAP statement: response to publication of the World Health Organization Air quality guidelines 2021 - GOV.UK \(www.gov.uk\)](#)

7. World Health Organisation Air Quality Guidelines (2021)

www.who.int/news-room/questions-and-answers/item/who-global-air-quality-guidelines

7. Appendices

A. DRAFT Greater Cambridge Air Quality Strategy Vs1.7 dated 20.9.23

8. Inspection of papers

N/A

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Cambridge City Council & South Cambridgeshire District
Council

Greater Cambridge Air Quality Strategy

2024-2028

Executive Summary

Still to write

1. Background

Local Authorities have a statutory requirement under Local Air Quality Management (LAQM) to monitor air quality within their districts against national objective levels for key pollutants (Nitrogen Dioxide, Particulate Matter (PM₁₀) and Sulphur Dioxide). Air Quality within both the Cambridge City Council (CCC) and South Cambridgeshire District Council (SCDC) areas; referred to moving forward as Greater Cambridge has continued to improve in recent years with objective levels for all key pollutants being achieved in recent years. This is because of active measures implemented by both councils to improve air quality and the modernisation of the transport fleet in accordance with stricter emission standards.

New national legally binding PM_{2.5} targets have been set under the Environmental Target Regulations in 2023. The National Air Quality Strategy (2023)¹ sets out how local authorities are expected to contribute to delivering these targets. Whilst it is acknowledged within the strategy that not all sources of PM_{2.5} originate from within a local authority district the strategy expects local authorities to consider those that are. Levels in Cambridge are around the target annual mean.

For areas where pollutant levels are below objective levels local authorities are expected to have an Air Quality Strategy. This document demonstrates the effective use of powers to support improvements in air quality taking preventative action to ensure air quality continues to improve across their district. Further details on the Legislative and Policy requirements can be found in Appendix B.

It is widely accepted that there is no safe level of air pollution². It is important that focus now shifts away from LAQM objective levels towards exposure reduction and how we can maintain and continue to improve air quality across Greater Cambridge, whilst sustaining the scale of development coming forward in the next 20 years through the emerging Greater Cambridge Local Plan (2020-2041)³ including measures in place to meet 58,500 new jobs across all employment sections and 44,400 new homes.

¹ www.gov.uk/government/publications/the-air-quality-strategy-for-england/air-quality-strategy-framework-for-local-authority-delivery#summary-of-powers-available-to-local-authorities

² www.gov.uk/government/collections/comeap-reports

³ [Greater Cambridge Local Plan \(greatercambridgeplanning.org\)](https://www.greatercambridgeplanning.org)

This strategy outlines measures for continuing to deliver improved air quality and the health benefits this offers to both residents and visitors of Greater Cambridge; working towards World Health Organisation (WHO) target levels (2021) which are lower than LAQM objective levels and PM_{2.5} targets. Where the Air Quality Management Area (AQMA) and associated Air quality Action Plan (AQAP) is still in place in the case of Cambridge city the two documents can run alongside one another as the strategy outlines the approach for the whole area where as an AQAP is targeted on s specific area and pollutant of interest.

A Greater Cambridge Air Quality Strategy aligns with delivery under the Greater Cambridge Local Plan and joint planning service and given the transboundary nature of air pollution enables a joined up approach to improving air quality.

This strategy fulfils the requirements under the LAQM Framework and ensures compliance with the Environment Act 1995 as amended under Environment Act 2021; taking into account responsibilities of local authorities under the National Air Quality Strategy (2023). It details why and how improvements to air quality should be achieved across Greater Cambridge in response to continued growth in the area.

2. Sources of Pollutants in Greater Cambridge

The National Emissions Inventory (NAEI), provided by Defra sets out the emission sources for each local authority and how these contribute to the different pollutants.

2.1 Cambridge City

Nitrogen Dioxide (NO₂)

Data from the NAEI shows that traffic is the main contributor to NO₂ emissions, with 1-25 tonnes of NO₂ mainly from road transport, with minor roads and cold starts contributing the most in the City. Other sources of NO₂ in the City come from non-industrial combustion plants, combustion in manufacturing, and other mobile machinery (rail and other off road).

A source apportionment study undertaken by Cambridge City Council in 2019 supports these finding with traffic the main contributor to NO₂ emissions in the City. The study found the primary vehicle type contributing to NO₂ emissions varied based on location and road type with buses the main contributor in the centre of Cambridge; cars on the outer ring roads And on the outskirts of Cambridge on the major roads such as the A14 & M11 HGVs.

Particulates (PM₁₀ and PM_{2.5})

The NAEI has found that there is a change in sources of particulate emissions over the past 10 years, with a decrease in particulates from industry and energy generation as the switch to gas has occurred⁴. This has been offset by an increase in domestic burning.

The NAEI estimates that on average across Cambridge 1-4 tonnes of PM₁₀ are from non-industrial combustion plant (such as domestic burning) with, 0.2-1 tonnes from road transport (brake and tyre wear).

This is again supported by the findings of the Cambridge City Council source apportionment study which found that the majority of the sources of particulates was from background sources rather than road traffic sources.

The NAEI attributes 75% of the source of PM_{2.5} in Cambridge to background sources. The majority of which are classed as non-industrial combustion plant (domestic wood / domestic other). The remaining 25% of the source of PM_{2.5} is attributable to non-exhaust emissions of tyre and brake wear associated with road transport.

It should be remembered that PM_{2.5} is also not just generated as a primary particle but is also generated as a secondary particle due to chemical interactions of other pollutants.

2.2 South Cambridgeshire

Nitrogen Dioxide (NO₂)

The main contributor to NO₂ emissions in South Cambridgeshire is from road transport, with major roads adding up to 25 tonnes per 1km². There are 10 point sources within South Cambridgeshire which emit NO₂ emissions.

Particulates (PM₁₀ & PM_{2.5})

The main contributor to PM₁₀ emissions in South Cambridgeshire is from non-industrial plant (up to 4 tonnes per 1km²), this includes domestic burning and is distributed within centres of population in the District. Roads contribute a smaller amount to emissions with most of the emissions coming from road abrasion and brake and tyre wear (up to 2 tonnes per km²).

For PM_{2.5} the picture is similar to that of PM₁₀ with the major source of emissions being non-industrial plant, with the majority coming from domestic other and wood

⁴ NAEI Report 2022 – Data for 2005-2020

burning. For roads in the district the majority of emissions are associated with brake and tyre wear.

3. Improving Air quality in Greater Cambridge

3.1 Objectives

It is widely accepted that there is no safe level of air pollution;⁵ and whilst the LAQM objective levels and PM_{2.5} targets are either achieved or close to annual mean across Greater Cambridge it is important that focus shifts away from these target levels towards exposure reduction. The challenge is how pollutant levels can be maintained and further reduced whilst sustaining the scale of development and population increase coming forward in the next 10 – 20 years; supporting economic growth whilst continuing to improve air quality and deliver the health benefits that improved air quality brings. The primary objectives of the strategy are:

- Continue to meet and deliver all legislative and policy requirements associated with Air Quality
- Continue to improve air quality across Cambridge enhancing the health of those living, working and visiting Greater Cambridge
- Work towards World Health Organisation Air Quality Guideline annual averages. as longer term targets.

The World Health Organisation (WHO) produced updated Air Quality Guidelines (AQG) in 2021. These targets are based on the evidence linking concentrations of pollutants in ambient air with adverse effects on health and are targets that protects public health. COMEAP considers these WHO 2021 guidelines as suitable long-term targets⁶. It is worth noting that they are set without reference to achievability. The World Health Organisation (WHO) target levels (2021) are lower than LAQM objective levels and PM_{2.5} targets. Cambridge exceeds the WHO levels.

Table 1 compares the LAQM objective levels and national targets for key pollutants against the WHO Air Quality Guidelines 2021.

Pollutant	Averaging Period	Concentration	
		Current UK Limit	WHO 2021
AQ (England) Regulations 2000 (Apply to LAQM)			
PM ₁₀ µg/m ³	Annual Mean	40 µg/m ³	15 µg/m ³
	24 Hour Mean	50 µg/m ³	45 µg/m ³

⁵ www.gov.uk/government/collections/comeap-reports

⁶ [COMEAP statement: response to publication of the World Health Organization Air quality guidelines 2021 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/comeap-reports)

NO ₂ µg/m ³	Annual Mean	40 µg/m ³	10 µg/m ³
	24 Hour Mean	200 µg/m ³	
Environmental Targets (PM) Regulations 2023 (apply to national government)			
PM _{2.5}	Annual Mean	10 µg/m ³	5 µg/m ³
	Exposure Targets	35% Reduction	

Table 1: Air quality Objective Levels and Pollutant Targets

Working towards WHO AQG annual averages enables continued improvements to air quality enhancing the health of those living, working and visiting the Greater Cambridge Area.

3.2 Delivering Air Quality Improvements across Greater Cambridge – Key Priorities

Continued improvements in air quality to meet the objectives of the strategy across Greater Cambridge will be delivered under four key priority areas. Appendix A details measures to be implemented to deliver these priorities

Key Priority 1: Policy & Development Control

Emissions from development may be associated with both the construction phase and from transport or combustion processes providing heat and power during the operational phase.

At the strategic level, spatial planning can provide for more sustainable transport links between the home, workplace, educational, retail and leisure facilities, and identify appropriate locations for potentially polluting industrial development⁷. As such, land-use planning can play a critical role in improving local air quality. Local policy should be regularly updated in response to evolving national policy and updated evidence from public health.

- Ensure policies seek to improve air quality and respond to evolving national policy and health based evidence
- Ensure developments of all sizes and type design out air quality impacts during both construction and operation phases working towards air quality neutral development⁸
- Ensure developments and policies are helping to meet AQS, ASQ Targets and WHO guidance levels by reducing emissions.

⁷ IAQM & UKEP Land-Use Planning & Development Control: Planning For Air Quality (Jan 2017)

⁸ www.london.gov.uk/programmes-strategies/planning/implementing-london-plan/london-plan-guidance/air-quality-neutral-aqn-guidance#:~:text=The%20Air%20Quality%20Neutral%20LPG,worsen%20air%20quality%20in%20London.

- align with other policies aimed at increasing sustainability and reducing greenhouse gas emissions

Policy xx of the Greater Cambridge Local Plan considers air quality within the lifetime of the plan (2020 – 2041). This is further underpinned by the Air Quality Action Plan (within CCC), Greater Cambridge Air Quality Strategy and the Greater Cambridge Sustainable Design and Construction Supplementary Planning Documents (SPD). These documents provide detail on measures that developers should consider at the design stage to minimise impact of development on air quality across Greater Cambridge.

It is important that planning policies should drive air quality improvements across Greater Cambridge and not operate in isolation from other relevant policies e.g Climate change Strategy, Health Impact Assessments, Parking Strategy.

Key Priority 2: Infrastructure Improvements

To enable the shift to more sustainable transport solutions, infrastructure improvements are required. Working with partners CCC and SCDC will ensure infrastructure improvements are planned and implemented to facilitate the increased uptake of public transport and active travel options. This will work alongside Key Priority 1, where planning and development control can have a major impact on infrastructure provision in Greater Cambridge.

Some of the actions which can be taken include:

- Support public transport options available to the public and publicise these
- Freight consolidation / last mile deliveries
- Road hierarchy
- Off road cycle / walking paths
- Improvements to cycling and walking infrastructure
- Facilitate infrastructure improvements to electric vehicle charging

Key Priority 3: Community Engagement & Promotion

Our communities should be considered in all opportunities to benefit from improved air quality. This could be achieved through a range of actions big or small, such as provision of significant infrastructure to facilitate the uptake of low emission vehicles, to daily practical measures which in turn lead to protected and improved air quality. In parallel to measures to reduce resident and visitor exposure to pollutants we need to actively promote and engage with residents and visitors of Greater

Cambridge enabling access to alternatives to the more polluting activities. The following are some examples to consider for public engagement (but are not exhaustive):

- Improved public engagement through accessibility of air quality data and promoting awareness on air quality
- Working closely with Public Health England to deliver clear messages on the link between air quality and health
- National and regional campaigns such as Clean Air Day
- Work closely with partners to disseminate information county wide to maximise potential benefits within the city
- Promotion of a non-idling policy during collection and drop off near schools
- Promotion to reduce the use of solid fuel stoves and open fires
- Close partnership with local businesses to reduce emissions
- Smart technologies – Help reduce the barriers to adopting more sustainable transport methods and active travel by enabling faster and more efficient journeys through smart technologies.

Key Priority 4: Monitoring

Future growth across Greater Cambridge is largely residential and whilst planning policy is increasingly working towards reducing reliance on road based transport; in the short to medium term this is likely to remain a primary source of pollution across Greater Cambridge with commuting to Cambridge, London and the surrounding area. It is important to continue to monitor against LAQM objective levels focussing on historical areas with high levels of pollutants (AQMA areas) and focussing on major growth areas e.g. growth sites on the edge of Cambridge (West Cambridge, Eddington, Darwin Green, North East Cambridge, Marleigh, Land North of Cherry Hinton, etc), and also the new town growth in SCDC (Waterbeach, Northstowe, Bourne and Cambourne).

Given the scale of the future developments and the potential to introduce new hotspots where air quality could be at risk, the need for a robust and up to date monitoring network across the district is a priority. Therefore, the monitoring network should:

- Be subject to regular review and update to reflect the growth across the district

- Be compliant with the requirements under the LAQM framework
- Enable Local authorities to monitor trends across their districts and identify 'hotspots' but also improvements in response to policy measures or interventions introduced.
- Consider and include new technologies and alternatives to traditional monitors enabling the Council to conduct short term monitoring in the areas of concern

4. Co-Benefits Delivered by Air Quality Improvements

4.1 Air Quality & Health

Research undertaken by the Committee on Medical Effects of Air pollution (COMEAP) concluded in 2019 that there is no safe level of particulates. Further work undertaken by COMEAP in 2022 concluded that, even low concentrations of pollutants are likely to be associated with adverse effects on health. Therefore, continued reductions, even where concentrations are below the AQGs, are also likely to be beneficial to health.⁹ The public Health Outcomes Framework includes an indicator on mortality attributed to particulate matter.

The mortality burden of air pollution within the UK is equivalent to 29,000 to 343,000 deaths at typical ages¹⁰, with a total estimated healthcare cost to the NHS and social care of £157 million in 2017¹¹.

Public Health data indicates that in 2020, 48 deaths in Cambridge and 66 in South Cambridgeshire could be attributed to Particulate Air Pollution. This figure is calculated based on the number of deaths in Cambridge in 2020 and the Public Health Outcomes Framework Fraction mortality due to particulate air pollution. At this time that PM_{2.5} is considered the most suitable metric for evaluating health impacts.

Air quality is a public health issue¹²; associated with several adverse health impacts and is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas.^{13,14} There is clear evidence that PM_{2.5} has a significant impact on human health, including premature mortality, cognitive decline, allergic reactions, and cardiovascular diseases.

⁹ [Committee on the Medical Effects of Air Pollutants \(COMEAP\): 2022 Annual Report \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/103111/committee-on-medical-effects-of-air-pollution-2022-annual-report.pdf)

¹⁰ Defra. Air quality appraisal: damage cost guidance, January 2023

¹¹ Public Health England. Estimation of costs to the NHS and social care due to the health impacts of air pollution: summary report, May 2018

¹² www.gov.uk/government/publications/health-matters-air-pollution/health-matters-air-pollution

¹³ Public Health England. Air Quality: A Briefing for Directors of Public Health, 2017

¹⁴ Defra. Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

The WHO labelled air pollution as a risk factor for non-communicable diseases such as ischaemic heart disease, stroke, chronic obstructive pulmonary disease, asthma, cancer and the economic toll these diseases take. Air Pollution affects different aspects of health even at low concentrations¹⁵. COMEAP provided a statement in response to the WHO 2021 guidelines which regards them as suitable long-term targets¹⁶ and that more recent evidence indicated that PM_{2.5} had harmful effects on people's health at lower concentrations than had been studied previously.

3.2 Air Quality & Economic Growth

Poor air quality harms productivity by making people less healthy increasing costs to society through medical and social care.

Reducing poor air quality has direct, proven economic benefits, in many cases even when the up-front cost over intervention is high. It is estimated that reducing PM_{2.5} concentrations by 1µg/m³ increases GDP by 0.8% on average in Europe¹⁷

Greater Cambridge is a major growth area and it is key that this is managed to minimise impact on the environment.

3.3 Air Quality & Net Zero

In 2019, the UK became the first major economy in the world to legislate to end our domestic contribution to man-made climate change. Both Cambridge City council and South Cambridgeshire District Council declared a Climate Change Emergency in 2019 and are working towards being carbon zero.

Cambridge City shared a vision for Cambridge to be net zero carbon by 2030 through the Cambridge City Council Climate Change Strategy¹⁸ and set to reduce own emission to net zero by 2030¹⁹. South Cambridgeshire District Council Zero Carbon Strategy outlines how SCDC are supporting the district to halve carbon emissions by 2030 and reduce them to zero by 2050, including delivering a reduction in their own carbon footprint of at least 45% by 2025, (on a 2019 baseline), and at least 75% by 2030²⁰.

¹⁵ WHO AQG 2021

¹⁶ [COMEAP statement: response to publication of the World Health Organization Air quality guidelines 2021 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/comeap-statement-response-to-publication-of-the-world-health-organization-air-quality-guidelines-2021)

¹⁷ [The economic cost of air pollution: Evidence from Europe](#), Organisation for Economic Co-operation and Development (OECD)

¹⁸ [Climate Change Strategy - Cambridge City Council](#)

¹⁹ [Carbon management plan - Cambridge City Council](#)

²⁰ [Zero carbon strategy - South Cambs District Council \(scambs.gov.uk\)](#)

Many sources of greenhouse gases, like transport and combustion emissions, also contribute to poor air quality. However, some measures to reduce greenhouse gas emissions are in tension with improving air quality, and these interactions must be carefully considered; for example burning of wood.

5 Conclusion

This document sets out the approach for the Greater Cambridge Air Quality Strategy for maintaining and improving air quality across Greater Cambridge. It has three key objectives delivered through four key priority areas: Policy & Development Control, Infrastructure Improvements, Community Engagement & Promotion and Monitoring. Measures for delivering the individual priorities is included in Appendix A. Reporting on the delivery of these key priorities will be within the individual Council's Air Quality Annual Status Report each year, which is available on council websites.

Appendix A: Measures for delivering key priorities

PLEASE NOTE – Measures listed below are identified activities where either district council or key partners could play a role in reducing emissions. New measures are still to be discussed and agreed and SCDC would populate with measures specific to their district. Emerging Local Plan will consider Urban and Rural and may be appropriate to differentiate two within final draft.

Broad Measure	Actual Measure	Detail/areas for consideration	Complete / Ongoing / New
Key Priority: Policy & Development Control			
Alternatives to private car ownership/use	Inclusion of Car Clubs	<ul style="list-style-type: none"> • Car Clubs in new major developments • Should be electric unless reason why not viable. • linkages with joint local plan policy? • does this align with SPD requirements – 1 car club vehicle per 500 residential car parking spaces/ 1 car club space 10,000m2 commercial/major sites site wide car club strategy • is this still appropriate? 	
		<ul style="list-style-type: none"> • Delivery of car clubs across city CCC has already set up a car club which is going electric • Car Clubs delivered through council contract as need identified 	
	Low Emission Taxis	<ul style="list-style-type: none"> • Taxi Policy to encourage low emission vehicles • CCC policy implementation – timeline for delivery • SCDC policy implementation – timeline for delivery 	
	Cycle Parking	<ul style="list-style-type: none"> • Provision in all new developments in line with Greater Cambridge Local Plan policy • What policy number in joint local plan? 	
	Active Travel	<ul style="list-style-type: none"> • Provision of safe walking and cycling routes on development 	

		<p>site to access wider cycling and walking network, transport links (bus stops / rail stations), community areas (parks. Shops schools, etc), employment areas.</p> <ul style="list-style-type: none"> • What joint local plan policy does this relate to? 	
	Schools Project	<ul style="list-style-type: none"> • Potential to work with County - further investigation required 	
Electric Vehicle Charge Points (EVCP) Infrastructure	EVCP - provision in temporary car parks	<ul style="list-style-type: none"> • This should also include compound car parks for all major development sites 	
	EVCP – Residential underground carparks	<ul style="list-style-type: none"> • Where building regs fall short ensure policy in place to deliver suitable infrastructure – 50% active slow (7kW) provision and 50% passive 	
	EVCP - Commercial	<ul style="list-style-type: none"> • Where building regs fall short ensure policy in place to deliver suitable infrastructure – 50% active (mix of slow/fast and rapid depending on end use and 50% passive 	
	EVCP – Commercial – extension/refurbishment	<ul style="list-style-type: none"> • Encourage provision of active EVCP and / or passive provision during refurbishment 	
	EVCP – New car parks or expansion of existing car park	<ul style="list-style-type: none"> • Minimum provision of 25% active provision (including mx of slow fast and rapid depending on end use and passive provision in remaining spaces • Provision of EVCP increased where existing car park increases conducive with change 	
	EVCP – Any other New development with onsite car parking provision which falls outside building regulations	<ul style="list-style-type: none"> • Depending on end use 50% active provision of mix of slow, rapid and fact and 50% passive provision 	
Guidance and Policy	Greater Cambridge Local Plan – Air Quality Policy	<ul style="list-style-type: none"> • Specific requirement for air quality to be considered as part of the Local Plan and new developments referring to SPD and Strategy requirements for CCC and SCDC 	

	Sustainable Design & Construction SPD updated	<ul style="list-style-type: none"> • Air Quality sections need to be updated to align with joined approach and Emerging Local plan Air quality policy 	
	Greater Cambridge Air Quality Strategy	<ul style="list-style-type: none"> • Develop Greater Cambridge Air Quality Strategy to align with emerging local plan and ensure in place before AQMA/AQAP revoked 	
	Sustainable Procurement Guidance	<ul style="list-style-type: none"> • Does SCDC have a policy for this • What stage is city at with this policy? 	
	Cambridgeshire County Council – Alternative Vehicles Strategy	<ul style="list-style-type: none"> • Part of the Connectivity and Transport Plan – what stage is this at and what will be incorporated 	
	Health Impact Assessment	<ul style="list-style-type: none"> • Requirement for major developments or developments within AQMA / specific types to undertake a Health Impact Assessment • links with emerging Local plan policy. What is the policy number? 	
	Non Road Mobile Machinery (NRMM)	<ul style="list-style-type: none"> • Minimise emissions during the construction phase - requirement for all developments to consider emissions from NRMM and take steps to minimise. • Develop guidance looking to existing examples such as that implemented in London, • focus on major developments, long term developments in close proximity to sensitive receptors and within the Air Quality Monitoring Area • Can be built into CEMP standard condition for major developments 	
	Dust Management Plan	<ul style="list-style-type: none"> • Minimise emissions of Particulates during the construction phase for all developments above household 	
	Anti Idling	<ul style="list-style-type: none"> • Review current approach to idling 	
Processes	Environmental Permits	<ul style="list-style-type: none"> • Review environmental Permits to ensure emissions improving 	

		<ul style="list-style-type: none"> Inspection regime based on BAT Links with action within National Air quality Strategy (Section 4.2) SCDC has more permitted processes than city so likely to want to populate this section more 	
	Commercial Processes	<ul style="list-style-type: none"> All new commercial processes to fulfil licencing requirements and consider emissions 	
Promoting Low Emission Plant	Smoke Control Area (SCA) - Review	<ul style="list-style-type: none"> Review boundaries of SCA in line with National air quality strategy (Section 4.1) Update Guidance and policy in response to changes to legislation Opportunity to improve emissions from domestic fuel burning in the City Consultation on whether to include boats within either existing and/or new SCA 	
	Boiler emissions – Ultra Low NOx	<ul style="list-style-type: none"> ultra low NOx and only where other forms of heating are not viable links with sustainability policy. What is relevant policy number? 	
	Back up /emergency generators	<ul style="list-style-type: none"> Alternatives to diesel should be considered where in proximity to existing residential assessment of impact should be modelled against LAQM hourly objective levels not considered appropriate in AQMA and adjacent to residential This is in response to increasing number of laboratory/science developments within the city centre coming forward and the need for back up generators which are typically operated on diesel 	
	Air and ground Source Heat Pumps	<ul style="list-style-type: none"> should be considered as alternative to gas boilers (fits with sustainability and net zero agenda) 	

Council Emissions	Company vehicle procurement – waste vehicles		
	Cowley Road Depot Improvements	<ul style="list-style-type: none"> Improvements allow for all EV fleet 	
Key Priority: Infrastructure Improvements			
Bus Based P&R	Babraham P&R	<ul style="list-style-type: none"> Expansion of P&R at existing Babraham Site 	Ongoing
	Newmarket Road / East Cambridge P&R	<ul style="list-style-type: none"> New P&R site to replace existing site, includes improvements to Newmarket Road 	Ongoing
	Cambridge South East Transport Route	<ul style="list-style-type: none"> New P&R and dedicated bus route, cycle route and walkway from South East Cambridge to Addenbrookes site and central Cambridge 	Ongoing
	Cambourne to Cambridge Transport Route	<ul style="list-style-type: none"> New P&R and dedicated bus route, cycle route and walkway from Cambourne to central Cambridge 	Ongoing
	Harston P&R and improved bus route	<ul style="list-style-type: none"> New P&R with improvements to bus infrastructure from Harston to Cambridge 	Ongoing
	Waterbeach P&R and dedicated bus route	<ul style="list-style-type: none"> New P&R and dedicated bus route, cycle route and walkway from Waterbeach new Town to Central Cambridge 	Ongoing
Rail based P&R	Foxton P&R for Foxton Rail Station	<ul style="list-style-type: none"> New P&R to allow greater access to Foxton Rail station to allow onward travel by train. 	Ongoing
New Rail Station	Cambridge South Station	<ul style="list-style-type: none"> New destination Station to facilitate travel to Cambridge biomedical campus. Link to bus route (CSET). 	Ongoing
Deliveries	Pilot Freight Partnerships for City Centre deliveries	<ul style="list-style-type: none"> GCP looking at a pilot study for City Centre Freight deliveries 	New
Route Management / Strategic routing HGVs	Road Hierarchy Scheme	<ul style="list-style-type: none"> GCP looking at Road hierarchy scheme for Cambridge to allow for dedicated bus routes 	New
City Access	Sustainable Travel Zone	<ul style="list-style-type: none"> Plan to charge for entering the City for motorised vehicles / Funds used to provide a better bus service 	Ongoing
	Milton Road Improvements	<ul style="list-style-type: none"> Improvements to bus lanes / cycle lanes / walkways 	Ongoing

	Histon Road Improvements	<ul style="list-style-type: none"> Improvements to bus lanes / cycle lanes / walkways 	Complete
	Huntingdon Road Improvements	<ul style="list-style-type: none"> Improvements to bus lanes / cycle lanes / walkways 	New
	Addenbrookes roundabout Improvements	<ul style="list-style-type: none"> Improvements to bus lanes / cycle lanes / walkways 	New
	Hills Road Improvements	<ul style="list-style-type: none"> Improvements to bus lanes / cycle lanes / walkways 	New
	Madingley Road Improvements	<ul style="list-style-type: none"> Improvements to bus lanes / cycle lanes / walkways 	New
Active Travel	Greenways	<ul style="list-style-type: none"> Off road walking / equestrian and cycling routes from villages around the City into the City 	Ongoing
	Chisholm Trail	<ul style="list-style-type: none"> Route across the City for cyclists and walkers 	Ongoing
	Public Cycle hire schemes	<ul style="list-style-type: none"> Trial of cycle hire scheme sponsored by DfT 	Ongoing
	Public scooter hire schemes	<ul style="list-style-type: none"> Trial of scooter hire scheme sponsored by DfT 	Ongoing
Electric vehicle charging	CCC Parking for EV's	<ul style="list-style-type: none"> CCC agreed contract to allow for EV charging in multistorey and surface car parks and on the CCC estate 	Ongoing
	SCDC Parking for EV's	<ul style="list-style-type: none"> Funding available for community charging schemes 	Ongoing
	On- road EV Charging	<ul style="list-style-type: none"> Continue to work with partners to investigate options for enabling electric vehicle ownership for residential with no off street parking – e.g. lamp column chargers, pavement 	New
Public Transport Improvements	Electric buses	<ul style="list-style-type: none"> Working with partners to provide electric buses across Cambridgeshire 	Ongoing
Key Priority: Community Engagement and Promotion			
Promoting Travel Alternatives	Encourage/Facilitate home working	<ul style="list-style-type: none"> Hybrid / flexible working policy CCC 	Ongoing
		<ul style="list-style-type: none"> 4 day working week SCDC 	Ongoing
	Promotion of Cycling	<ul style="list-style-type: none"> Cycle to work scheme 	Ongoing
		<ul style="list-style-type: none"> Pool bikes CCC 	Ongoing
		<ul style="list-style-type: none"> Hire of larger bikes CCC / County scheme 	Ongoing
		<ul style="list-style-type: none"> Provision of bike parking at CCC and SCDC offices 	New

		<ul style="list-style-type: none"> Update website to show cycle routes / use of google maps / work with county active travel team 	New
	Promotion of Walking	<ul style="list-style-type: none"> Update website to show walking routes / use of google maps / work with County active travel team 	New
	School Travel Plans	<ul style="list-style-type: none"> County modal stars team / work with these 	Ongoing
	Workplace travel plan	<ul style="list-style-type: none"> CCC has one in place 	Ongoing
	Promote use of rail		Ongoing
	Personalised travel plans	<ul style="list-style-type: none"> business? / CCC has done this for new depot 	New
	Intensive Active Travel Campaign	<ul style="list-style-type: none"> County has new Active Travel Team - work with them on this? 	New
Public Information	Leaflets	<ul style="list-style-type: none"> ad hoc 	Ongoing
	Radio	<ul style="list-style-type: none"> ad hoc 	Ongoing
	Television	<ul style="list-style-type: none"> ad hoc 	Ongoing
	Local Newspaper / national newspaper	<ul style="list-style-type: none"> ad hoc 	Ongoing
	Internet	<ul style="list-style-type: none"> Website used for presenting data and policies 	Ongoing
		<ul style="list-style-type: none"> Social media 	Ongoing
	Other	<ul style="list-style-type: none"> SCDC and CCC have the quarterly magazine sent to every household 	Ongoing
		<ul style="list-style-type: none"> answering queries 	Ongoing
		<ul style="list-style-type: none"> stall at CCC / SCDC events 	New
	Working with Public Health	<ul style="list-style-type: none"> Populate this section further following consultation with Public Health 	
	County Wide Dissemination	<ul style="list-style-type: none"> Working county wide through existing groups e.g. CPPG to promote air quality agenda to maximise benefits felt across Greater Cambridge 	
Partnership Working	Identifying opportunities and sharing of information and best practice	<ul style="list-style-type: none"> Seek to find opportunities for partnership working and sharing of best practice Engagement in consultations and plans 	

		<ul style="list-style-type: none"> Continue to include AQAP steering group 	
	Indoor Air Quality	<ul style="list-style-type: none"> Awareness raising and dissemination of information. Links with Section 4.5 of National Air Quality Strategy 	
Key Priority: Monitoring			
Maintain monitoring network	Monitors in place	<ul style="list-style-type: none"> Need to ensure monitors are maintained in compliance with LAQM guidelines to ensure that data is robust 	Ongoing
Review monitoring network	Review monitoring	<ul style="list-style-type: none"> Need to ensure that monitors are placed to capture the changes in air pollution as area is developed and changes made to infrastructure 	Ongoing
New Monitoring techniques	New monitors	<ul style="list-style-type: none"> Continue to keep up to date with new technologies for monitoring air pollutants / working with partners 	New
	Agriculture	<ul style="list-style-type: none"> Consideration of ammonia emissions from farming; referenced in National Air Quality Strategy (Section 4.4). Not relevant to city but may be relevant to SCDC. Further consideration required 	New

Appendix B - Legislative and Policy Background

Statutory Requirements under Local Air Quality Management (LAQM)

Local Authorities have a statutory duty under the requirements of the Local Air Quality Management (LAQM) Framework as set out in Part IV of the Environment Act (1995) and as amended by the Environment Act 2021, to review and assess local air quality within their areas, against a set of air quality objectives and to determine whether or not these are likely to be achieved. Where an exceedance is considered likely the local authority must declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan (AQAP) setting out the remedial measures it intends to put in place in pursuit of these objectives. Table 1 below details the statutory air quality objectives applicable to LAQM in England.

Nitrogen Dioxide (NO ₂)	200µg/m ³ not to be exceeded more than 18 times a year	1-hour mean
Nitrogen Dioxide (NO ₂)	40µg/m ³	Annual mean
Particulate Matter (PM ₁₀)	50µg/m ³ , not to be exceeded more than 35 times a year	24-hour mean
Particulate Matter (PM ₁₀)	40µg/m ³	Annual mean
Sulphur Dioxide (SO ₂)	350µg/m ³ , not to be exceeded more than 24 times a year	1-hour mean
Sulphur Dioxide (SO ₂)	125µg/m ³ , not to be exceeded more than 3 times a year	24-hour mean
Sulphur Dioxide (SO ₂)	266µg/m ³ , not to be exceeded more than 35 times a year	15-minute mean

Table 1: Air Quality Objectives in England²²

²¹ The units are in microgrammes of pollutant per cubic metre of air (µg/m³).

²² PG22 LAQM page xxxx

CCC established an AQMA around the central core of the city in 2004 and SCDC along the A14 between Bar Hill (to the north-west of Cambridge) and Milton interchange (to the north-east) in 2008, both due to exceedances in NO₂. SCDC has recently revoked its AQMA as objective levels of NO₂ have been achieved. Within the CCC AQMA pollutant levels have remained below objective levels since the COVID pandemic. Whilst there are no imminent plans to revoke the AQMA; this will be considered once there is confidence pollutant levels are not likely to return to pre COVID levels.

Local Authorities are required to submit an Annual Status Report (ASR). This details the results of any monitoring undertaken across the district, conclusions derived from the results, amendments made to the network in response to changing pollutant trends and actions being undertaken to improve air quality and any progress that has been made on these.

Amendments to the LAQM framework under the Environment Act 2021 require local authorities to have an Air Quality Strategy where objective levels of key pollutants are achieved. The Strategy should set out steps the local authority will take to continue to improve local air quality. The purpose of the Air Quality Strategy is to take preventative action to improve local air quality and reduce the long term health impacts and should be developed in consultation with the director of Public Health. In addition given the transboundary nature of air pollution local authorities are required to work collaboratively with neighbouring authorities to tackle pollution sources outside the local authorities area.

Air Quality Strategy: Framework for Local Authority Delivery (2023) – Local Action to reduce PM2.5

The revised National Air Quality Strategy (2023) sets out a framework to enable local authorities to deliver long term air quality improvements and meet long term air quality goals. This includes two new legally-binding long-term targets to reduce

concentrations of fine particulate matter less than 2.5 microns in diameter (PM_{2.5}) as set out in the Environmental Targets Regulations 2023.

- 10 µg/m³ annual mean concentration PM_{2.5} nationwide by 2040, with an interim target of 12 µg/m³ by January 2028
- 35% reduction in average population exposure by 2040, with an interim target of a 22% reduction by January 2028, both compared to a 2018 baseline

These targets will help drive reductions in the worst PM_{2.5} hotspots across the country, whilst ensuring nationwide action to improve air quality for everyone. Whilst not currently included as part of the LAQM framework all local authorities are expected to effectively use their powers to reduce PM_{2.5} emissions from sources which are within their control. Whilst it is acknowledged many sources of PM_{2.5} originate from outside the local authority boundary there are some sources of PM_{2.5} over which local authorities do have control.

World Health Organisation (WHO) Air Quality Guidelines (2021)

In September 2021 WHO published updated Air Quality Guidelines (AQG) for common pollutants including interim targets to promote a gradual shift from high to lower concentrations to help countries achieve air quality that protects public health.

The WHO Air Quality Guidelines are based on the evidence linking concentrations of pollutants in ambient air with adverse effects on health. They are set without reference to achievability.

Pollutant	Averaging Time	Interim Target	AQG Level
PM _{2.5} µg/m ³	Annual	10	5

	24 Hour	25	15
PM10 $\mu\text{g}/\text{m}^3$	Annual	20	15
	24 Hour	50	45
NO ₂ $\mu\text{g}/\text{m}^3$	Annual	40	10
	24 Hour	-	25
SO ₂ $\mu\text{g}/\text{m}^3$	24 Hour		40

Table 2: Recommended WHO 2021 AQG levels and interim targets

Appendix C: References

To be completed

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CAMBRIDGE CITY SMOKE CONTROL AREAS, (SCA's), ENFORCEMENT & FEE POLICY

To:

Councillor Rosy Moore, Executive Councillor for Climate Action & Environment

Environment & Community Scrutiny Committee

5th October 2023

Report by:

Claire Adelizzi, Residential Team Manager

Tel: 01223 457724 Email: claire.adelizzi@cambridge.gov.uk

Wards affected:

All

Not a Key Decision

1. Executive Summary

- 1.1 There is enforcement action local authorities can take in smoke control areas, (SCA's), under Schedule 1A of the Clean Air Act 1993 (as amended by the Environment Act 2021).
- 1.2 Cambridge has three SCA's covering the west and centre of the city as shown on the Smoke Control Area Map a copy of which forms Appendix B of this report and which can also be found on the [Smoke pollution](#) page of the Council's website. These SCA's were designated in the 1960's following implementation of early clean air legislation that was brought in by the government in England owing to health concerns for citizens linked to the London Smog of 1952.
- 1.3 The enactment of the Clean Air Act 1993 (as amended by the Environment Act 2021) means that only authorised fuels should be burnt in association with chimneys of any buildings in these areas who have a smoke producing appliance. Alternatively, they should use a Defra approved appliance – this is known as an 'exempt appliance'. Details of authorised fuels and exempt appliances in England can be

found on the [Department of Environment, Food & Rural Affairs](#), (Defra), website.

- 1.4 At the time of initial clean air legislation and the designation of the 3 SCA's in Cambridge vessels were not deemed to be 'domestic dwellings' and so did not fall into the scope of the initial clean air legislation or therefore of Cambridge's 3 declared SCA's. There is now scope for vessels, (including moored vessels), to be included within our existing SCA's through the amendment of the Clean Air Act 1993 by the Environment Act 2021 provided certain conditions have been met which is not the case at the current time.
- 1.5 Now when smoke is emitted from a chimney in an SCA, the Council can issue a financial penalty, ranging from £175 up to a maximum of £300 per notice, to the person responsible where they are found not to be following the above requirements.
- 1.6 Government guidance references the need for local authorities to develop and document their own policy including in relation to how much they will charge those responsible for smoke emissions in SCA's.
- 1.7 The above has created a need for an encompassing policy setting out how the Council will carry out its statutory responsibilities in relation to this including enforcement of the legislative requirements and fee setting for issue of financial penalties.

2. Recommendations

The Executive Councillor is recommended to:

- 2.1 Approve the adoption of the proposed Cambridge City Smoke Control Areas, (SCA's), Enforcement & Fee Policy as attached in Appendix A of this report.

3. Background

- 3.1 Local authorities can declare specific areas within their jurisdiction as Smoke Control Areas, (SCA's).
- 3.2 Cambridge has three SCA's covering the west and centre of the city as referenced in the Executive Summary of this report and shown on the Smoke Control Area Map a copy of which forms Appendix B of this

report and which can also be found on the [Smoke pollution](#) page of the Council's website. These SCA's were designated following implementation of early clean air legislation that was brought in by the government in England owing to health concerns for citizens linked to the London Smog of 1952.

- 3.3 Schedule 1A of the Clean Air Act 1993, (as amended by the Environment Act 2021) details enforcement action local authorities can take, where proportionate / necessary against an occupier(s) of any building within a smoke control area found to be breaking smoke control rules.
- 3.4 Therefore the chimney of any building within these areas must either burn smokeless fuel or burn fuel within a Defra 'exempt appliance' as referenced in the 'Executive Summary' section of this report.
- 3.5 Local authorities, working to Government guidance, have delegation and a responsibility to monitor and inspect premises within SCA's to ensure that authorised fuels and appliances are being used.
- 3.6 If a breach of the rules occurs local authorities have powers to take enforcement action and can issue financial penalties to address non-compliance and secure air quality improvements.
- 3.7 In respect of this the Council is therefore proposing the introduction of a Smoke Control Areas, (SCA's), Enforcement & Fee Policy.
- 3.8 The policy document forms Appendix A to this report and covers the following within its scope:
- 3.9 **Scope of the Policy & Enforcement** – Local Authorities are responsible for enforcing against non-compliance with Smoke Control Area rules: in accordance with Schedule 1A of the Clean Air Act 1993 (as amended by the Environment Act 2021).

The purpose of this policy is to set out how the authority will enforce this.

- 3.10 In the first instance, in line with its Corporate Enforcement Policy, the Council will engage informally with occupiers of buildings within SCA's as well as residents and businesses across the city in relation to responsible smoke control. The Council will offer advice on how the rules can be met.

- 3.11 When smoke is first detected to be coming from a chimney within an SCA, the local authority can issue a written warning known as an 'improvement notice' to the person(s) responsible in the first instance.
- 3.12 If they were to continue to emit smoke from said chimney despite this warning the local authority can then look to:
- Issue a notice of intent to the person(s) responsible.
 - Issue a final notice with a financial penalty ranging from between £175 - £300.
- 3.13 **Exemptions** – These are detailed as follows: in Appendix 1 of the Smoke Control Areas, (SCA's), Enforcement & Fee Policy, Appendix A of this report:
- Steam trains.
 - Road steam vehicles, for example traction engines, steamrollers, steam-powered cars, and lorries.
 - Vessels i.e. moored vessels.
 - Smoke from outdoor burning, this includes barbecues, chimineas and pizza ovens which are outside and not in a building.
- 3.14 Currently there are also certain fireplaces associated with Cambridge University Colleges that are specified as exempt within The City of Cambridge Smoke Control Order 1961. It has always been the case that some or all historic buildings can be exempted from smoke control area rules, this should be done in consultation with heritage sector representatives.
- 3.13 **Calculating financial penalties** – Where the Council decides to impose a financial penalty, they have discretion to determine the amount of penalty up to a maximum limit specified in the legislation, which has been set at £300 for each notice of intent issued.
- 3.14 If there are further smoke emissions from a chimney after issue of a notice of intent, the local authority can issue additional notices for each incident.
- 3.15 When determining a financial penalty, the Council will use a fee matrix as a guide to determine appropriate and proportionate penalty (amounts as a percentage of the maximum fine limits). A copy of this

fee matrix is contained within Appendix 2 of the policy document, which is attached as Appendix A to this report.

- 3.16 The person(s) to whom a notice of intent is issued has the right to object in writing to the Council to the proposed financial penalty within 28 days from the day after the notice was given.
- 3.17 The local authority can withdraw a notice of intent or a final notice at any time. They can also seek to reduce the amount of the financial penalty where appropriate.
- 3.18 The person(s) to whom a financial penalty is issued also has the right to appeal to the first-tier tribunal within the 28-day period, starting on the day after the final notice was given.
- 3.19 **Recovery of financial penalties** – If a person(s) does not pay a financial penalty imposed on them, the Council may ultimately take the person(s) to whom the penalty is issued to court to recover the money.

4. Implications

a) Financial Implications

Administration of this legislation and the associated requirements will be delivered through existing resources within the Residential Team, part of the Council's Environmental & Public Health Department. The ability to keep any income received from financial penalties will contribute to the overall cost of providing this service.

b) Staffing Implications

There are currently 9.6 FTE enforcement officers within the Residential Team, whose job role includes enforcement of non-compliance relating to private sector housing matters. An officer procedure and staff training in relation to enforcement of these rules will be implemented.

c) Equality and Poverty Implications

An Equality Impact Assessment has been completed and accompanies this report.

d) Net Zero Carbon, Climate Change and Environmental Implications

The Councils Climate Change Rating Tool has been used in respect of the implementation of the recommendations in this report and has indicated a Net Low Positive Rating owing to the following explanation:

The enforcement linked to this is limited to persons responsible for chimneys found to be emitting smoke in breach of smoke control rules within the three smoke control zones within the city. The scale of properties included in this means we estimate a low positive outcome through which the Councils intervention will secure a degree of air quality improvements. A higher positive outcome is not considered due to this and the fact that enforcement action will only be necessary in cases where responsible persons are persistently breaching smoke control rules even after being given an informal opportunity to change their behaviour.

e) Community Safety Implications

None.

5. Consultation and communication considerations

There is no requirement for any consultation in relation to this policy. Relevant parties will be made aware of this including the associated fee charging structure and the Policy will be made publicly available on the Council's website.

6. Background papers

Background papers used in the preparation of this report:

- [Clean Air Act 1993 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/1993/31)
- [Environment Act 2021 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2021/1)
- [Smoke control area enforcement by local authorities in England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/topics/smoke-control)

7. Appendices

Appendix A - Cambridge City Smoke Control Areas, (SCA's), Enforcement & Fee Policy

8. Inspection of papers

To inspect the background papers or if you have a query on the report please contact Claire Adelizzi, Residential Team Manager, tel: 01223 457724, email: claire.adelizzi@cambridge.gov.uk.

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**Cambridge City Smoke Control Areas, (SCA's),
Enforcement & Fee Policy**

October 2023

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1.0 Introduction

There is enforcement action local authorities can take in smoke control areas under Schedule 1A of the Clean Air Act 1993(as amended by the Environment Act 2021).

Only authorised fuels should be burnt in association with chimneys of any buildings in these areas who have a smoke producing appliance, alternatively they should use a Defra approved appliance – this is known as an ‘exempt appliance’.

When smoke is emitted from a chimney in a smoke control area of which there are 3 in Cambridge City, the local authority can issue a financial penalty, ranging from £175 up to a maximum of £300 per notice, to the person responsible where they are found to be not following the above requirements.

Government guidance references the need for local authorities to develop and document their own policy on how much to charge those responsible for smoke emissions in smoke control areas.

2.0 Legislation & Government Guidance

The Government brought in a Clean Air Act in 1993, which was amended as part of the Environment Act 2021 (S.73):

[Clean Air Act 1993 \(legislation.gov.uk\)](#)

[Environment Act 2021 \(legislation.gov.uk\)](#)

Regard has been had to this legislation and [Government guidance](#) when preparing this policy and associated financial penalty fee matrix.

3.0 Scope of the Policy & Enforcement

Cambridge City has three declared SCA's covering the west and centre of the city as shown the Smoke Control Area Map which can be found on the [Smoke pollution](#) page of the Council's website. These SCA's were declared following implementation of early clean air legislation that was brought in by the government in England owing to health concerns for citizens linked to the London Smog of 1952.

Schedule 1A of the Clean Air Act 1993, (as amended by the Environment Act 2021) details enforcement action local authorities can take currently, where proportionate / necessary against an occupier(s) of any building within a smoke control area found to be breaching smoke control rules.

The purpose of this policy is to set out how the authority will enforce this.

For the purposes of the Act a "relevant chimney" means—

(a) a chimney of a building to which a smoke control order in England applies,

or

(b) a chimney which serves the furnace of any fixed boiler or industrial plant to which a smoke control order in England applies.

The Person(s) liable for such chimneys within the smoke control areas in the city must therefore either burn **smokeless fuel** or burn fuel within a **Defra exempt appliance**. Details of authorised fuels and exempt appliances in England can be found on the [Department of Environment, Food & Rural Affairs](#), (Defra), website.

For the purposes of the Act a "person liable", in relation to a relevant chimney, means—

(a) if the chimney is the chimney of a building, the occupier of the building, or

(b) if the chimney serves the furnace of any fixed boiler or industrial plant, the person having possession of the boiler or plant.

Notice of intent

Where the Council is satisfied, on the balance of probabilities, that on a particular occasion smoke has been emitted from a 'relevant chimney' within one of its smoke control areas, they may issue the person(s) liable with a warning / improvement notice in the first instance.

If the person(s) liable were to continue to emit smoke from said chimney, then the Council could issue them with a notice of intent informing them that the local authority proposes to impose a financial penalty between the minimum legislative amount of **£175** and the maximum amount of **£300**.

The person(s) issued with a notice of intent have the right to object to the imposition of a financial penalty within the period of 28 days beginning with the day after that on which the notice was given. Any objection would need to be made in writing to the Council and would need to include copies of any supplementary evidence detailing why they believe this proposed course of action to be unreasonable.

The grounds of objection are—

- (a) that there was no emission of smoke from the chimney on the occasion specified in the notice of intent.
- (b) that the chimney was not a chimney to which a smoke control order applied on the occasion specified in the notice of intent.
- (c) that the person to whom the notice of intent was given was not a person liable in relation to the chimney on the occasion specified in the notice of intent.
- (d) that there are other compelling reasons why the financial penalty should not be imposed.

Where a person objects on ground (c), the objection must include the name and address of the person who was the person liable on the occasion specified in the notice of intent (if known).

Where the Council has issued a notice of intent to a person(s), they may impose a financial penalty on the person(s) within—

- (a) the period of 56 days beginning with the day on which an objection is made under paragraph 4, or
- (b) if no such objection is made, the period of 56 days beginning with the day after the day on which the 28-day objection period ended.

If the Council decides not to impose a financial penalty on a person(s) or does not decide to impose a financial penalty on the person(s) within the period specified, they must give a notice to that person that informs the person that a financial penalty will not be imposed.

Final notice

The Council may impose a financial penalty by a final notice given to that person(s).

A final notice must specify—

- (a) the amount of the financial penalty,
- (b) the reasons for imposing the penalty,
- (c) information about how to pay the penalty,
- (d) the period for payment of the penalty, and

(e) information about rights of appeal.

The final notice must require the financial penalty to be paid within the period of 28 days beginning with the day after that on which the notice was given.

Withdrawal or amendment of notices

The Council may at any time—

- (a) withdraw a notice of intent or a final notice, or
- (b) reduce the amount of the financial penalty specified in a final notice.

Appeals

A person(s) on whom a financial penalty is imposed by a final notice may, within the period of 28 days beginning with the day after that on which the notice was given, appeal against the notice to the First-tier Tribunal.

The grounds for an appeal under this paragraph are that the decision to impose the financial penalty was—

- (a) based on an error of fact,
- (b) wrong in law, or
- (c) unreasonable.

If a person appeals, the final notice is suspended until the appeal is finally determined or withdrawn.

On an appeal under this paragraph the First-tier Tribunal may—

- (a) quash the final notice,
- (b) confirm the final notice,
- (c) vary the final notice by reducing the amount of the financial penalty, or
- (d) remit to the local authority the decision whether to—
 - (i) withdraw or confirm the final notice, or
 - (ii) vary the final notice by reducing the amount of the financial penalty.

PLEASE NOTE - If there are further smoke emissions from a relevant chimney after issue of a notice of intent, the Council can issue additional notices for each incident with the penalty for these detailed within the fee matrix, Appendix 2 of this policy.

4.0 Calculating the financial penalty.

When determining a financial penalty, the council will use a fee matrix as a guide to determine appropriate and proportionate penalty (amounts as a percentage of the maximum). This fee matrix is contained within Appendix 2 of this policy.

5.0 Recovery of financial penalties

If a person who has been deemed in breach does not pay a financial penalty imposed on them, the Council may ultimately take them to court to recover the money.

In proceedings for the recovery of a financial penalty, a certificate signed by or on behalf of the person with responsibility for the financial affairs of the Council, stating that payment of the financial penalty was not received by a given date will be used as evidence of the non-compliance with the penalty notice.

The Council can retain any income from financial penalties issued.

Appendix One – Exemptions

The smoke control area rules do not apply to smoke from:

- steam trains.
- Road steam vehicles, for example traction engines, steamrollers, steam-powered cars, and lorries.
- Vessels, i.e. moored vessels.
- Smoke from outdoor burning, this includes barbecues, chimineas and pizza ovens which are outside and not in a building.

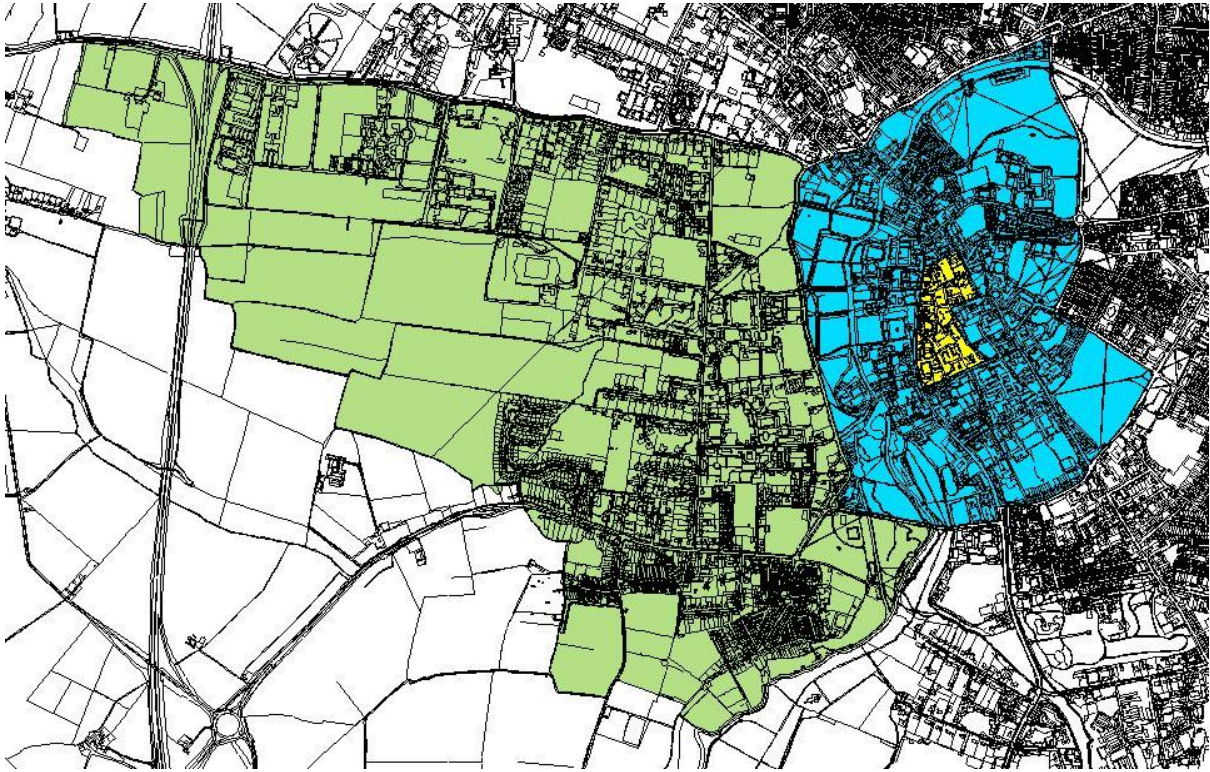
Currently there are also certain fireplaces associated with Cambridge University Colleges that are specified as exempt within The City of Cambridge Smoke Control Order 1961.

Appendix 2 – Cambridge City SCA Financial Penalty Fee Matrix

Where the Council decides to impose a financial penalty, they have discretion to decide the amount of penalty between the minimum legislative amount **£175** and the maximum amount of **£300** and will do so as follows considering how serious the offence is and if it is a repeat offence:

Offence Category	Fine Amount
If the liable person(s) has ignored a formal warning, which has previously been issued in the first instance in line with the policy and have breached the smoke control rules again.	£175.00 – (Minimum amount as defined in the Act)
If the liable person(s) has breached the smoke control rules for a second time, after an initial formal warning and primary fine.	£225.00
If the person(s) liable has breached the regulations for a third time, after a warning, primary and secondary fines, <u>or</u> They are continuously breaching the regulations despite previous fines.	£300.00 per notice of intent – (Maximum amount as defined in the Act)

Appendix B - Cambridge Smoke Control Area Map



Cambridge has three smoke control area's (SCA's), covering the west and centre of the city as shown highlighted in different colours on this Smoke Control Area Map.

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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 or phone 01223 457046.

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

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

CAMBRIDGE CITY SMOKE CONTROL AREAS, (SCA's), ENFORCEMENT & FEE POLICY

2. Webpage link to full details of the strategy, policy, plan, project, contract or major change to your service (if available)

Click here to enter text.

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

There is enforcement action local authorities can take in smoke control areas, (SCA's), under Schedule 1A of the Clean Air Act 1993 (as amended by the Environment Act 2021).

Cambridge has three SCA's covering the west and centre of the city. These SCA's were designated in the 1960's following implementation of early clean air legislation that was

brought in by the government in England owing to health concerns for citizens linked to the London Smog of 1952.

The enactment of the Clean Air Act 1993 (as amended by the Environment Act 2021) means that only authorised fuels should be burnt in association with chimneys of any buildings in these areas who have a smoke producing appliance. Alternatively, they should use a Defra approved appliance this is known as an 'exempt appliance'. Details of authorised fuels and exempt appliances in England can be found on the [Department of Environment, Food & Rural Affairs](#), (Defra), website.

Now when smoke is emitted from a chimney in an SCA, the Council can issue a financial penalty, ranging from £175 up to a maximum of £300 per notice, to the person responsible where they are found not to be following the above requirements.

Government guidance references the need for local authorities to develop and document their own policy including in relation to how much they will charge those responsible for smoke emissions in SCA's.

The above has created a need for an encompassing policy setting out how the Council will carry out its statutory responsibilities in relation to this including enforcement of the legislative requirements and fee setting for issue of financial penalties which local authorities have discretion to document and determine.

4. Responsible service

Communities

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

Residents and business owners within the city who are responsible for buildings with active chimneys from which smoke can be emitted within the 3 existing smoke control areas, (SCA's).

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

N/A

[Click here to enter text.](#)

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

Non-Key agenda item at Environment & Community Scrutiny Committee on 5th October 2023.

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?

Reference to relevant government guidance including:

[Smoke control area enforcement by local authorities in England - GOV.UK \(www.gov.uk\)](#)

The Council's 'Our Vision' - [Our vision - Cambridge City Council](#)

Impact of improving air quality for different groups in general: [Health matters: air pollution - GOV.UK \(www.gov.uk\)](#)

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

There is no specific impact from the Council's own policy specifically regarding age. However, improving air quality can especially benefit older people and children and can reduce low birthweight in babies. Air pollution can cause asthma, slow development of lung function, development problems, wheezing and coughs and start of atherosclerosis in children. In older people it can cause asthma, accelerated decline in lung function, lung cancer, diabetes, dementia, and heart attack/heart failure/strokes.

(b) Disability

There is no specific impact from this policy regarding disability. The policy encompasses enforcement of smoke control rules which in turn ensure improved air quality for residents and visitors to the city. However generally improving air quality can help prevent several long -term health issues and prevent exacerbation of existing health issues like asthma, coronary heart disease, stroke, lung cancer, chronic bronchitis, and diabetes.

In line with our Corporate Enforcement Policy the Council will informally assist any relevant person(s) who need to comply with smoke control rules to do so and can offer additional support where necessary in relation to seeking compliance e.g., an appointment to meet with case officer who can support face to face / over the telephone with completion of the application. BSL interpretation/Braille translation Provision of documents in accessible / easy read formats etc.

(c) Gender reassignment

There is no specific impact from this policy for people with the protected characteristic of gender reassignment.

(d) Marriage and civil partnership

There is no specific impact from this policy regarding marriage and civil partnership.

(e) Pregnancy and maternity

There are no specific impacts to pregnancy and maternity have been identified in relation to this policy. The policy encompasses enforcement of smoke control rules which in turn ensure improved air quality for residents and visitors to the city, which can help reduce low birth weight.

(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.

There is no specific impact from this policy regarding race.

In line with our Corporate Enforcement Policy the Council will informally assist any relevant person(s) who need to comply with smoke control rules to do so and can offer additional support where necessary in relation to seeking compliance e.g., an appointment to meet with case officer who can support face to face / over the telephone with completion of the application. Provision of documents in alternative languages and using interpreters when required.

(g) Religion or belief

No impacts specific to religion or belief have been identified in relation to this policy.

(h) Sex

No impacts specific to men or women have been identified in relation to this policy.

(i) Sexual orientation

No impacts specific to an individual’s sexual orientation have been identified in relation to this policy.

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).**

Low-income groups or those experiencing the impacts of poverty:

Improved air quality can:

- Improve health outcomes in terms of associated health conditions and exacerbation of pre-existing health conditions e.g. asthma.
- Increase in wellbeing from living in communities with good air quality.

Those on whom fines are imposed will have the opportunity to make written representation regarding the Council's intention to issue them with a financial penalty including in relation to the penalty itself and their ability to pay this, such representations will be considered on a case-by-case basis. Also, there is ultimately a right of appeal to the First Tier Tribunal, (Property Chamber), in relation to a financial penalty that can be exercised.

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

No impacts specific to such groups with more than one protected characteristic.

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.)

Review policy annually, (there will be a review of the fee setting annually as part of the Councils wider budget setting process) / the policy will be reviewed further as necessary in between annual reviews in-line with any further legislative additions / amendments.

12. Do you have any additional comments?

The Cambridge City Smoke Control Areas, (SCA's), Enforcement & Fees Policy aims to help the council meet our vision of Cambridge as a united city "Fair for All", a "great place to live" and "which protects it's most vulnerable" as it protects people who are vulnerable to ill health from air pollution.

Residents and visitors to the City could be positively impacted by this policy which will assist the Council to ensure better air quality with associated increased wellbeing and health outcomes.

In line with our Corporate Enforcement Policy the Council will informally assist any relevant person(s) who need to comply with smoke control rules to do so and can offer additional support where necessary in relation to seeking compliance e.g., an appointment to meet with case officer who can support face to face / over the telephone. Provision of documents in accessible / easy read formats etc.

13. Sign off

Name and job title of lead officer for this equality impact assessment: Claire Adelizzi
Residential Team Manager

Names and job titles of other assessment team members and people consulted: Helen
Crowther, Equality & Anti-Poverty Officer

Date of EqIA sign off: 18.09.2023

Date of next review of the equalities impact assessment: October 2024

Date to be published on Cambridge City Council website: October 2023

All EqIAs 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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Item

ANNUAL CLIMATE CHANGE STRATEGY AND CARBON MANAGEMENT PLAN UPDATE REPORT

To:

Councillor Rosy Moore, Executive Councillor for Climate Change,
Environment and City Centre
Environment and Community Scrutiny Committee 05/10/2023

Report by:

Janet Fogg and Catherine Stewart, Climate Change Officers
Tel: 01223 457176, Email: janet.fogg@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

Not a Key Decision

1. Executive Summary

- 1.1 This report provides an update on progress on the 2022/23 actions of the Council's Climate Change Strategy 2021-26. As part of this, the report includes an update on progress in implementing the projects to reduce our direct carbon emissions from our corporate buildings, fleet vehicles and business travel as detailed in the Council's Carbon Management Plan 2021-26. The report also provides an update on the council's Greenhouse Gas Emissions for 2022/23.

2. Recommendations

The Executive Councillor is recommended to:

1. Note the progress achieved in implementing the actions in the Climate Change Strategy and Carbon Management Plan.
2. Approve the updated Climate Change Strategy action plan

presented in Appendix A.

3. Background

Climate Change Strategy

- 3.1 The Council's current Climate Change Strategy covers the period from 2021-26. It shares a vision for Cambridge to be net zero carbon by 2030, subject to Government, industry and regulators implementing the necessary changes to enable the city and the rest of the UK to achieve this. This vision recognises that, while the Council can take the actions identified in the strategy's Action Plan and use its policies and regulatory powers to influence emissions in some sectors, the actions and choices of national government, businesses, organisations and individuals have a very significant impact on emissions in the city.
- 3.2 The Council's strategy sets out six key objectives for how we will address the causes and consequences of climate change:
1. Reducing carbon emissions from city council buildings, land, vehicles and services
 2. Reducing energy consumption and carbon emissions from homes and buildings in Cambridge
 3. Reducing carbon emissions from transport in Cambridge
 4. Reducing consumption of resources, reducing waste, and increasing recycling in Cambridge
 5. Promoting sustainable food
 6. Supporting Council services, residents and businesses to adapt to the impacts of climate change.
- 3.3 The Council is taking a wide range of direct actions, set out in the Climate Change Strategy Action Plan, which will contribute to reducing emissions in Cambridge and help to deliver the vision for Cambridge to be net zero carbon by 2030.
- 3.4 A revised and updated Action Plan is presented for approval at Appendix A.

Climate Change Strategy benchmarking

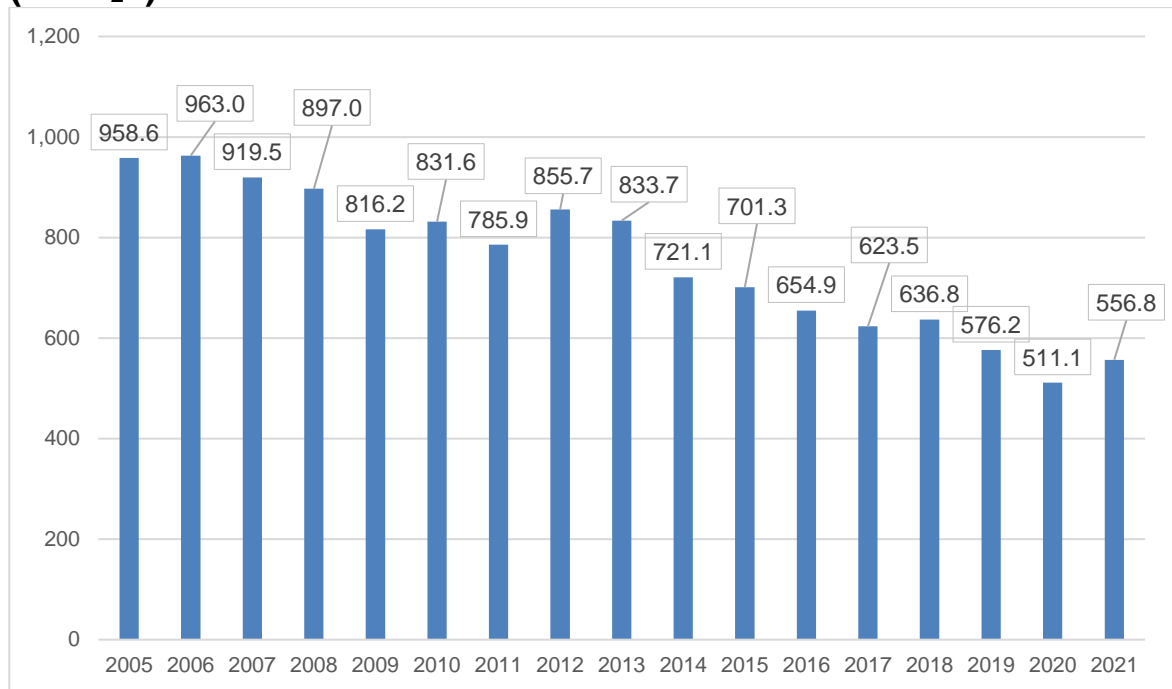
- 3.5 Since 2016 the council has reported the council's activities to reduce the council's and the city's emissions and adapt to climate change to the Carbon Disclosure Project (CDP)¹. CDP run the global disclosure system that enables companies, cities, states and regions to measure and manage their environmental impacts.
- 3.6 The Council's 2022 response was awarded an overall score of B within the 'Management level' scoring band. The Mitigation score of B (higher than the Europe regional average of C) indicates that the Council has an emissions inventory, have implemented a mitigation plan, set a target and are taking action to reduce emissions. The adaptation score of A (higher than the Europe regional average of C and higher than last year's score) indicates that the Council has a clear understanding of the impacts and risks climate change poses and have implemented an adaptation plan and are tracking progress towards our adaptation goals.

Carbon emissions in Cambridge

- 3.7 As shown in Chart 1 below, the latest available national greenhouse gas emissions estimates, published by the Department for Energy Security and Net Zero (DESNZ), show that total emissions in Cambridge have reduced by 42% over the last 15 years, from 958.6 ktCO₂e in 2005 to 556.8 ktCO₂e in 2021.

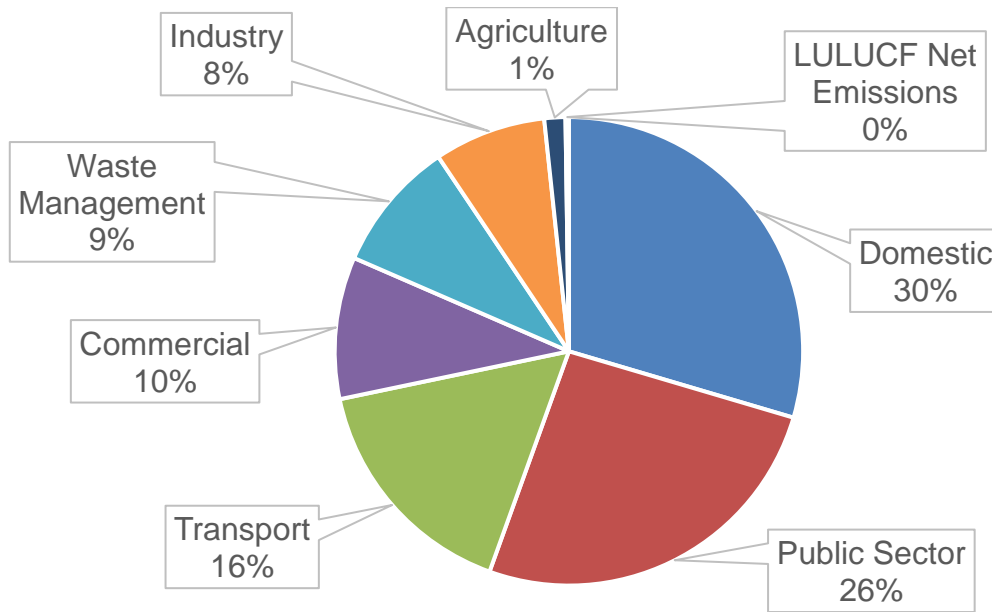
¹ <https://www.cdp.net/en>

Chart 1: Total Greenhouse Gas Emissions in Cambridge 2005-2021 (ktCO₂e)



- 3.8 While the Council, residents and partners in the city have taken a range of actions over this period, the reduction in emissions from Cambridge (and other cities) in more recent years has been driven primarily by reduced use of coal in electricity generation and the inclusion of higher levels of renewable energy in the national electricity mix.
- 3.9 The Council's Climate Change Strategy focusses on reducing carbon emissions from the key sources of emissions in the city and where the Council has most influence. As shown by Chart 2, on the next page, the greatest source of greenhouse emissions in Cambridge in 2021 was from energy consumption in domestic properties (heating and powering homes) at 30% (the UK average was 24%), which is almost a third of the city's emissions, emphasising the importance in reducing emissions through retrofit and influencing residents' behaviour in this sector.
- 3.10 The public sector contributes the second highest proportion of emissions in Cambridge at 26%, which is much higher than the UK average of 4% for local authority (LA) areas. This reflects the number and size of councils, health and education bodies in the city.

Chart 2: Sources of Greenhouse Gas Emissions in Cambridge in 2021 (ktCO₂e)



3.11 Transport was responsible for the third highest proportion of emissions in Cambridge at 16%, which is lower than the UK average of 29%. This suggests that actions to reduce emissions from transport are also important in reducing carbon emissions in the city.

3.12 The fourth highest sector contributing to the city's emissions is commercial (shops and businesses) at 10%, a much higher proportion than the UK average of 4% from this emissions source. In contrast, emissions from industry were the second lowest proportion of emissions in Cambridge at 8%, compared to a UK average of 21%.

3.13 Cambridge City Council was only directly responsible for 0.94% of total carbon emissions in the city in 2021, so there is a need for significant action by residents, businesses and other public organisations in the city, to reduce their emissions, if Cambridge is to become net zero carbon.

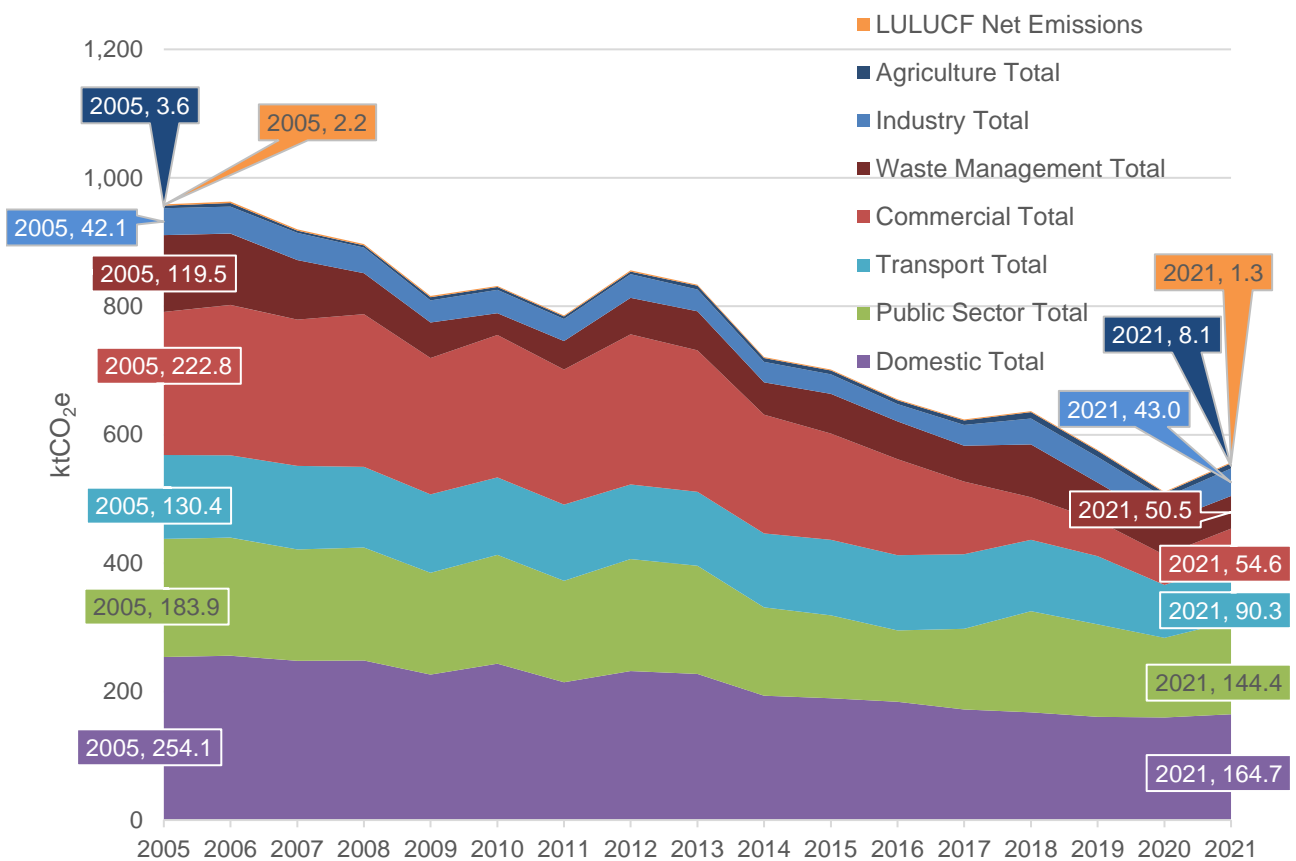
3.14 Waste management (9% of Cambridge's emissions) and agriculture

(1%) were included in the emissions estimates^[OBJ] ² for the first time in 2020, and so the emissions now also cover territorial emissions of methane (CH₄) and nitrous oxide (N₂O) as well as carbon dioxide (CO₂) and so the statistics are now estimates of greenhouse gas emissions.

- 3.15 LULUCF (Land Use, Land-Use Change and Forestry) Net Emissions covers emissions and removals of greenhouse gases resulting from direct human-induced land use, land-use change and forestry activities and at 1.3 ktCO₂ the percentage contribution in Cambridge is about 0.3%, which does not show on Chart 2.
- 3.16 As shown by Chart 3 on the next page, emissions associated with all sectors have reduced between 2005 and 2021, although some sectors have seen a greater reduction than others, and there has been an increase since 2020 as activity returned to normal after Covid restrictions eased.

² <https://www.gov.uk/government/collections/uk-local-authority-and-regional-greenhouse-gas-emissions-national-statistics>

Chart 3: Sources of Greenhouse Gas Emissions 2005-2021 (ktCO₂e)³



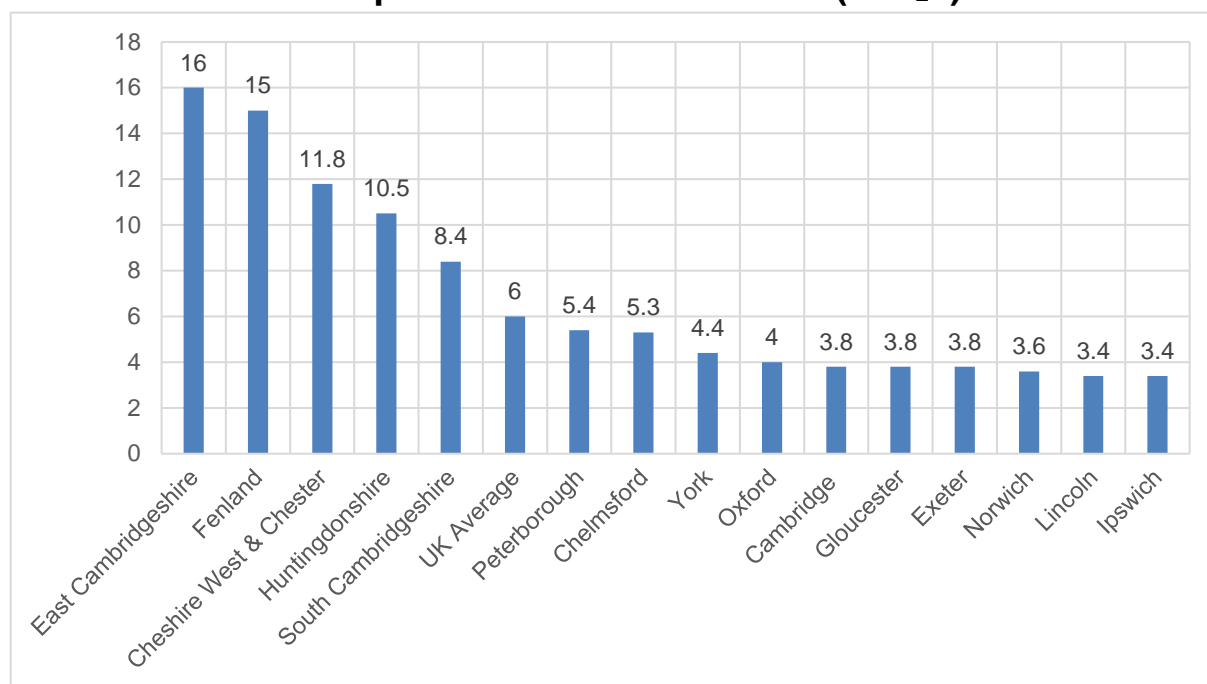
3.17 Chart 4 on the next page shows per capita emissions estimates (emissions per unit of population) in Cambridge compared to other local authorities in Cambridgeshire and also cities in England with comparable populations (ranging from 99,000 to 195,000) and functions.

3.18 Analysis based on the [Climate Emergency UK Scorecards data](#) has identified that Cambridge's 'climate twin' (the council that is most similar, in terms of conditions and challenges around climate action) is Oxford City⁴.

³ LULUCF: land use, land use change and forestry activities. *The LULUCF Sector differs from other sectors in the Greenhouse Gas Inventory in that it contains both sources and sinks of greenhouse gases. The sources, or emissions to the atmosphere, are given as positive values; the sinks, or removals from the atmosphere, are given as negative values, source:* https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1087003/ulucf-local-authority-mapping-report-2020.pdf.

⁴ <https://cape.mysociety.org/twins/cambridge-city-council/>

Chart 4: 2021 Per Capita Emissions Estimates (tCO₂e)



Carbon Management Plan 2021-26

3.19 The Council has set a target in the Climate Change Strategy to reduce direct carbon emissions from our corporate buildings (including swimming pools, office buildings, car parks, sheltered housing schemes, community centres, arts venues and the crematorium), fleet vehicles (including vans, trucks and refuse vehicles), and business travel, to net zero by 2030.

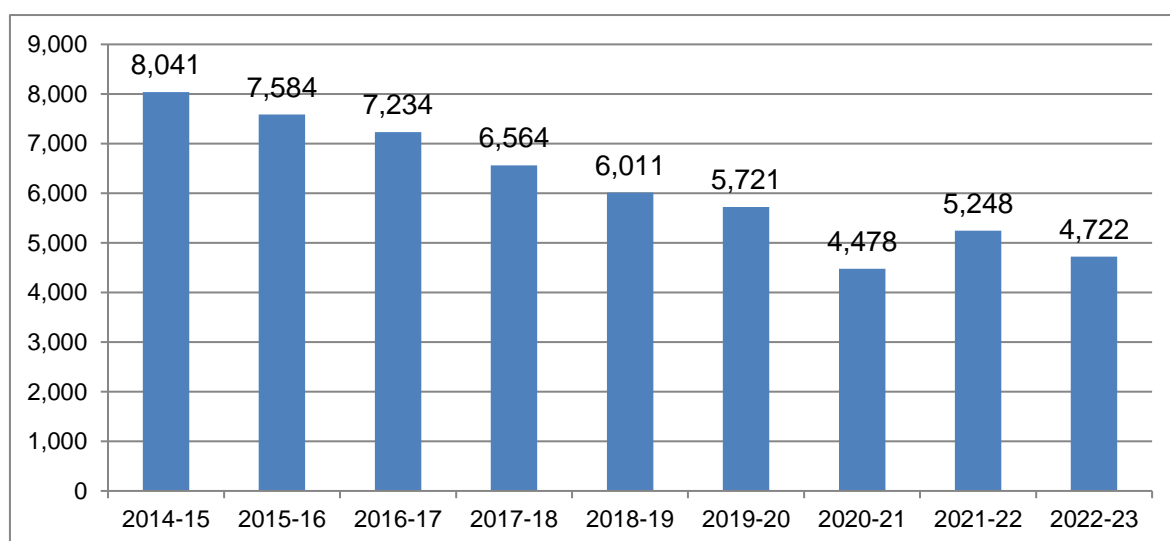
3.20 The Council has produced a Carbon Management Plan for 2021-26⁵, which sets out the projects that will help reduced carbon emissions from our corporate buildings, fleet vehicles and business travel. Details of the carbon reduction projects that have been delivered during 2022/23 are provided in section 4, and a table providing further information on these projects or 2023/24 and beyond, is included in the Carbon Management Plan at Appendix B.

Cambridge City Council's carbon emissions

⁵ <https://www.cambridge.gov.uk/media/9580/carbon-management-plan-2021-26.pdf>

3.21 The Council calculates its carbon emissions from its estate and operations, and reports these to Government in our annual Greenhouse Gas Report. Included in this year's business mileage emissions are the emissions from train journeys, flights and hotel stays made by staff and councillors as a result of a new booking system which records this data. The report for 2022/23 is available on the Council's website here: www.cambridge.gov.uk/carbon-management-plan.

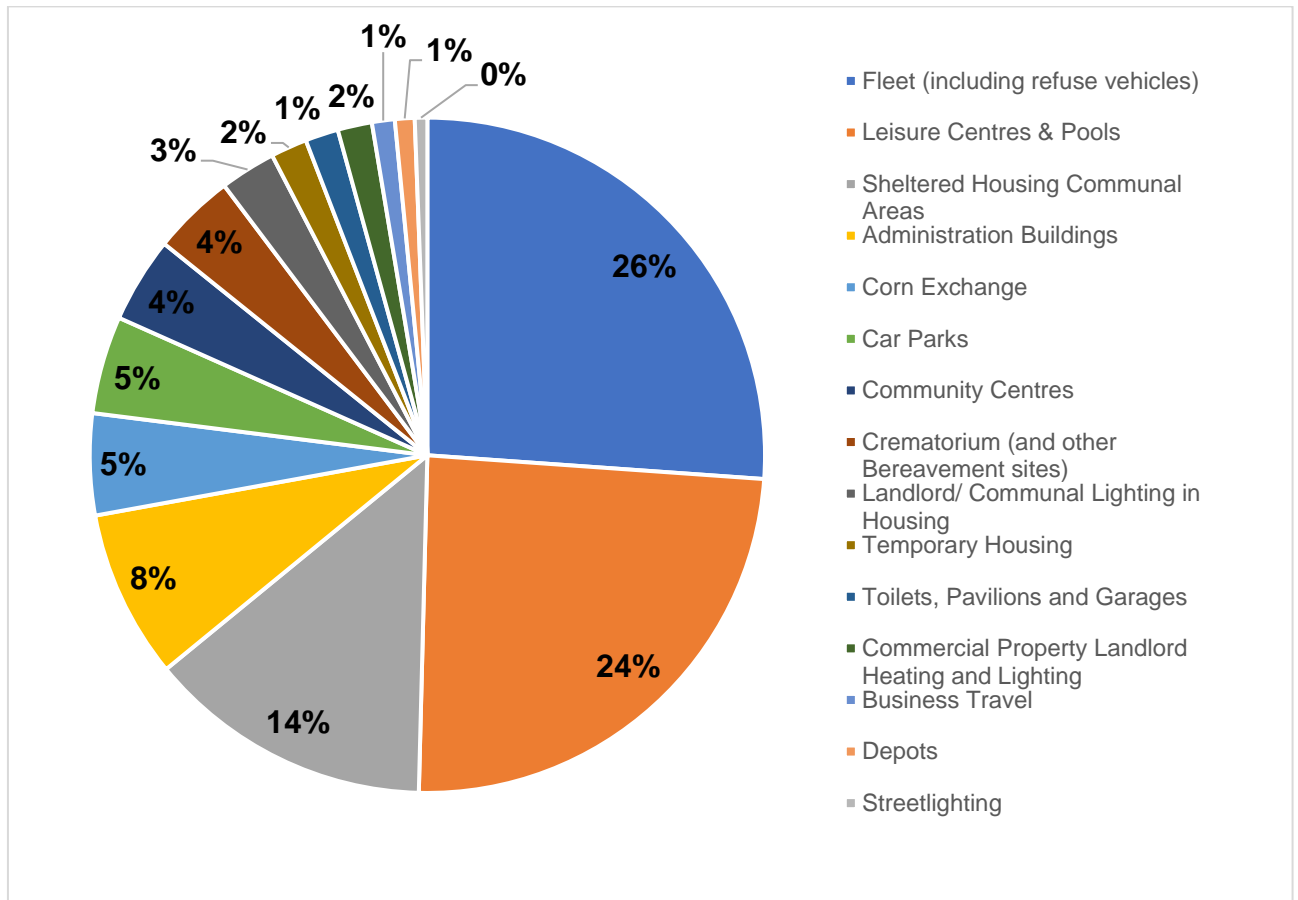
Chart 5. Council's Total Carbon Emissions (tCO₂e)



3.22 As shown by Chart 5 above, from 2014/15 to 2022/23 the Council's carbon emissions have reduced by 41.3%. This reduction was partly due to steps that the Council has taken, including rationalising its office accommodation, investing in energy efficiency and renewable energy measures in its buildings, and reducing carbon emissions from its fleet vehicles. A significant proportion of this reduction was also due to the decarbonisation of electricity generation at a national level, through the progressive closure of coal-fired power stations and increasing renewable electricity generation.

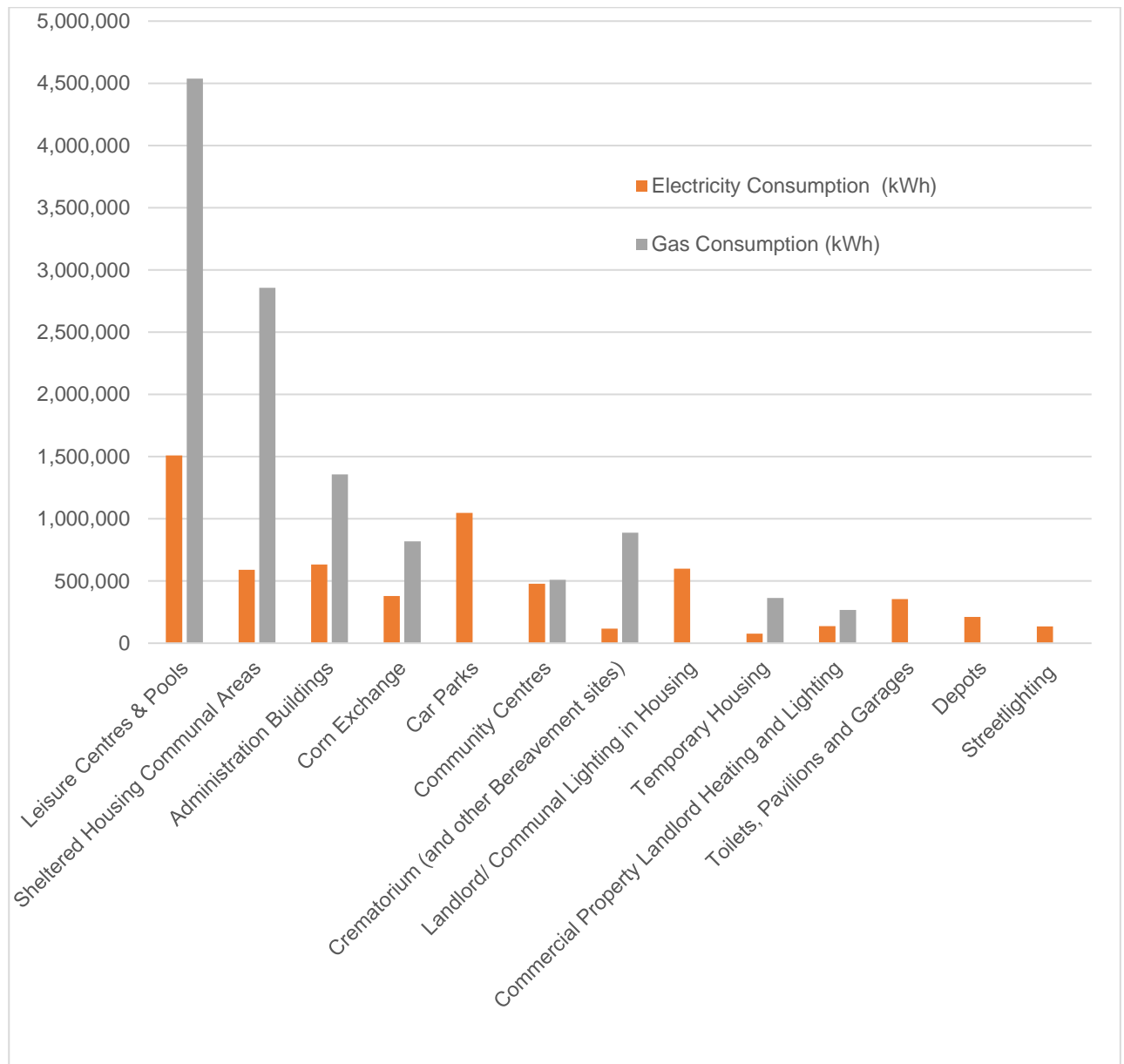
3.23 As shown by Chart 6, below, in 2022/23 the greatest proportion of emissions came from the Council's fleet (26%) followed by leisure centres and pools (24%), sheltered housing communal areas (14%), administration buildings (8%), car parks (5%), community centres (4%) and the crematorium (4%)

Chart 6: Council's Carbon Emissions by Source (tCO₂e) in 2022/23



3.24 Some of the main sources of the council's emissions are the sites that use a significant amount of gas, including the leisure sites, sheltered housing communal areas, administration buildings, Corn Exchange and crematorium. The Council's leisure sites consumed the most gas in 2022/23 (4,538,931 kWh) and the second highest amount of electricity (1,509,286 kWh compared to the car parks which consumed 1,047,810 kWh) as shown in Chart 7 on the next page.

Chart 7: Electricity and Gas Consumption by Source (kWh) in 2022/23



4. Communications, engagement and collaboration

- 4.1 Raising awareness of climate change and encouraging action to help the city to reach net zero carbon emissions is a key priority for the Council. During 2022/23, we have taken forward a range of communications and engagement actions with staff and residents, and we have continued collaborative activities with local businesses, institutions and organisations.

Staff training and awareness

- 4.2 In 2021/22 a 30-minute online CPD Certified Environmental Awareness course was added to the staff induction programme and all existing staff were asked to complete it. As of August 2023, 530 members of staff had completed the training.
- 4.3 In addition, a 1.5 hour 'Climate Change – Net Zero training' session was developed and delivered by the Council's Climate Change Officers to groups of senior managers and councillors. 14 training sessions were held from January 2022 - September 2023 and 27 councillors and 94 managers have been trained to date.

Communications and awareness-raising for residents

- 4.4 During 2022/23 the Council engaged residents through a number of different ways to inspire and empower residents to make well-informed low carbon choices about their behaviours. This included providing practical tips and signposting to resources and information to make it easy for residents to adopt more sustainable behaviours. Communications also raised awareness of Council action and projects to address climate change.
- 4.5 The Council funded Cambridge Carbon Footprint (CCF) to develop and deliver a climate change training course for residents, called How to Crack on With It, which aimed to support residents and motivate, empower and enable them to take practical, impactful climate action to reduce their carbon footprint. The training was promoted in Cambridge

Independent, Cambridge Matters and on social media. From January – April 2023, CCF delivered two public training sessions on Zoom and four in-person training sessions. 138 people attended a training session in total. CCF also engaged with residents through 11 outreach stalls reaching a further 335 residents.

- 4.6 Of those who attended an in-person session and provided feedback, 100% reported a greater awareness of local resources to help them to reduce their carbon footprint, 91% felt motivated to share their experience with others, 82% reported having a greater understanding of the relative impact of day-to-day choices on greenhouse gas emissions and 82% felt more motivated to make changes to their lifestyles to reduce the carbon footprint.
- 4.7 The Council also supported Cambridge schools and students working to meet the accredited Eco-School Green Flag Award during the 2022/23 school year by funding school's application costs to the scheme by using money generated from fixed penalty notices issues for environmental crimes. The scheme recognises the achievement of schools in engaging children with environmental issues and empowering them to make a difference, both at school and in their local community.
- 4.8 The Council also hosted two events in October 2022 as part of the Cambridge Zero Climate Change Festival. The first was a lunchtime drop-in session in the Guildhall where Council representatives were on hand to talk to members of the public about the work and programs being delivered to tackle climate change and answer questions. The second event was jointly hosted by the Council and community groups in the Guildhall (see paragraph 4.14).
- 4.9 There have also been regular articles in Cambridge Matters communicating practical information to support residents to make low-carbon choices in their home. Articles provided information and signposted residents to resources to help them save water and make their home more energy efficient, including promoting the Cambridge Retrofit Guide and free thermal imaging camera training run by CCF. In

the summer 2023 magazine, the Council produced a visual graphic for a double page feature depicting the Council's journey to tackling climate change so far, highlighting key projects and actions from 2007 to 2022 which work towards achieving net zero. The graphic will continue to be used in other formats for further engagement.

- 4.10 The Council was awarded the Bronze Green Council Award at the [iESE Public Sector Transformations Awards 2023](#)⁶ for submissions on the work the council and its partners have undertaken to decarbonise transport through facilitating the transition to electric vehicles (EVs). The Green Council award recognises environmental best practice across the public sector in the UK and is awarded to councils that have shown how they have helped the environment and improved sustainability not only in their own operations, but in the surrounding community. The Council also made submissions to the Association of Public Service Excellence (APSE) annual awards relating to its work on housing retrofit and EV charging infrastructure, which contributed to the Council being shortlisted for the Council of the Year award.

Communications and engagement with organisations:

City Leaders Climate Change Group

- 4.11 Since 2017, the Council has convened the City Leaders Climate Change group, which brings together key partners, including businesses, universities, and public sector organisations to explore how carbon emissions in the city can be reduced and to identify ways to collectively amplify impact across the carbon system of Cambridge. During 2022/23 the Council has jointly convened two meetings of the group in partnership with the University of Cambridge's Cambridge Institute of Sustainability Leadership (CISL) and Cambridge Zero. Both events were hosted at CISL's retrofitted building Entopia. The events focused on creating tangible outputs which accelerate progress towards net zero:
- In March 2023, attendees came together to develop a Cambridge

⁶ <https://iese.org.uk/project/the-public-sector-transformation-awards/>

carbon map, capturing the key carbon flows through the city, mapped the key barriers to decarbonisation and then collaboratively developed solutions and opportunities for decarbonisation in Cambridge which would accelerate climate progress through collaborative action. Five solutions emerged from these conversations to be explored further. Presentations were also given on innovative projects taking place in Cambridge which members of the Group can get involved in including a presentation on the district heat network project and the CANNFUND project exploring different routes to finance net zero.

- In July 2023, the group progressed the five co-created solutions by collaboratively developing them further and identifying the next steps for each solution.
- The next meeting is scheduled for November 2023 where the group will progress these five solutions further to define, confirm and prioritise them including the actions, roles and any support required to deliver them.

Green Business Programme

- 4.12 The Council is working in partnership with Huntingdonshire District Council, South Cambridgeshire District Council and the Cambridgeshire and Peterborough Growth Hub, to develop a new support programme for local businesses located in Cambridge City, Huntingdonshire and South Cambridgeshire. The Green Business Programme is part funded by the UK Government through the UK Shared Prosperity Fund (UK-SPF) and overseen by the Cambridgeshire and Peterborough Combined Authority.
- 4.13 The programme will support small to medium sized businesses (SMEs) and offer access to expert advice to develop a practical, tailored net zero road map. Businesses can also apply for a capital grant of up to £5,000 to part-fund investment in carbon-saving technology, equipment or improvements. The programme is expected to launch in September 2023.

Local Climate Change Forum

- 4.14 During 2022/23 the Council convened 5 meetings of the Local Climate Change Forum, which brings together the Council and local voluntary and community groups (including Cambridge Carbon Footprint, Cambridge Sustainable Food, Carbon Neutral Cambridge, Friends of the Earth and Transition Cambridge) to explore opportunities for collaborative activities to help address climate change.

In October 2022, the Council, CCF, CSF and Transition Cambridge hosted a joint engagement event as part of the Cambridge Zero Festival. The event took place at the Guildhall and gave an insight into the landscape of climate action in the Cambridge community. The session used the engaging Pecha Kucha presentation technique to present a series of nine mini talks about community projects which are tackling climate change in Cambridge, with the aim of inspiring residents to get involved. The talks were grouped by theme: Making things last longer, Reducing energy, Sustainable food and Enhancing nature. 69 people registered for the event and approximately 50 people attended.

5. Progress in delivering the key actions under Objective 1

Emissions from the Council's estate and fleet vehicles

- 5.1 Action 1.1: Reducing emissions from the Council's building estate
Objective 1 of the Climate Change Strategy, 'Reducing carbon emissions from the City Council's buildings, land, vehicles and services', is being delivered through carbon and energy reduction projects as part of the Council's Carbon Management Plan 2021-26, an update for which is at Appendix B. During 2022/23, the following projects which will reduce the Council's emissions were progressed on the Council's estate:

- Parkside and Abbey Pools: Completion of £1.7m PSDS (Public Sector Decarbonisation Scheme) funded project to install air source heat pumps (ASHPs) and energy efficiency upgrades.
- New Street Hostel: Installation of external wall insulation and

replacement of communal lighting with LED lighting.

- Streetlighting: Replacement of remaining streetlamp columns and lanterns with LED units on Council housing land has been continuing.
- Communal lighting in blocks of flats: Replacement of communal lights within blocks of flats on Council housing estates with LED lamps and appropriate controls has been completed at 11 housing sites during 2022/23 and a further 3 sites will be completed in 2023/24.

5.2 Asset Management Plan: – We have produced a revised Asset Management Plan setting out the carbon reduction needs and costs for all Council buildings. This plan was approved by Environment and Community Scrutiny Committee in March 2023. The plan has been updated to reflect the current environmental performance of properties and how this will be improved to meet key targets, including the Council's net zero carbon target for its corporate buildings (those included in its Greenhouse Gas Report) and the government's Minimum Energy Efficiency Standards, which requires that commercial property achieves an Energy Performance Certificate of at least 'B' by 2030. We will be developing a programme of capital works to reduce carbon emissions from our corporate buildings and reach net zero carbon emissions from these assets. We have recently recruited to several posts that will develop and deliver this programme, including the Energy Manager and Retrofit Project Manager posts.

5.3 City Centre Heat Network: The Council is exploring the potential to develop a city centre heat network in partnership with the University of Cambridge, which could potentially generate renewable zero carbon heat and hot water to supply city centre buildings owned by the Council, the University of Cambridge and University Colleges. This includes the Corn Exchange, Guildhall and Parkside Pools, which are amongst the hardest Council assets to decarbonise. In autumn 2022 the Council was awarded £96,000 of funding from the Heat Network Delivery Unit (HNDU) for a feasibility study. The study, carried out by heat network consultants Aecom, began in January 2023 and concluded in September 2023. The feasibility study identified energy sources for the

network which would be primarily heat pumps, explored energy centre locations, and developed a network route consisting of four phases. The study found that the heat network is likely to be technically and economically feasible. A webpage was developed on the Council's website to inform stakeholders and residents about the project as it progresses.

- 5.4 The Council and University plan to submit a further funding application to HNDU in autumn 2023, for funding for the next phase of the project, Detailed Project Development. If the application is successful, Detailed Project Development is expected to begin in approximately March 2024, which will provide a more thorough assessment of the physical and financial aspects of the network and develop an Outline Business Case.
- 5.5 Action 1.5 - Waste fleet replacement: Greater Cambridge Shared Waste, (GCSW) a partnership between South Cambridgeshire District and Cambridge City Councils, is progressively replacing Refuse Collection Vehicles (RCV) with electric vehicles or low carbon alternatives at the point when they are due for replacement. There are currently 3 eRCVs in operation and a 4th eRCV is on order and is expected to be delivered towards the end of 2023/24.
- 5.6 GCSW ran a trial in July and August 2022 to power 8 RCVs using hydrotreated vegetable oil (HVO) instead of diesel. The trial showed no detrimental effect on operational performance and resulted in at least a 90% reduction in carbon emissions when compared to running the same vehicles on diesel. Following the successful trial, the GCSW have been using HVO as a direct replacement for mineral diesel fuel in 10 of the fleet and further vehicles could be purchased which could be powered by HVO. This would be an interim solution ahead of more electric or hydrogen trucks joining the fleet as and when they become available from manufacturers, and in-line with the depot charging facilities becoming operational.
- 5.7 Waterbeach Renewable Energy Network (WREN) solar project: We have secured funding for a new £6.1m solar farm next to the Greater

Cambridge Shared Waste Service depot in Waterbeach. The scheme will provide renewable electricity to charge up to 20 electric vehicles at the site, enabling diesel RCVs to be replaced. The project could reduce CO2 emissions by 552 tonnes per annum, which would reduce the Council's total CO2 emissions by approximately 9.6%. The Cambridgeshire and Peterborough Combined Authority (CPCA) will provide £2.7m funding towards the project, with the City Council and South Cambridgeshire District Council each contributing £1.7m.

Improvements to Commercial Properties:

- 5.8 Action 1.6 - Identify and assess the required improvements possible to remaining existing commercial properties (that will not be redeveloped as part of the commercial property redevelopment programme) to achieve net zero carbon, and obtain costs estimates for the improvement works: Since the beginning of 2019, 138 EPC (energy performance certificate) assessments have been carried out on Council-owned commercial properties. Almost all of the Council's commercial properties that require EPCs now have them. This information has been combined with existing EPC data, in order to identify improvements required. The information is also being used to inform an asset review, which will identify properties that are a priority for investment, as well as those to be redeveloped or disposed of.
- 5.9 The Council's Place group is currently developing plans to manage, procure and implement a programme of improvements. The aim is to have a costed programme for the majority of retained properties by the end of the 2023/4 financial year, in time for budget setting for the 2024/5 financial year. For capacity reasons, works will need to be carried out in a phased manner, meaning the cost will be spread over several years.

6. Progress in delivering the key actions under Objective 2:

Retrofitting energy efficiency and low carbon energy measures in existing homes

- 6.1 The Council has assisted residents to reduce their carbon emissions through a range of measures in 2022 to improve the energy efficiency and increase low carbon and renewable energy generation in existing homes in Cambridge.
- 6.2 Action 2.1 - Investing £2.5 million in energy efficiency improvements to Council homes with poor energy efficiency ratings: The Council invested £2.5 million in energy efficiency improvements to Council homes with poor energy efficiency ratings (predominantly Energy Performance Certificate D to G rated stock) from 2020/21 to 2022/23, with the aim of reaching a minimum EPC C (B where possible). In this 3-year period, 264 Council homes have been retrofitted by installing external wall insulation and solar PV panels.
- 6.3 In March 2023 the Council was awarded up to £2.3m under the DESNZ Social Housing Decarbonisation Fund, to which the council plans to contribute an additional £4.3m. This government grant, together with the council's own funds, will be used over the next two years to continue the council's work of insulating its council owned homes, targeting solid-walled properties with an EPC rating of 'D'. The retrofit work will include measures such as external wall insulation, loft insulation and improved ventilation to bring the EPC rating of these homes up to at least a 'C'.
- Action 2.8 – Deliver Net Zero Retrofit pilot to 50 Council homes
- 6.4 The Council has launched a Net Zero Retrofit pilot housing project where it plans to invest up to £5m to retrofit 50 Council homes to net zero carbon standards. The pilot will bring benefits to low-income tenants by reducing their energy bills and carbon emissions and will help to stimulate the market for zero carbon retrofit installers in Cambridge. The pilot launched in July 2022 and 50 residents signed up by December 2022. The project is currently awaiting planning permission and the detailed design phase will be completed in September 2023. Following the appointment of a contractor in November, construction work is expected to start on site in January 2024.
- 6.5 Action 2.4 – Commissioning a study to identify measures needed to

retrofit different archetypes of private homes: The Council procured an expert consultancy to carry out a retrofit study to identify how 7 common property archetypes in Cambridge could reach net zero carbon emissions.

The study found that the 7 archetypes would cost an estimated £85,000 to £125,000 per property to achieve net zero carbon standards. As these costs would be out of reach for the majority of households, the study recommends that aiming for an 80% carbon reduction may be more cost effective. This would still cost an estimated £60,000 - £90,000 per home, making the total cost of retrofitting all private homes in Cambridge £3.52 billion.

- 6.6 As part of the project, the consultants completed an engaging and accessible guidance document for residents, setting out which carbon reduction measures they could install in their property (based on common property archetypes) and how to go about installing them. The guidance sets out different levels of investment that property owners can make depending on their budget, from low and no-cost measures, through to deeper retrofit measures. The Council has promoted this guidance via social media, news releases and Cambridge Matters since it was published in November 2022. Cambridge Carbon Footprint promoted the retrofit guide as part of their Council funded community engagement programme in January-March 2023 and CCF have organised a session for residents on the retrofit guide as part of their Open Eco Homes festival on 25 September 2023.
- 6.7 Action 2.5 - Funding to deliver retrofitting of energy efficiency measures to private homes in Cambridge: The Council and other Cambridgeshire local authorities in the Action on Energy partnership have used Government grant funding to retrofit energy efficiency measures to private home across Cambridgeshire. Using just over £2m from the Government's Green Homes Grant Local Authority Delivery (LAD1b) scheme the consortium supported 152 homes across Cambridgeshire, with 165 energy efficiency measures installed in 2021 and 2022. 94 of these properties are located in Cambridge.

- 6.8 The Council and other Cambridgeshire local authorities in the Action on Energy consortium are using £6.46m from the Government's Sustainable Warmth Scheme (which includes LAD3 and HUG1) to retrofit 143 properties across Cambridgeshire, with 198 measures being installed from April 2022-September 2023. 10 of these properties located in Cambridge. In March 2023 the consortium was also awarded a further £11.5m from the Government's Home Upgrade Grant 2 (HUG2). The first batch of properties has now been approved to deliver retrofitting using HUG2 funding and engagement activity is underway.
- 6.9 The delivery of these scheme are being affected by a range of issues including the complexity of the scheme, local and national supply chain capacity issues and the restrictive criteria of the funding streams. The Council has reported these issues back to Government.
- 6.10 The Council also procured a four-year framework relationship with six contractors to deliver energy efficiency measures in private homes. This framework agreement will help secure supplier capacity to deliver Government-funded schemes such as the Sustainable Warmth Scheme and HUG2. The framework is also accessible to residents, helping homeowners who are in a position to pay for measures to navigate the market for suppliers and find contractors to do retrofit work.
- 6.11 Action 2.3 - Promoting group-buying schemes for solar PV: The Council has worked with Cambridgeshire County Council to promote a solar PV collective purchase scheme which provides residents with solar PV and battery storage installations at a significantly reduced cost. The scheme is run as an auction, with interested residents registering with iChoosr (at no obligation) and installers then bidding to provide solar PV for the group of interested residents. The second round of the scheme was launched in February 2022, and resulted in the installation of 329 solar PV systems and 20 battery-only installations in Cambridge, with the final properties currently being completed. A further round of the scheme is currently being considered and awaiting a decision from Cambridgeshire County Council.

6.12 Action 2.8 Building control retrofit advice

In autumn 2021, the Council launched a pilot to provide residents with retrofitting advice. During 2022/23 3C Building Control have created a template which helps to provide advice for residents on retrofitting and includes images. Site visits have also been undertaken which have been written up to create two case studies, designed to show some real-life examples of locating issues in existing properties, to illustrate where thermal images could support the need for retrofitting. The case studies will be added to the Council's website which was also updated with new sources of advice for residents and signposting to other relevant bodies such as Cambridgeshire County Council and South Cambridgeshire District Council.

6.13 Action 2.6 - Taking enforcement action against private landlords if their properties do not meet the national Minimum Energy Efficiency

Standards: From April 2021, the national Minimum Energy Efficiency Standards (MEES) require landlords and property managers to ensure that privately rented homes reach a minimum EPC rating of E. The Council is taking enforcement action against private landlords whose properties do not meet these standards. In 2022/23, the Council contacted 277 landlords/property managers and conducted 21 in-depth interventions to ensure that these properties were improved to above an EPC F or G. In addition, three Compliance Notices were issued by the Council and three Financial Penalty Notices for £1000 were issued.

Energy efficiency and low carbon energy in new homes

6.14 The Council has assisted residents to reduce their carbon emissions by taking steps to improve energy efficiency and increase low carbon and renewable energy generation in new homes in Cambridge.

6.15 Action 2.2 - Building up to 1000 new homes to Passivhaus standards:

The Council is currently building 537 new Council homes for rent, using £70m Government funding via the Cambridgeshire and Peterborough Devolution Deal. Of the 537 homes, 448 have been completed, 88 are on site and 1 is awaiting start. These homes are being built to high sustainability standards, with an average of 8 out of 10 schemes in the

programme expected to attain carbon emissions standards of 35% below those required by building regulations.

- 6.16 In January 2021, the Council committed to build a further 1,000 new Council homes targeting Passivhaus performance levels, where technically feasible and subject to funding, and scheme by scheme viability. Passivhaus pilot schemes are in contract and progressing on site at Fen Road, Ditton Fields and Borrow Dale. A further three sites will be delivered to Passivhaus principles: of which Aragon and Sackville Close are at pre-contract stage, and demolition has commenced at Aylesborough. Of the 1,000 homes, 105 are now on site (21 certified) and 136 are approved. These homes will be built to high efficiency standards using Passivhaus principles together with a fabric-led approach. The Council is now looking at options for future delivery towards the net zero target, whilst also managing the costs of the programme with issues of economic inflation in the building industry. The Council will target net zero carbon standards for Council homes built from 2030 onwards.

7. **Progress in delivering the key actions under Objective 3:**

Improving bus, cycling and walking routes

- 7.1 The Council has taken a number of steps in 2022/23 to support the improvement of transport infrastructure, increase the sustainability of transport, and encourage residents to shift to more sustainable modes of transport, such as bus travel and cycling. These actions include:
- 7.2 Action 3.1 - Supporting the Greater Cambridge Partnership (GCP) to deliver a range of walking, cycling and bus improvements on key routes into and across Cambridge: The Council is one of the key partners in the GCP, alongside Cambridgeshire County Council and South Cambridgeshire District Council. The GCP is delivering a comprehensive programme of sustainable transport initiatives. The Histon Road project, which included a dedicated bus lane, floating bus stops, and additional and wider cycle lanes to encourage more people to walk, cycle or take the bus along Histon Road, was completed at the end of 2021. Construction of new bus lanes and active travel links to

create more reliable public transport trips and safer walking and cycling journeys along Milton Road began in July 2022 and is expected to take two years to complete. Construction work on sections of six of the 12 Greater Cambridge Greenways (Barton, Melbourn, Sawston, Comberton, Haslingfield and Horningsea) started this summer as part of the £76m scheme (while work continues on the Linton Greenway). The Greenways scheme will provide radial cycling and walking routes connecting Cambridge and surrounding settlements and employment sites.

- 7.3 Making Connections - Between October and December 2022, the GCP carried out a 10-week public consultation on proposals for a Sustainable Travel Zone charge for Cambridge, operating between Mondays to Fridays (7.00am to 7.00pm) in order to help fund bus improvements and improvements to sustainable transport/active travel infrastructure.
- 7.4 Over 24,000 questionnaire responses were received alongside other forms of consultation feedback. A detailed analysis of those consultation responses was reported back to the GCP's Joint Assembly and Executive Board in June 2023 alongside three new scenarios to explore how the proposals could be adapted to take account of the consultation feedback. An outline business case, supported by an options appraisal and a range of impact assessments, was published in August 2023. This was considered by further meetings of the GCP Joint Assembly and Executive Board in September 2023.
- 7.5 Walking and cycling promotion – Council services carried out a number of activities to support and promote cycling and walking. The Streets and Open Spaces team have continued awarding a programme of walking, cycling and active travel promotional grants, led the multi-partner work that has helped reduce reported cycle crime levels in and around Cambridge over the last 3 years by c60%, and supported partner agencies such as the Police and Camcycle with their events programmes, including cycle security registration and marking. The Council's Active Lifestyles team have run several cycle repair workshops at local centres and pavilions in the city with over 60 attendances. The Council's Sustainable City Grant also supported

Papworth Trust's OWL Bikes to carry out 130 free bicycle repairs and refurbish 13 bicycles for free for low-income residents of Cambridge city referred to the project.

Supporting the take-up of electric vehicles

- 7.6 During 2022/23 the Council has taken forward a number of projects to support the transition from petrol and diesel vehicles to electric vehicles (EVs) and to provide new charge points for EVs.
- 7.7 In April 2020, the Council implemented a new licensing policy Requiring all new taxis registered in Cambridge to be Ultra Low Emission Vehicles (ULEVs) or zero emissions vehicles from 2020, and all taxis to be ULEVs or zero emissions vehicles by 2028 (Action 3.8) There are currently 59 fully electric (zero emission⁷) and 28 Ultra Low Emission⁸ taxis that have been licensed, out of a total of approximately 500 licenced taxi vehicles in Cambridge, and numbers of electric taxis are increasing each year.
- 7.8 Action 3.7 - Completing installation of 18 rapid and 3 fast electric charge points for taxis in Cambridge: The Council has completed the installation of a further 6 EV charge points (bringing the total number installed to date to 18) for use by licensed taxis with grant funding from the Ultra-Low Emission Taxi Infrastructure Scheme and match funding from the Council and the Greater Cambridge Partnership. 3 further sites are in progress and are due to be completed in December 2023.
- 7.9 Action 3.10 - Procuring a commercial partner by 2022 to deliver electric vehicle charging infrastructure in Council car parks and other Council-owned land and sites: The Council is working in partnership with Connected Kerb, one of the UK's largest providers of EV charging infrastructure, to provide a network of more than 600 publicly accessible EV charging points over the next few years, at 14 public car

⁷ Zero emission vehicles are those that emit no emissions during their operation. These include battery electric vehicles, hydrogen fuel cell vehicles, and electric vehicles.

⁸ Plug-in hybrid vehicles or extended range electric vehicles (E-Rev) with CO₂ emissions less than 75g per km

parks across Cambridge.

7.10 The first 15 EV charging points were switched on in July 2023 at Adam and Eve Car Street Park. Another 55 new charging points have been installed and will be ready for use soon at Arbury Court (12 chargers), Campkin Road (12), Castle Hill (23) and Gwydir Street (8) car parks. Queen Anne Terrace multi-storey car park is also in the process of having 39 chargers installed as part of the first phase of the deployment plan. The programme aims to make it significantly easier for people in Cambridge to charge electric vehicles, with free parking available overnight between 6pm and 8am for anyone using the charge points.

7.11 Action 3.11 - Working with Cambridgeshire County Council and UK Power Networks to facilitate on-street residential electric charge points where there is no scope for off-street charging: Using funding from UK Power Networks (UKPN) and OZEV (Office for Zero Emission Vehicles), the Council has been working with Cambridgeshire County Council to install on-street residential charge points where there is no scope for off-street charging. By August 2023 the pilot project had installed all 42 charge points in two residential areas in Cambridge where off-street parking is extremely constrained.

7.12 Action 3.13 - Working with GCP and bus operators to explore opportunities for further investment in electric buses: The Council and the GCP supported a successful bid by the Cambridgeshire and Peterborough Combined Authority (CPCA) for funding from the Department for Transport's (DfT) Zero Emission Buses Regional Area (ZEBRA) scheme. The funding provided an additional 30 electric buses to operate on the Park & Ride and Citi2 routes in Cambridge, which entered service from early 2023. It is envisaged that the initial 32 buses in total (the GCP previously funded two electric buses) will form the first stage in a rolling programme to move the Cambridgeshire and Peterborough bus fleet to zero emission vehicles.

8. **Progress in delivering the key actions under Objective 4:**

8.1 The Council has delivered or funded a number of activities in 2022/23 to encourage and support residents and businesses to reduce their

consumption of resources, reduce waste and increase recycling. These actions include:

- 8.2 Action 4.3 – Reducing plastics usage at Council-run events such as Cambridge Folk Festival and the Big Weekend: Following the ban on the use of single use plastics by on site caterers and backstage at Council-run events, there has been no single use plastic usage at Council festivals and events for over five years. In May 2023, events at the Corn Exchange and Guildhall also stopped using single-use plastic cups and swapped to reusable cups. Based on the estimate of two drinks per guest visiting the Corn Exchange per year, this is expected to save over 330,000 single-use plastic cups being wasted.

The Council's next step will be to encourage attendees to bring their own reusable food containers to further increase the sustainability of Council-run events. This is estimated to take three years to fully implement. The Council also intends to provide resources at festivals that can be shared, such as pumps and mallets, to try to reduce the amount attendees need to carry and therefore reduce the need to drive to the festival and encourage them to consider a more sustainable form of transport to travel.

- 8.3 Action 4.5 - Continue communications campaigns as documented in Circular Resource Strategy to encourage residents to recycle more, generate less waste and contaminate less: A number of recycling communication campaigns have been run in 2022/23: a Digital Metal Matters campaign has been run to increase the capture of metals packaging in blue recycling bins. Waste reduction campaigns are also underway including support for repair cafes, the launch of Wipe out Waste (targeting reusable wipes), and free menstrual products. The Love Food Hate Waste message continues to be shared through a targeted sticker campaign on black bins.

- 8.4 To further encourage recycling and awareness, nine Community Action Days have been organised since April 2023 which enable local residents to take part in community action on tidying up neighbourhoods. The aim of these days is to educate about re-using

and recycling, support residents to recycle, pass on items for reuse, and reduce the likelihood of fly tipping. These events have been attended by approximately 300 people, including residents, external partners and Council teams.

- 8.5 Action 4.1 – Funding activities through the Council’s Sustainable City Grants by voluntary and community groups to reduce consumption and increase repair, re-use and recycling: The Council agreed to fund a number of activities during 2023/24 which will encourage residents and businesses to reduce consumption and repair, re-use and recycle goods. Cambridge Carbon Footprint will run a ‘net zero climate engagement event’. This includes a programme of talks (including how to run a repair café), a sustainable fashion campaign, running a clothes swap event and promoting and supporting groups to run their own clothes swap events and run a repair café. Trumpington Repair Café Group have received funding towards the costs of running 4 repair café events to repair items which will demonstrate repair as an alternative to costly replacement of household goods and clothing.

9. **Progress in delivering the key actions under Objective 5**

- 9.1 The Council has taken a number of actions to help promote sustainable food in Cambridge in 2022/23. These actions include:

Action 5.4 - Working with the Cambridge Sustainable Food network towards achieving the Sustainable Food Cities Network Gold Award for Cambridge. Since achieving the Bronze Award in 2016, and the Silver Award in July 2021 from Sustainable Food Places (one of the first six cities in the UK to have achieved the award) the Cambridge Sustainable Food Partnership, which includes the Council, launched its #Gold Food Cambridge bid in May 2022 to be the UK’s third Gold Award winner in June 2024⁹. A plan for the Gold Award has been submitted to Sustainable Food Places which focusses on six key themes and two areas of excellence including ‘Action on climate and biodiversity’ and ‘From food insecurity to food justice: developing a new approach to ensure good food for all’. The final application for the Gold

⁹ <https://cambridgesustainablefood.org/goldfoodcambridge/about>

Award is due to be submitted in December 2023 and the outcome is expected by March 2023. Cambridge Sustainable Food are currently preparing case studies to support the application to highlight the impact being made by organisations in the city, which will include joint work with the Council.

- 9.2 Action 5.8 - Working with local voluntary and community groups and other partners to promote sustainable food practices to local businesses: The Council has agreed to fund CoFarm through the Sustainable City Grants to deliver open co-farming sessions in 2023/24, engaging the community to produce sustainably grown food which is then distributed through community food hubs in the city.
- 9.3 Action 5.2 - Work in partnership with local voluntary and community groups to address food poverty, including working with Cambridge Food Poverty Alliance and Cambridge Sustainable Food to develop a food redistribution hub: The Council's food distribution and community kitchen project (formally known as the Food Hub project) was launched as part of the early response to the Covid-19 pandemic. The Council is shifting the focus of the project to a food justice model, to provide a more sustainable solution for the city which tackles the root causes of poverty and ultimately reduce reliance on food parcels. As part of this shift, the programme will now focus on a long-term revenue model and having a sustainable plan going forwards and will be reviewing the governance required for the programme and the funding requirements in autumn 2023. The Council is also organising a food justice conference for October 2023.
- 9.4 Action 5.1 - Incorporating sustainable food principles in council catering and at Council-run events where possible: The Council continues to incorporate sustainable food principles at Council-run events and in November 2022 the Cambridge Folk Festival was awarded an 'Outstanding' award at the Green Festival Awards due to its sustainability credentials.
- 9.5 Council teams have also embedded sustainability requirements into contracts when seeking a new caterer including a requirement for the food offer to contain a good mix of plant-based products and that focus must be given to reduce the volume of meat products sold.

- 9.6 A plant-based food motion was passed by the Council in May 2022, which resolved to transition council catering at Council cafes and kiosks and City Council run events to providing more plant-based food. In January 2023 the Council agreed to increase the amount of plant-based options provided at civic events, recognising that plant-based foods generally creates less carbon emissions than other foods.

Catering at the Annual Full Council meeting in May 2023 consisted of 75% plant-based options, which will increase to 100% in 2024 providing that suppliers can fulfil this at the same cost as non-plant-based foods. The Council also agreed that catering at all other civic events in 2023 will consist of 25% plant-based options which will increase in 25% increments each year (subject to plant-based choices being consumed). The Council also agreed not to procure and serve beef and lamb and civic events due to their impact on greenhouse gas emissions. We will seek to procure services from social enterprises for civic events, recognising the social value social enterprises bring to the local community.

10. **Progress in delivering the key actions under Objective 6 (adaptation)**

- 10.1 The Council recognises that in addition to reducing carbon emissions, it is equally important to ensure that Cambridge adapts to the impacts of climate change, including increased summer temperatures and overheating; water shortages and droughts; and flood events.
- 10.2 Adaptation Plan: We are working with Cambridgeshire County Council and other public sector stakeholders as part of a Climate Risk Subgroup of the CPCA Climate Programme Board, which will commission an evidence base for climate risk across Cambridgeshire and Peterborough which will enable complementary Adaptation Plans to be prepared by local Councils. We are also currently in the process of updating the Council's Adaptation Plan (originally produced in 2018) to develop a Climate Risk and Vulnerability Assessment.

- 10.3 The council has implemented a number of actions in 2022/23 to support Council services, residents and businesses to adapt to the impacts of climate change, including heatwaves, water shortages and flooding.
- 10.4 Design of new Council homes – Measures to reduce overheating are considered as part of the design work for new Council homes and they are included as part of the planning applications for new schemes. Key features include:
- Mechanical ventilation in new Council homes, which provides fresh cool air.
 - Using the PassivHaus Planning Package (PHPP) toolkit for all new schemes, which enables an assessment of energy consumption, overheating and comfort in homes and has resulted in schemes designed to mitigate overheating through their orientation.
 - Reviewing how effective measures have been through post occupancy evaluation feedback.
- 10.5 Action 6.5 - Exploring opportunities to manage climate risks through policies in the new Local Plan: The First Proposals for the Greater Cambridge Local Plan included options related to responding to a changing climate. They set out requirements to mitigate the risk of overheating in new developments, as well as options related to flood risk and sustainable draining. Following consultation on the First Proposals document, officers are now reviewing the consultation responses and further developing the policies ahead of consultation on the draft Greater Cambridge Local Plan in autumn 2023.
- 10.6 Action 6.6 – Increasing the tree canopy cover through tree planting and protection on public and private land, and using parks, open spaces and other green infrastructure in the city to help regulate temperatures: We have continued to plant trees, which help support biodiversity and increase resilience to a changing climate by providing shade and cooling during hot weather. During 2022/23, we planted trees in 469 locations in Cambridge and a further 178 trees were distributed to residents as part of the Free Trees for Babies scheme. As part of the Neighbourhood Canopy Campaign, 13 trees were planted on Coldham’s Lane in Romsey and Cambridge’s first ‘tiny forest’ was

delivered at Five Trees in Chesterton. We have held 7 public tree planting events to raise awareness of the importance of tree cover.

Cambridge City Council has partnered with the charity 'Trees for Streets' to make it easier for residents to fund tree planting in streets and parks across the city. Residents can choose to sponsor a 'Street Tree' outside their house or sponsor a 'Celebration Tree' in one of the parks or recreation grounds.

- 10.7 Action 6.9 - Delivering a measurable biodiversity net gain on the City Council's estate: The Council's strategic objectives in relation to biodiversity are set out in our Biodiversity Strategy¹⁰. During 2022/23, we carried out a number of projects to ensure designated sites and priority habitats are in good or favourable condition and connected. These projects will help increase resilience to a changing climate and contribute to the Cambridge Nature Network. We have continued to maximise the potential of our buildings, parks, open spaces, watercourses and tree stock to support biodiversity, whilst balancing their multifunctional needs. For example, we have increased areas of long grass and meadows on parks and road verges and continued to implement the Happy Bee Streets scheme for pesticide free streets.
- 10.8 Action 6.11 - Implementing projects to manage water courses and improve biodiversity, including a project to improve rare chalk stream habitats in Cambridge: With support from the Wild Trout Trust we have delivered enhancements to the fish pass at Byron's Pool Local Nature Reserve (LNR) and we have worked with the Wildlife Trust to undertake invertebrate surveys and extensive habitat enhancement at the Coldham's Lane lakes. We have also secured funding for future projects, including Cambridge Water Pebble Funding with Abbey People to deliver community focussed restoration work along Coldhams Brook, and Cambridgeshire and Peterborough Combined Authority funding for wetland creation at Logan's Meadow, due to be delivered in autumn 2023.

¹⁰ [Biodiversity Strategy 2022-2030 - Cambridge City Council](#)

10.9 Action 6.12 Move to cease the use of herbicide on grass road verges and trial using a new grass cutting and collecting machine, which will reduce cuttings left on verges, reduce the fertility of the soil for wildlife and support biodiversity: – Following a review of the Council’s 2021 Herbicide Reduction Plan in early 2023, which included an evaluation of the two herbicide free wards (Newham and Arbury) and the herbicide free street scheme, two further areas, West Chesterton and Trumpington were added to the Council’s herbicide free trial. Herbicides will no longer be used in the public areas in these wards. Instead, vegetation growth such as weeds will be managed through methods like mechanical sweeping and hand tools such as hoes and spades. Residents can also get involved by adopting their street through the Happy Bee scheme and volunteering to help manage unwanted weeds and plants on the pavement by hand. These streets will then be taken out of the herbicide spraying schedule helping to improve biodiversity, soil health and water quality.

11. Implications

a) Financial Implications

Funding for projects included in the Carbon Management Plan comes from a number of different funding sources, including the Council’s Climate Change Fund and existing General Fund or Housing Revenue Account (HRA) budgets for delivering services. The Council plans to make further allocations to the Climate Change Fund to deliver Carbon Management Plan projects through the Council’s annual budget setting process. The Council will also seek Government funding (e.g. from the Public Sector Decarbonisation Scheme) for projects in the Carbon Management Plan, as opportunities arise.

The actions contained in the wider Climate Change Strategy will be funded through primarily through existing budgets for delivering key services. These fall within the General Fund or the HRA depending on the services involved. We will also seek Government and other external funding sources for specific climate change initiatives, where this is available (e.g. from the Sustainable Warmth Scheme, Social Housing Decarbonisation Fund, Office for Zero Emissions Vehicles etc).

b) Staffing Implications

Lead officers have been identified for projects in the Climate Change Strategy and Carbon Management Plan who have the capacity to deliver the projects within the stated timescales. The Climate Change Officers coordinate the overall delivery of the Climate Change Strategy and Carbon Management Plan, with support from the Environment Policy and Project Group, which is a corporate group that includes many of the lead officers.

c) Equality and Poverty Implications

An Equalities Impact Assessment (EqIA) of the Climate Change Strategy and Carbon Management Plan has been carried out and is published on the Council's website: www.cambridge.gov.uk/equality-impact-assessments The EqIA did not identify any negative equality impacts from actions and projects identified in the strategy.

d) Net Zero Carbon, Climate Change and Environmental Implications

The Climate Change Strategy and the Carbon Management Plan will have a high positive impact on the environment by setting out a planned approach to: reducing the Council's carbon emissions; setting high standards for residents, businesses and organisations to reduce their carbon emissions and manage climate risks; and working in partnership with, influencing and learning from other organisations to address the causes and effects of climate change.

e) Procurement Implications

Recent projects identified in the previous Carbon Management Plan have been delivered through the national REFIT 3 framework, which allowed us to access Bouygues Group PLC as a contractor to identify and deliver energy efficiency projects. The projects were delivered on an energy performance contracting basis, which meant that Bouygues guaranteed the energy savings predicted for the projects (subject to the new equipment being managed within defined limits). In April 2020, Cambridgeshire County Council led a consortium of local authorities, including Cambridge City Council to procure a partner for future energy efficiency and renewable energy schemes. Bouygues were appointed as the contractor through this process.

f) Community Safety Implications

The Climate Change Strategy and Carbon Management Plan have minimal impact on Community Safety.

12. Consultation and communication considerations

To inform the development of the Climate Change Strategy, we carried out: 5 online workshops in November 2020 attended by a total of 75 residents; an online consultation survey completed by 252 residents; a workshop with key businesses and institutions in Cambridge in January 2021; 3 Climate Change Forum meetings with local environmental groups; regular meetings with Cambridge Zero and other University of Cambridge and Anglia Ruskin academics with climate change expertise.

The content of this report, and in particular the updated Action Plan, will be communicated to residents and businesses through a news release, articles in Cambridge Matters and made available on the council's website.

13. Background papers

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

14. Appendices

- Appendix A – Climate Change Strategy – Action Plan
- Appendix B – Carbon Management Plan - 2022/23

15. Inspection of papers

To inspect the background papers or if you have a query on the report please contact Janet Fogg, Climate Change Officer, tel: 01223 457176, email: janet.fogg@cambridge.gov.uk

Appendix A – Climate Change Strategy – Action Plan

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
1.1	Deliver energy efficiency and renewable energy projects identified in the Council's Carbon Management Plan for 2021-2026 to reduce carbon emissions from corporate buildings (including swimming pools, sheltered and temporary housing, administrative buildings, car parks, community centres, the Corn Exchange and the crematorium).	Officers throughout the council. Climate Change Fund.	2021/22 Projects completed - March 2022	2022-26 projects identified, funding identified / applied for and measures installed/ implemented - March 2026		Ongoing to March 2026	Net zero carbon emissions by 2030 for our corporate buildings
1.2	Bid for future central government funding and other green energy funding available for investments in energy efficiency and decarbonisation measures in the Council's corporate buildings	Corporate Energy Manager within Asset Management Team	Identify and prepare information in preparation for future funding rounds - PSDS Funding Round 3C to Open Autumn 2023	Apply for PSDS round if appropriate project in Autumn 2023	Apply for PSDS or other funding round if appropriate I future years	Ongoing to March 2030	Reduce emissions in the Council's corporate buildings.
1.3	Review the Council's Office Accommodation Strategy, including an assessment of whether existing office buildings should be retained or rationalised	A project manager is appointed and additional resource for a Senior Development Manager and consultancy support was approved in July 2023 with recruitment/procur	Prepare business case/project documentation to agree approach, identify requirements in line with Business Transformation programme, actions, outcomes and resource requirements.	Business case and resources approved and in place - January 2024	Report to Committee with recommendations – early 2024	Mar 2024 for approval to business case and approach	TBC

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
		ement underway.	November 2023				
1.4	Purchase Ultra Low Emission Vehicles (ULEV) when replacing vans and trucks in the Council's fleet (where there is a suitable ULEV alternative and the infrastructure allows)	General fund BSR	Project reliant on EV charging infrastructure 2024/25	Vehicle specifications agreed with end user April 2025 and ongoing	Delivery of vehicles to spec September 2025 and ongoing	Annually to 2030	4.39 ktCO ₂
1.5	Purchase ultra-low emission vehicles (electric or hydrogen) when replacing refuse lorries	Mainstream budget	June 2022 vehicle 2 and September 2022 vehicle 3 commissioned	March 2025 vehicle 4 commissioned	March 29 vehicle 5,6,7 commissioned	Annually to 2029	6 vehicles commissioned by 2029
1.6	Identify and assess the required improvements possible to remaining existing commercial properties (that will not be redeveloped as part of the commercial property redevelopment programme) to achieve net zero carbon, and obtain costs estimates for the improvement works	Property and Asset Management/Commercial Development teams will lead on this. Funding approved in July 2023 for additional resource for both commercial development and retrofit works to progress this.	An Asset Management Plan including meeting the Council's targets was approved in March 2023	Action plans for all properties to be prepared to identify prioritisation and asset management decisions for costed programme through to 2030 - November 2022 as set out in the Asset Management Plan.	Budget bids to be prepared for 2024/25 onwards for any costs not within existing allocated capital spend on commercial property - 2024/25 budget cycle	Annually through to 2030	TBC although savings may be to tenants in occupation
1.7	Identify and assess the performance standards to achieve net zero carbon for any new commercial buildings or redevelopment of existing buildings	Existing staff resource in Property and Asset Management/Commercial Development	The Asset Management Plan setting out proposed timescales was approved in March 2023	As and when redevelopment schemes are proposed as each scheme may differ depending upon use/type		Ongoing for duration of General Fund redevelopment programme	Ongoing as schemes come forward and each scheme will be reported to Committee.

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
		teams and working with designers on a scheme-by-scheme basis will develop proposals and approach					
1.8	Consider the use of the Council's reserves to invest in innovative "green investments" to facilitate measures to offset climate change.	General Fund Reserves	MTFS 2021 - will identify prudent minimum balance of reserves and the amount of reserves required to support the transformation programme. The balance would be available for investment.	MTFS 2022 - will identify prudent minimum balance of reserves and the amount of reserves required to support the transformation programme. The balance would be available for investment	N/A	As and when suitable green investments come forward for funding	N/A
1.9	Review standard tender packs to include the Council's expectations around climate change.	Climate Change Officer	Instruction to Bidders document (which forms part of the Tender Pack) - Environmental Factors section reviewed and updated - August 2021.	Updated Environmental Factors section included in Instruction to Bidders document – August 2021		August 2021 and then reviewed annually	Reduce emissions from future council contracts.

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
1.10	Provide written guidance for contract managers on climate change measures that could be included in contracts and include this information in procurement and contract management training for staff.	Climate Change Officer	Provision of guidance and inclusion in procurement and contract management training for staff - November 2021			November 2021 and then reviewed annually	Reduce emissions from future council contracts.
1.11	Explore the potential for a review of climate change and sustainability commitments by the Council's existing suppliers, and work with these suppliers to improve their performance.	Climate Change Officer, Procurement Team				Starting July and working through a programme	Reduce emissions from current council contracts.
1.12	Revise and update the existing Climate Change Assessment tool to include net zero carbon considerations and use this to assess the climate change impacts of budget bids, business cases for capital projects and committee reports	Climate Change Officer, Procurement Team	Tool updated and communicated to staff - August 2021			August 2021	

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
2.1	Investing £2.5 million in energy efficiency improvements to Council homes with poor energy efficiency ratings (predominantly Energy Performance Certificate D to G rated stock) from 2020/21 to 2021/22.	Energy Assessor/surveyor role and part of Corporate Energy Manager time	August 2021 Phase 1 of works completed.	March 2022 completion of project	n/a	March 2022	To reach a minimum of EPC C (B where possible) in at least 140 Council Properties that are currently an EPC D or below. Can provide ktCO ₂ on completion of post EPCs.
2.2	Building 1000 new homes to Passivhaus standard or equivalent low carbon standard (where technically feasible and subject to funding) and targeting net zero carbon standards for Council homes built from 2030 onwards.	Housing Development Agency (HDA) project teams	November 2021- first Passivhaus pilot sites with planning permission	August -22 first Passivhaus scheme start on site	Ongoing from July 2023 until 6-12 months post completion	August 2024	To deliver new housing as low carbon- at least 35% reduction on 2013 building regulations and 80% with new SAP calculations
2.3	Promoting group-buying schemes, including working with Cambridgeshire County Council to promote the Solar Together collective scheme to homeowners, which provides residents with solar PV and battery storage installations at a significantly reduced cost	Environmental Projects Team Leader	First auction held in September 2020	A further round is being considered for later in 2021.	A second round of Solar Together was run in February 2022	Ongoing to March 2026	150 properties supported
2.4	Commissioning a study to identify measures needed to retrofit private homes in Cambridge to net zero carbon standards and producing detailed guidance for homeowners and landlords	Allocated – Climate Change Research and Projects budget	Procurement completed and contract awarded – September 2021	Final report – December 2021	Guidance for homeowners and landlords – March 2022	March 2022	N/A

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
2.5	Bidding for central government funding available for retrofitting energy efficiency measures to private homes, including future rounds of the Green Homes Grant Local Authority Delivery (LAD) scheme.	Environmental Projects Team Leader & Project Officer recruited from funding.	October 2021 - Cambridgeshire local authority consortium LAD3 and HUG1 bid is successful Consortium delivering £6.46m of support from April 2022 – March 2023	March 2023 – Sustainable Warmth scheme managed closure agreed to extend delivery of signed up jobs	March 2023 - Cambridgeshire local authority consortium awarded £11.5m of HUG2 funding. A Delivery Assurance Check passed in May 2023 to allow delivery to start	Ongoing, dependent on funding	50 properties to be supported through funding each year in Cambridge f
2.6	Targeted enforcement of Minimum Energy Efficiency Standards Regulations where appropriate (EPC F and G rated private rented housing stock)	Existing Team staff resources	2021 / 22 - 150 MEES interventions any follow up action taken in line with Regulations, officer procedure & corporate enforcement policy.	Milestone 1 rolled over for action / completion within 2022/23		Ongoing review milestones end 2022/23	2022/23 - targeted intervention in relation to 150 private rented sector properties and seeking to improve energy efficiency standards of these.
2.7	Developing new policies requiring high standards on carbon emissions reduction and environmental sustainability for new homes and non-residential developments as part of the new Greater Cambridge Local Plan, taking into account the outcomes of the net zero evidence base study and other evidence informing the plan, as well as the national planning policy framework	Existing Greater Cambridge Shared Planning Service service budgets	Autumn 2021 - consultation on preferred options including policies related to net zero carbon buildings	Autumn 2023 - consultation on draft Greater Cambridge Local Plan (Reg 18)	Proposed submission consultation (Autumn 2024), with Submission to Secretary of State for examination (Summer/Autumn 2025)	Following examination	All new homes/non-residential buildings to meet the net zero carbon buildings requirements set out in the new Local Plan

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
2.8	Building control retrofit advice	Existing Team staff resources	A pilot will start in autumn 2021 to provide residents with retrofitting advice.	Team updated websites, adverts in both CCC and SCDC magazines. Email contact have been responded to with advice. Process in place for this.	Phase 2 – purchasing of thermal imaging cameras, template of advice for residents including signposting and images of properties	2023	For domestic projects (i.e. new homes, extensions and refurbishments) 60% utilising Council building control teams
2.9	Develop and deliver Net Zero Retrofit pilot to 50 Council homes	Existing Team staff resources (dedicated Net Zero Retrofit Officer)	December 2022 – 50 homes were signed up to programme, project design kick off	September 2023 – project to receive planning, detailed design phase to be completed and be issued for tender	Autumn/Winter 2023 – construction works to start	2024	Net zero operational energy. Target space heat demand 25-50 kwh/m2/yr (existing homes are between 210-325 kwh/m2/yr)
2.10	Deliver External Wall Insulation (EWI) to 289 solid-walled Council homes, of which 185 are part-funded by Social Housing Decarbonisation Fund (SHDF) Wave 2.1 grant	Existing Team staff resources	April 2023 – commencement of works to first 44 homes using an existing contract	November 2023 – sign contract for second phase of works to 245 homes	March – September 2025 – completion of programme, monitoring to take place over winter period	2025	Minimum EPC C – in line with 2035 council target

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
3.1	Supporting the Greater Cambridge Partnership (GCP) to deliver a range of walking, cycling and bus improvements on key routes into and across Cambridge, including: <ul style="list-style-type: none"> • The Chisholm Trail cycling route connecting Cambridge and Cambridge North Stations • 12 Greenways, providing radial cycling and walking routes connecting Cambridge and surrounding settlements and employment sites. • Bus, cycling and walking priority schemes on Histon Road and Milton Road • Public transport corridor schemes to connect growing communities to employment hubs 	GCP Officer time, CCC support where required	Completion of initial projects, Histon Road and Chisholm Trail Phase 1 completed in late 2021	Approval of construction for Milton Road, Greenways and other cycling, walking and bus improvements by end of 2025	Construction of schemes ongoing to March 2026	Ongoing to March 2026	
3.2	Implementing the Local Lettings Plan framework for new Council housing developments, which will give priority to people working within an agreed geographical radius of the development. This measure is intended to help reduce commuting by car from tenants of new Council housing developments	Existing staff resources	Darwin Green Local Lettings Plan developed as a pilot – published May/June 2021	Consultation with Registered Providers (RPs) of social housing on wider framework by December 2021	Publication by March 2022	August 2022, then ongoing	10% of homes on strategic sites to be prioritised for applicants living within an agreed radius of the development; and 5% on non-strategic sites
3.3	Building new Council housing developments in Cambridge with a target of less than one car parking space per home to encourage travel by walking, cycling or public transport, subject to individual development requirements	Existing staff resources	New sustainable housing design guide to include car parking ratios	New sustainable design guide issued – Summer 2021	Review of car parking on delivered schemes 2024	Ongoing	Encourage travel by walking, cycling or public transport

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
3.4	<p>Promote sustainable modes of transport through the planning system by:</p> <ul style="list-style-type: none"> • Applying policies in the current Local Plan to support housing and non-residential development which prioritises access by walking, cycling and public transport. • Develop new policies related to promoting sustainable transport and ensure that the accessibility of new development sites to sustainable transport infrastructure is a key aspect in decision making in preparing the Greater Cambridge Local Plan. 	Existing services budgets (note that for planning applications, advice related to sustainable transport is led by Cambridgeshire County Council)	Autumn 2021 - consultation on preferred options including policies related to sustainable transport	Autumn 2023 - consultation on draft Greater Cambridge Local Plan (Reg 18)	Proposed submission consultation (Autumn 2024), with Submission to Secretary of State for examination (Summer/autumn 2025)	Following examination	Sustainable transport policies identified in new Local Plan implemented in new developments
3.5	Developing and undertaking a programme of activities in the city to promote walking, cycling and the use of public transport across a range of settings and communities (through Council funding for active travel and the Active Lifestyles Team). This will support and complement parallel work stream being delivered via partner organisations including the County Council, Combined Authority, GCP and voluntary sector.	The former Active Travel Officer (vacant) is no longer intended to be recruited to, with the role and main responsibilities absorbed within the wider Streets & Open Spaces Development Unit team. A programme of activities promoting walking, cycling and use of public transport will be	The Council's programme of promotional grants for walking, cycling and active travel has been revisited with updated publicity communications, web page and process for inviting and considering applications. Complete – July 2023.	Consultation paper on changes within City Services group management structure published. Complete – July 2023.	Consultation paper on OC2 (Organisational Change 2) structural changes within City Services published – anticipated from April 2024. This will help inform how the Council supports and resources active travel promotional work in the years ahead.	From 2021 onwards.	Formal transformation changes to City Services, and Communities, groups expected to be embedded during 2024.

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
		developed and undertaken working across the Council.					
3.6	Encouraging attendees and contractors at Council run events, including the Cambridge Folk Festival and Corn Exchange, to consider more sustainable transport options when travelling to events, and working with the County Council transport team to ensure the city evening economy is served by sufficient bus transport taking people back out to outlying towns and villages.	Existing budget and staff resources.	Oct 21 and ongoing - Devise and implement a marketing campaign within the event marketing to communicate sustainable transport options.	Oct 21 and ongoing - Establish a joint marketing and services with Stagecoach and other public transport providers i.e. Shuttlebus from the station to Big Weekend.	Increase cycle parking at Bonfire Night and Big Weekend.	Ongoing to March 2026	
3.7	Completing installation of 18 rapid and 3 fast electric charge points for taxis in Cambridge by 2021	£100k City Capital; £100k GCP capital; £426k OLEV Grant Funding	Four Sites (8 Rapids by March 2019) Completed	Remaining 13 Chargers installed by end of December 2021 (4 of 13 are installed and operating	18 of 21 chargers are installed and operational, 3 remaining sites are in progress.	December 2023	
3.8	Requiring all new taxis registered in Cambridge to be Ultra Low Emission Vehicles (ULEVs) or zero emissions vehicles from 2020, and all taxis to be ULEVs or zero emissions vehicles by 2028	Early adopter fee waiver budget of £150k, all other costs within normal revenue	Policy adopted; June 2019	Policy implemented from 1st April 2020	All Licensed Taxis ULEV by 31st December 2028	2028	

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
3.9	Using guidance in the Sustainable Design and Construction Supplementary Planning Document to require provision of electric vehicle charging points in future new housing and non-residential developments and consider the need for new policies in the Greater Cambridge Local Plan to support the electrification of transport.	Existing staff resources from Greater Cambridge Shared Planning Service (GCSP) and Environmental Health	Autumn 2021 - consultation on preferred options including policies related to EV charge point provision	Autumn 2023 - consultation on draft Greater Cambridge Local Plan		Ongoing	Every new development has the amount of charge points as set out in the SPD
3.10	Delivery of electric vehicle charging infrastructure in Council car parks through a commercial partner	Net zero capex/opex for the Council solution	Award of contract Sept/Oct 21	First installation completed in August 2023		December 2030	
3.11	Working with Cambridgeshire County Council and UK Power Networks to facilitate on-street residential electric charge points where there is no scope for off-street charging. 3 initial pilot schemes for 'charging collectives' will be procured during 2021.	£100K City Council Capital allocation; £119k OZEV ORCS Funding; £ 1 million+ UKPN Green Recovery Fund	Funding Secured from UKPN and OZEV completed in June 2021	Procure contractor for supply, installation, running, maintenance of charge points. (BP Chargemaster Pulse awarded July 2021)	All 42 on street charging points for public use have been installed by August 2023	August 2023	
3.12	Working with Cambridgeshire County Council and the CPCA on a wider electric vehicle charging strategy.					Ongoing	

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
3.13	Working with GCP and bus operators to explore opportunities for further investment in electric buses.	City, GCP and CPCA officer time	February 2020 – launch of electric bus trial	August 2021 – CPCA submission of bid for DfT ZEBRA funding for 30 additional electric buses	Deployment of additional buses from early 2023	2023	Reduction in carbon emissions in Cambridge as a result of reduced diesel fuel consumption by buses

Ref	Action - please review wording	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
4.1	Funding activities through the Council's Sustainable City Grants by voluntary and community groups to reduce consumption and increase repair, re-use and recycling	Climate change Officer - assessment of applications for funding from the Sustainable City Grant (SCG) and Grants Team officers - administration of grants process.	Applications for the 2022/23 SCG are assessed, and funding agreements finalised.	Applications for the 2023/24 SCG are assessed, and funding agreements finalised.	Applications for the 2024/25 SCG are assessed, and funding agreements finalised.	Annually	Reduction in emissions in the city as a result of reduced energy consumption, waste or reduced transport powered by fossil fuels.
4.2	Supporting the national Refill campaign by promoting over 100 free drinking water taps in Cambridge, including a number of drinking taps and fountains provided by the Council.	Within existing staff resource and use of S106 monies (when appropriate)	Web site and Web App presence. www.refill.org.uk/refill-cambridge/	Additional water fountains installed.		Ongoing	

Ref	Action - please review wording	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
4.3	Reducing plastics usage at Council-run events such as Cambridge Folk Festival and the Big Weekend	Within existing budgets and staff resource	Oct 21 - Require caterers to not use single use plastics or plastic condiment sachet	Dec 2021 - Devise and implement influencing campaign to influence other departments and contractors	Jun 2022 - implement analysis of each event (by section) to provide quantitative data to measure against	Ongoing	
4.4	Maintain trials of separate collections of food waste to approximately 10k households (evidence to date suggests this increases recycling of food waste and ultimately reduces the amount of household food waste).	Within existing budget and, in the future, internal funding to be sought for 2022-2025, central government funding should be available in 2025	December 2020 – phase 2 of trial implemented to make 4,000 HH on trial in total	December 2021 – phase 3 of trial implemented to add a further 5,000 on the trial	By March 2023 – total of 9,205 HH across the GCSWS area were served by the trial. 2025 – outcome of national waste strategy to guide future development	March 2023	Reduction of amount of food waste in the black bin, currently 30% as confirmed by Waste analysis
4.5	Continue communications campaigns as documented in Circular Resource Strategy to encourage residents to recycle more, generate less waste and contaminate less. Using communications channels such as events, social media, leaflets and residents' magazines	Within existing budget	May 2022- social media messages delivered on The Big Plastic Count campaign	June 2022- social media messages delivered on World Oceans Day, World Environment Day and World Refill Day	March 2023- deliver a contamination campaign to target households that regularly contaminate bins	Ongoing	Recycling rate 52% Contamination rate below 7%
4.6	Encouraging businesses to take-up recycling and food-waste collections provided by the Council on a commercial basis	Within existing budgets	2022 – 148 total business customers in 2022	2023 – 174 total business customers in 2023 number of new customers of proceeding year	April 2024- number of new customers of proceeding year	Ongoing	60 per year

Ref	Action - please review wording	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
4.7	Working with leading businesses and manufacturers to reduce packaging and make products more re-useable and recyclable	Within existing budgets	December 2024 - review outcome of national waste strategy and impact of packaging production			Ongoing	

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
5.1	Incorporating sustainable food principles in council catering and at Council-run events where possible	This is dependent of food providers at council run events that are directed by the fair terms and conditions set out in council licenses and contracts.	Contracts and licenses are continually being reviewed to incorporate sustainable food principles, where possible, within the legal frameworks that apply.			Ongoing	
5.2	Work in partnership with local voluntary and community groups to address food poverty, including working with Cambridge Food Poverty Alliance and Cambridge Sustainable Food to develop a food re-distribution hub	a) use of Cambridgeshire County Council funds to support fuel/food poverty projects b) £100K capital funds allocated for redistribution hub c) Staffing resourced through community services baseline budget	August 2021: £30K (county funding) redistributed to voluntary organisations for summer holiday, food/fuel poverty programmes	Redistribution hub moves from temp home at Buchan St prior to premises demolition	Work on sustainable business plan for project beyond life of council funding - Present to Sept 2023	Re-distribution hub re-locates on/before Autumn 2022	
5.3	Supporting the work of local	Staffing resourced	Funding provided	8x food hubs	Review	Ongoing	

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
	Community Food Hubs to provide free, sustainable food to residents affected by the Covid-19 pandemic	through community services baseline budget. Funding provided through Covid funding streams	to: CECF /CSF/Foodbank to support emergency food/pandemic recovery	working together with food poverty alliance to agree next steps Oct 2022	emergency food parcel provision post pandemic June 2022		
5.4	Working with the Cambridge Sustainable Food Partnership towards achieving the Sustainable Food Cities Network Gold Award for Cambridge.	CSF CIC has provided resources in terms of officer time to assemble and submit applications. Partners to contribute actions.	The Silver Award was assigned by Sustainable Food Places to Cambridge City on 2 July. Work has begun to prepare an outline submission for Gold Award - launched in May 2022.	Prepare a submission of interest for Gold Award for the city by the end of December 2023.	Final application for Gold Award submitted by March 2024.	June 2024	Gold Award achieved in June 2024
5.5	Encouraging residents to choose sustainable, local food and to reduce meat consumption through corporate communications messages	Existing staff resource	Communications prepared to coincide with COP26 in November 2021	Communications prepared to coincide with upcoming national awareness days: Food Waste Action Week (March 2022) and National Vegetarian Week (May 2022)		Ongoing to March 2026	Ongoing

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
5.6	Maintaining the current level of occupancy rates at existing allotments and supporting take-up of new community gardens and allotments in growth sites to encourage residents to grow their own food	Existing staff resource	Regular inspections for non-cultivation, followed by enforcement leading to termination so plots can be allocated to those on the waiting lists	Allocation of new and existing plots as soon as they are made available		Ongoing	Ongoing
5.7	Using guidance in the Sustainable Design and Construction Supplementary Planning Document (SPD) to encourage developers to incorporate food growing in new housing and non-residential development (e.g. providing fruit trees, roof top gardens and growing space as part of landscape design)	Existing service budgets				Ongoing until new Greater Cambridge Local Plan comes into force	
5.8	Working with local voluntary and community groups and other partners to promote sustainable food practices to local businesses	Use of Sustainable City Grant to fund activities	Projects funded for delivery in 2022/23	Projects funded for delivery in 2023/24	Projects funded for delivery in 2024/25	Ongoing to March 2026	Ongoing (annually through Sustainable City Grants)

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
6.1	Developing an Environmental Management System (EMS) for Environmental Services activity and seek ISO40001 accreditation. This will include a focus on reducing water consumption, potentially through reduce plant watering and sourcing water through rainwater harvesting systems for plant watering and public toilets.	Existing staff resource	Audit and draft an EMS for S&OS.	Implement and carry out first assessment of EMS effectiveness	Modify EMA and seek achievement if accreditation to ISO 14001	March 2022	March 2022
6.2	Working with Cambridge Water to promote water saving messages to residents and businesses	Existing staff resource	Communications prepared to coincide with upcoming national awareness days			Ongoing to March 2026	Water consumption of homes and businesses reduced
6.3	Promoting the use of council pools/ paddling pools/ splash pads in the event of hosepipe bans in conjunction with the local water company, to encourage residents to utilise council facilities instead of using water to fill up garden paddling pools etc.	Social media and web-based messaging.	This action will only be implemented if there is a hosepipe ban and will come into actioning then	N/A	N/A	N/A	Ongoing
6.4	Requiring new housing to meet the water efficiency standards in the current Local Plan (maximum of 110 litres/person/day) and explore where higher standards may be needed in the new Local Plan.	Existing service budgets	Autumn 2021 - consultation on preferred options including options related to enhanced levels of water efficiency	Autumn 2023 - consultation on draft Greater Cambridge Local Plan		Ongoing until adoption of the Greater Cambridge Local Plan	All housing developments to achieve 110 litres/person/day

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
6.5	Exploring opportunities to manage climate risks through policies in the new Local Plan, subject to the outcomes of the current national consultation on planning reforms. This could include water efficiency policies to help reduce water consumption and manage water resources; designing buildings that are simple to keep cool; and Sustainable Drainage Systems (SUDs) measures to help reduce flood risk.	Existing service budgets	Autumn 2021 - consultation on preferred options including options related to designing for a changing climate and flood risk and sustainable drainage	Autumn 2023 - consultation on draft Greater Cambridge Local Plan	Proposed submission consultation (Autumn 2024) with Submission to Secretary of State for examination (Summer/Autumn 2025)	Following examination	
6.6	Increasing the tree canopy cover through tree planting and protection on public and private land, and using parks, open spaces and other green infrastructure in the city to help regulate temperatures.	Existing service budgets and grant funding (e.g. Urban Tree Challenge, Local Authority Treescape Fund, Interreg 2 Seas)	Complete our commitments to the Nature Smart Cities across the 2 Seas project – extended to March 2023 (completed)	New tree strategy. 2026	2% increase in tree canopy cover. 2050	2050	330.3 tCO ₂
6.7	Providing advice to residents on how to reduce health risks during heatwaves	Existing staff resources	Communications prepared to coincide with summer / usual heatwave periods			Ongoing to March 2026	Increased awareness of health risks during heatwaves
6.8	Working with Cambridgeshire County Council and other partners in the Cambridgeshire & Peterborough Flood and Water Management Group (CP FloW) to manage climate change-related flood risks.	Existing staff resources	Continuing to work with the partnership including inputting into the local flood risk management	Local flood risk management strategy action plan approval due- December 2021	Action plan approved 2022	Objectives to delivered by 2027	

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
			strategy action plan – October 2021 deadline for review of the most recent draft				
6.9	Delivering a measurable biodiversity net gain on the City Council's estate through enhanced management of existing Local Nature Reserves and making parks and housing open spaces more hospitable to wildlife through creation of meadows, scrub and woodland.	Adoption and implementation of new Biodiversity Strategy and Action Plan-existing revenue budgets, S106 and EIP projects.	Review LNR management plans 2023 - 2026			Ongoing	Measurable biodiversity net gain on the City Council's estate
6.10	Engaging and influencing individuals, institutions and businesses to take steps to make their land more hospitable and permeable to wildlife and help create a citywide network of sites.	Adoption and implementation of new Biodiversity Strategy and Action Plan-existing revenue budgets, S106 and EIP projects.	Partner with Cambridge Conservation initiative on evidence based local projects and citizen science			Ongoing. Strategy through to 2030	Ongoing
6.11	Implementing projects to manage water courses and improve biodiversity, including a project to improve rare chalk stream habitats in Cambridge. Initial work will focus on Cherry Hinton Brook, Vicars Brook at Coe Fen, and Coldham's Brook on Stourbridge Common.	Existing Drainage revenue, EIP and S106. Combined Authority Grant. Additional external grants e.g. Anglian Water Get River Positive, OFWAT, Cambridge Water, Natural	August 2023 - CPO Sign off of Greater Cambridge Chalk Stream Project	September 2023 - Creation of external partner stakeholder group	Stakeholder and technical workshops to understand opportunities and constraints and priority action	March 2026	Ongoing

Ref	Action	Resources	Milestone 1	Milestone 2	Milestone 3	Completion date	Target
		England and Environment Agency					
6.12	Move to cease the use of herbicide on grass road verges and trial using a new grass cutting and collecting machine, which will reduce cuttings left on verges, reduce the fertility of the soil for wildlife and support biodiversity.	New resource secured on a temporary contract	Scope the use of a Trial following the Council Motion on the 22 July 2021.	Report to Committee in late 2021 or early 2022	Trial underway in agreed locations Spring 2022	March 2022	January 2023 Review of trial from 2022

Appendix B – Carbon Management Plan projects

2022-23 Projects	Cost	Climate Change Fund contribution	Contribution from other sources	Estimated annual energy savings (kWh)	Estimated annual carbon savings (tCO _{2e})	Estimated annual financial savings	Financial payback	LATEST UPDATE ON PROJECT AS OF AUGUST 2023
LEISURE SITES								
Parkside Pool: Installation of 2 ASHP, additional solar PV, LED lighting, BEMS and pipework insulation.	£988,946	-	£988,946 PSDS application	1,739,437	336	£27,689	35.7	Completed June 2022.
Parkside Pool: Replacement and reduction of boiler provision	£227,370	-	£227,370 Capital	175,674	32.3	£4,392	51.8	Completed June 2022.
Abbey Leisure Complex: Installation of a 300kW ASHP, BEMS, LED lighting and pipework insulation.	£717,601	-	£717,601 PSDS application	872,384	184	£1,046	686	Completed June 2022.
CORN EXCHANGE								
Corn Exchange: New heating boilers, HVAC and insulation of pipework, BEMS and LED lighting.	£119,208	-	£119,208 Capital	208,534	43	£7,074	26.4	Completed May 2022.

LANDLORD LIGHTING IN AUTHORITY OWNED HOUSING								
New Street Hostel: Insulation and lighting improvements: Installation of external wall insulation and replacing communal lighting with LED equivalent.	£175,000	-	TBC	TBC	TBC	TBC	TBC	Completed December 2022
2023-24 Projects	Cost	Climate Change Fund contribution	Contribution from other sources	Estimated annual energy savings (kWh)	Estimated annual carbon savings (tCO₂e)	Estimated annual financial savings	Financial payback	LATEST UPDATE ON PROJECT AS OF AUGUST 2023
FLEET								
Shared Waste Service: Purchase of 5 further electric Refuse Collection Vehicles (RCV) for use across the service.	TBC	-	TBC	TBC	TBC	TBC	TBC	In Progress: The second electric Refuse Collection Vehicle (eRCV) was received in June 2022 and a third was delivered in July 2023. A 4 th eRCV is on order and is expected to be delivered towards the end of 2023/24.
STREETLIGHTING								
Streetlighting: Replacement of remaining HRA streetlamp columns and lanterns with LED units. Estimated 63%	£513,826.00	-	£513,826.00	97,925	27.2	TBC	TBC	In Progress: Replacement works started in September 2022 to upgrade lanterns and columns and are expected to be

reduction on the baseline.								completed by the end of 2023.
Communal lighting in blocks of flats: Replacement of communal lights within blocks of flats on housing estates with LED lamps and appropriate controls.	£887,600	-	TBC	TBC	TBC	TBC	TBC	In Progress: 11 sites have been completed during 2022/23 and a further 3 sites will be completed in 2023/24 prioritising sites where emergency lighting has been identified as a requirement.
CREMATORIUM								
Crematorium: HVAC improvements, BEMS, LED lighting, insulation.	Estimated: £39,902	-	£39,902	141,932	28	£4,327	9.2	Further Investigation Required: Ongoing.

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REVIEW OF FIXED PENALTY NOTICES 2023

To:
Councillor Rosy Moore, Executive Councillor for Climate Action, and Environment
Environment & Community Scrutiny Committee 05/10/2023

Report by:
Wendy Johnston, Community Engagement and Enforcement Manager
Tel: 01223 - 458578 Email: wendy.johnston@cambridge.gov.uk

Wards affected:
All

Not a Key Decision

1. Executive Summary

The purposes of this report are:

To inform the Executive Councillor and Scrutiny Committee Members of the revised fixed penalty notice (FPN) levels available for environmental crimes, namely fly-tipping, littering, household waste duty of care, graffiti, and flyposting, which came into force under The Environmental Offences (Fixed Penalties) (England) Regulations 2023 (“the Regulations”) on the 31st July 2023.

To seek authority to revise the current fixed penalty for offences related to littering, fly-tipping, and household waste duty of care to new levels; and to give a discount of 40% (i.e., discounted fine value) for early payment, whilst extending the period during which a payment for FPNs can be made..

2. Recommendations

The Executive Councillor is recommended to:

- a) Adopt new levels for fixed penalty notice (FPN) for offences related to littering, fly-tipping, and household waste duty of care and to give a discount of 40% (i.e., discounted fine value), for early payment as

detailed in the following tables.

Offence	Proposed FPN level	Proposed discounted FPN level
Littering	£225	£135
Household waste duty of care	£500	£300
Fly-tipping	See below	See below

Size of fly-tipped waste	Proposed FPN level	Proposed discounted FPN level
A single bin bag up to four bin bags of controlled waste (household, industrial or commercial waste)	£500	£300
More than four bin bags up to the size of a large car boot (up to 0.5 m ³) or a two-seater sofa of controlled waste (household, industrial or commercial waste).	£700	£420
A pile of waste about the size of a small van up to 7.5 tonne tipper truck (0.5 to 10 m ³) of controlled waste (household, industrial or commercial waste)	£900	£540

- b) Amend the payment period for FPNs for littering, fly-tipping, and household waste duty of care to 28 days and the early payment (discounted FPN level) period to 14 days.

3. Background

- 3.1. Littering, fly-tipping and associated environmental offences, like side waste and abandoned vehicles, blight communities and impose avoidable costs on the public purse and can be harmful to the environment. They also undermine the actions of legitimate residents and businesses, where unscrupulous and irresponsible operators avoid paying legitimate waste disposal costs and so undercut those that operate within the law.

3.2. On 31st July 2023, the Regulations came into effect. This change in legislation gives local authorities the ability to raise fixed penalty notices (FPNs), from the current levels to new maximum levels (varies depending on the offence) for various offences. Fixed penalty notices revised under the Regulations are detailed below:

Offence	Previous maximum FPN level	New maximum FPN level
Graffiti	£150	£500
Flyposting	£150	£500
Littering	£150	£500
Household waste duty of care	£400	£600
Fly-tipping	£400	£1000

3.3. Prior to the Regulations, the levels for fixed penalties for littering, graffiti and flyposting were last increased in 2017 (by the Environmental Offences (Fixed Penalties) (England) Regulations 2017) to the current levels, and the council adopted the upper limits and set a discount of 40% for payment made within 10 days..

3.4. In June 2016, FPNs were introduced by the council, as an alternative to prosecution, for small scale fly-tipping that came into force under The Unauthorised Deposit of Waste (Fixed Penalties) Regulations 2016. In introducing FPNs for small scale fly-tipping, the council adopted the upper limit level of £400 and set a discount to £240 (40%) for payment made within 10 days.

3.5. In March 2019, FPNs were introduced by the council, as an alternative to prosecution, for household waste duty of care offences that came into force under the Environmental Protection (Miscellaneous Amendments) (England and Wales) Regulations 2018. In introducing FPNs for household waste duty of care offences, the council adopted the upper limit level of £400 and set a discount to £240 (40%) for payment made within 10 days.

3.6. In increasing the level for FPNs it may create the perception that they

could be used to generate income for the council. The guidance is clear that FPNs should not be used in this way, and in accordance with legislation income received has to be spent on specified functions. The Code of Practice on Litter and Refuse Section 1A (Section 11) clearly sets out what purposes that the income from fixed penalty notices may be spent on as per the below table:

Offence	Penalty receipts may be spent on functions relating to:
Litter Graffiti Fly-posting	Litter and refuse (including keeping land and highways clear of litter and refuse, and enforcement against littering and littering from vehicles), graffiti and flyposting. This may include spending on communications and education to abate littering, or on the provision of bins and other street litter disposal infrastructure.
Fly-tipping	Waste on land
Household waste duty of care	Waste on land

- 3.7. DEFRA has recently undertaken a consultation on amending the use of FPN receipts for litter, fly-tipping, and breach of household waste duty of care which may require the council to amend what FPN income is spent on. The results of the consultation are currently being reviewed.
- 3.8. In determining the appropriate level of an FPN, the council needs to consider the deterrent effect of different levels, peoples' readiness to pay and the levels of fines currently imposed in the magistrates' courts. FPNs that are set too high for local conditions or are likely to be higher than a Court imposed fine in the event of non-payment, will lead to substantial non-payment rates and are counterproductive.
- 3.9. When an FPN has been issued, an authority cannot prosecute for the alleged offence if the FPN is paid within 14 days of it being issued.

For this reason, the period during which a discount for early payment is offered is currently set at less than 14 days (currently set at 10 days).

- 3.10. However, the legislation allows for the council to make provision for treating an FPN as having been paid if a lesser amount is paid before the end of a period specified by the council. The council has the flexibility to set an appropriate payment period. Currently the FPNs have a high payment rate (littering 90%, flytipping 91% and household waste duty of care 83%). To ensure this payment rate continues, officers are recommending extending the existing payment period, whilst still maintaining an early repayment opportunity. This approach will be consistent with the standards already set and those of other local authorities such as Peterborough City Council and East Hampshire District Council (both of which allow 28 days to pay an FPN).
- 3.11. FPNs are not appropriate for repeat offenders or those responsible for large-scale environmental offences, the offences involving hazardous waste (such as asbestos), for those who are non-compliant or those who do not wish to be issued an FPN. These types of offences will continue to be enforced by prosecution in line with the Corporate Enforcement Policy. The council is also under no obligation to offer an individual or business a FPN and retains the right to prosecute for all offences regardless of the type or size.
- 3.12. The intention is that the revised FPNs will function as a deterrent to offenders in line with the aims set out in the 2023 Anti-Social Behaviour Action Plan¹; and that local authorities using them will see a decrease in the number of environmental crime incidents and the number of prosecutions for these offences.
- 3.13. FPN's are an effective and visible way of dealing with low level environmental crime and will be supported by the public, provided they are used sensibly, enforced fairly, and are seen as a reasonable response to genuine problems.
- 3.14. The council has already approved the use of FPNs as an alternative to prosecutions when dealing with other environmental crimes including dog fouling, breach of commercial waste notices, and

1

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1157028/Anti-social_Behaviour_Action_Plan_March_2023.pdf

abandoned vehicles. These FPNs are issued by authorised officers within the Council's Streets and Open Spaces service. The same authorised officers will continue to be responsible for issuing FPNs for offences related to littering, fly-tipping, household waste duty of care, flyposting, and graffiti.

- 3.15. The council's revised FPN powers will continue to be used as part of the package of enforcement options available in accordance with the council's Corporate Enforcement Policy.
- 3.16. The council will continue not to accept payment by instalments or payment plans. due to the associated costs with administering such a system. Payment for FPNs can only be accepted by the council for the relevant amount (either full or discounted rate depending on the time since it was issued). However, in cases of extreme financial difficulties, officers will continue to have discretion to be able to extend the lower threshold payment period (subject to legal restrictions) and will work together with those issued FPNs to avoid prosecution where possible. To ensure that there is suitable time for cases to go to court, officers will be allowed to extend payment periods for cases of littering, and fly-tipping and household waste duty of care in such cases.
- 3.17. In the 2023 Anti-social Behaviour Action Plan, the government set out that it wanted councils to take a much tougher stance on these forms of environmental offence and therefore set out new upper limits for FPNs.
- 3.18. If the proposed levels recommended by officers are found to be too low, the council can increase them up to a maximum level at any point in the future.
- 3.19. Offenders do not have to accept an FPN offered to them (which discharges their liability to conviction for the offence), and the council cannot make anyone pay an FPN. There is no right of appeal to any FPNs, but offenders retain the right to not pay any FPN issued to them and can at any time (before making payment) opt to have their case heard through the court system.

Graffiti and flyposting

- 3.20. Graffiti is a low scale² problem within the city, it suffers from lots of small-scale tagging of street furniture and there have been no cases of enforcement officers having caught offenders 'in the act' within the city. Flyposting is also not a large-scale problem within the city, and it is exceedingly rare for enforcement officers to catch individuals 'in the act.'
- 3.21. Officers recommend that these FPNs remain at their current level and are not increased as none have been issued for graffiti in the last fifteen years, and none for flyposting since 2018. The current FPN level of £150 remains appropriate for both types of enforcement activity.
- 3.22. In the last year, enforcement officers have moved to using Community Protection Notices (CPNs) to deal with all types of illegal advertising (flyposting, banners, and estate agent boards³) as usually these offences have multiple offences over a short period of time (i.e., flyposting an entire road). Using a CPN enables officers to deal with the entire incident as such a notice that requires individuals to take action to prevent reoccurrence rather than penalise every single poster or tag from a certain day/event. Failure to comply with a CPN is an offence for which a FPN can be issued for each offence.
- 3.23. Community Protection FPN levels are also due for review under the 2023 Anti-Social Behaviour Action Plan and may have their maximum levels increased in 2024. Officers therefore recommend that FPNs for flyposting and graffiti are reviewed at the same time to ensure consistency across this work area.

Littering

- 3.24. Littering within the city is predominantly smoking related, in particular cigarette ends which are discarded by both pedestrians and those travelling in motor vehicles and these account for more an estimated 90% of littering FPNs issued by the council. FPNs are also issued for domestic and commercial litter up to the size of a single black sack. The council operates a zero-tolerance approach to litter and has done for many years.
- 3.25. FPNs for littering offences were introduced in 1990 at the flat rate of £10. This level was increased in 1996 to £25, and again in 2003 to £50. In

² There were 343 incidents of graffiti reported in 2022/23

³ CPNs for estate agent boards have been in place since 2017.

2005 authorities were given discretion to set the level of fixed penalties locally between £50 and £80, with a default of £75. The levels for fixed penalties for litter were increased by the Environmental Offences (Fixed Penalties) (England) Regulations 2017 to the current minimum, default, and maximum fixed penalty rates of £65, £100, and £150, respectively.⁴

3.26. The number of littering FPNs issued by the council is shown below:

Year	Maximum FPN level	Littering FPN (includes litter from a motor vehicle)	Domestic waste litter FPN	Commercial waste FPN
2011/12	£75	2	0	0
2012/13		15	0	0
2013/14		40	8	0
2014/15		22	12	1
2015/16		74	63	1
2016/17		213	42	2
2017/18		375	26	21
2018/19	£150	340	42	31
2019/20		392	63	31
2020/21		371	39	3
2021/22		64	69	1
2022/23		82	95	13

3.27. *“The estimated national cost of fly-tipping to England’s economy has risen from £209 million in 2015 to £392 million in 2018/19 and reports of fly-tipping have continued to rise. Street cleansing, including clearing up litter and fly-tipping, cost local authorities in England £743 million in 2021/22. Litter, graffiti, flyposting, and fly-tipping can also have a negative impact on amenity, people’s wellbeing, and pride in place. As such, these are issues which people deeply care about. The 2018 National rural crime survey found that 57% of respondents had witnessed fly-tipping, and the 2022 National Crime Survey showed that 27% of people say rubbish or litter lying around is a very or fairly big problem in their area. These figures show that more action needs to be taken to prevent people from committing these offences. Raising the available FPN upper limits reflects the increased severity with which government views these crimes and allows councils to take tougher action.”⁴*

⁴ https://www.legislation.gov.uk/ukxi/2023/770/pdfs/ukxiem_20230770_en_001.pdf

- 3.28. Officers recognise that littering has an impact on the environment and on the public perception of an area, often linked to the 'broken window theory' where visible signs of disorder can lead to further crime and anti-social behaviour in an area due to lack of enforcement and community pride and care. This is consistent with the council litter strategy consultation public survey⁵ which identifies that litter was seen as more of a significant issue in parks and open spaces where residents of the city identified it was an issue (54%).
- 3.29. It is appropriate to classify the size of waste that falls within this category of litter, and this should include any litter/waste up to and including a carrier bag of waste, and anything larger should be dealt with as fly-tipping.
- 3.30. Officers are therefore recommending that the FPN level for littering is increased to £225 (with a reduced payment of £135). This proposed increase is supported by the results of the litter strategy public survey⁵ completed within the city, where 71% of respondents agreed with up to a £2,500 court fine taken against those littering, and 90% agreeing with the use of FPNs for littering. The recently adopted council litter strategy⁶ also sets out a clear action point to continue with the council zero-tolerance approach to littering to issue FPNs.

Household waste duty of care

- 3.31. Under the Environmental Protection Act 1990, all occupiers of domestic properties are required to take reasonable measures to ensure that waste produced on their property is only transferred to an authorised person. An authorised person is defined in law and includes the council waste collection service (i.e.. bulky waste collection), a registered waste carrier (i.e., an authorised skip company) or an operator of a registered site (i.e., household waste recycling centre at Butt Lane). This reduces the risk of domestic waste ending up in the hands of those who would fly-tip it.
- 3.32. Nationally two thirds of fly-tipping incidents involve household waste⁷, often as a result of an individual breaching their duty of care to ensure their waste is taken away by an authorised carrier. The household waste

⁵ <https://democracy.cambridge.gov.uk/documents/s62200/Appendix C - Litter Strategy Consultation Public Survey Report.pdf>

⁶ <https://democracy.cambridge.gov.uk/documents/s62198/Appendix A - A Litter Strategy for Cambridge.pdf>

⁷ <https://www.gov.uk/government/consultations/reducing-crime-at-sites-handling-waste-and-introducing-fixed-penalties-for-waste-duty-of-care/outcome/government-response>

duty of care FPN is intended to reduce the flow of waste to those, who would go on to dispose of it illegally or fly-tip it. The FPN allows a more proportionate approach to enforcement, both for the council in costs of enforcement, and for householders in size of penalty and avoiding a criminal record.

3.33. Examples of where the household waste duty of care has been breached include (but is not limited to):

- a. Where fly-tipped waste can be traced back to an individual, who is found to have failed to take reasonable steps to ensure that they have transferred the waste to an authorised person.
- b. Where an unauthorised carrier is found to be carrying household waste that was directly transferred to them by the occupier of a domestic property; or
- c. Where an individual is found to have transferred their household waste to an unauthorised person, at a site that does not have a permit or exemption.

3.34. In all investigations of breaches of household waste duty of care, individuals are given the opportunity to demonstrate they took reasonable steps to determine the person that took their waste was authorised to do so. If fly-tipped waste is traced to an individual, and they are unable to identify who took their waste, or the carrier that they identify is unauthorised, then it is reasonable to believe they have not met their duty of care.

3.35. Examples of evidence which can be used to demonstrate an occupier of a domestic property meet their duty of care can include, but is not limited to:

- a. Details of business and of any vehicle used which can be linked to an authorised operator.
- b. A record of checks made, including operators' registration, permit or exemption number.
- c. A receipt for the transaction which includes the businesses details of a registered operator; or
- d. A copy of photograph of the carrier's waste license or site permit.

3.36. Within Cambridge there are a sizeable number of domestic waste cases investigated each year, and, of these, the majority contain evidence, or are witnessed and linked to suspects. Over the last two years, the number of cases investigated is as follows:

Year	Number of household waste cases investigated	Number of household duty of care FPNs issued
2021/22	835	23
2022/23	623	77

3.37. Officers are recommending that an increase is made to the household waste duty of care FPN in line with the lower level of the fly-tipping FPN sliding scale (i.e., £500 with a discounted level of £300). This recommendation is to ensure that the FPN levels remain consistent at the same level i.e., fly-tipping and breach of household waste duty of care are seen as equally harmful acts.

3.38. For the household waste duty of care FPNs there is no right of appeal (which is the case for the other environmental FPNs issued by the council). However, with the household waste duty of care FPN, there is the right to challenge the appropriateness of the enforcement; or to dispute the alleged offence. An alleged offender, issued an FPN, would be entitled to make representations, which the council will be required to consider, in conjunction with the evidence of the case. Any such representations would be considered in line with the council's Corporate Enforcement Policy. This process would remain in place with the changes made.

Fly-tipping

3.39. Fly-tipping in Cambridge remains a problem, despite the introduction and routine use of FPNs. The number of incidents of fly-tipping cleared by the council in the last two years has exceeded 2000 incidents each year, and the numbers of FPNs issued for small scale fly-tipping has increased, with a 91% payment rate, and only 3% of cases resulting in non-payment and cases subsequently passed for prosecution.

Year	Number of fly-tipped waste cleared by the council	Number of fly-tipping FPNs issued
2021/22	2283	37
2022/23	2188	87

3.40. The National Fly-Tipping Prevention Group sets out the fly-tipping responsibilities for local authorities and land managers and the

responsibility document says that “*Local councils are responsible for the clearing of all waste illegally dumped on relevant land and for the investigation of fly-tipping deposits less than 20m³, or accumulations of several small-scale tipping incidents (so would not include a pile of waste from a single large tipper truck (20 m³ / approximately 18 tonnes))*”⁸.

- 3.41. The FPNs that the council uses remain appropriate for small scale fly-tipping (up to and including a tipper truck – as per the above definition) rather than larger scale deposits which continue to be dealt with through the court system.
- 3.42. Therefore, given the large increase from the current FPN level to the new maximum level available, it is proposed that the below sliding scale is introduced for officers to use when issuing FPNs for small scale fly-tipping so that the penalty issued is according to the size of the waste that is dumped - a single black sack of waste is likely to not as impactful to the environment, nor as expensive to clear as a tipper load of waste and therefore the FPN levied should reflect this.

Size of waste	Proposed FPN level	Proposed discounted FPN level
A single bin bag up to four bin bags of controlled waste (household, industrial or commercial waste)	£500	£300
More than four bin bags up to the size of a large car boot (up to 0.5 m ³) or a two-seater sofa of controlled waste (household, industrial or commercial waste).	£700	£420
A pile of waste about the size of a small van up to 7.5 tonne tipper truck (0.5 to 10 m ³) of controlled waste (household, industrial or commercial waste)	£900	£540

⁸ <https://tacklingflytipping.com/Documents/NFTPG-CaseStudies/Fly-tipping-responsibilities-Guide-for-local-authorities-and-land-manage....pdf>)

3.43. To ensure that there is clarity, and the council can demonstrate fairness within the process a sliding scale will allow an FPN to be issued in line with the level of the offence. The sliding scale allows for maximum penalties to be issued for the most serious offences.

4. Implications

a) Financial Implications

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The use of FPNs has the potential of yielding a modest income. In accordance with the Environmental Protection Act 1990, FPN receipts will be used for the purpose of exercising functions to improve street cleanliness and enforcement of offences; it is not being regarded as an 'income generator'.

It is not envisaged that the revenue generated from the fines will be significant, but it will reduce the need to pursue costly prosecution in cases and enable a more flexible approach in dealing with specific offences.

b) Staffing Implications

The revision of the FPNs for environmental crimes will be achieved within existing resources.

c) Equality and Poverty Implications

An EQIA has been completed please see attached appendix A.

The impact on businesses, charities or voluntary bodies is expected to be positive, as these proposals should function as a deterrent to those committing environmental crime.

d) Net Zero Carbon, Climate Change and Environmental Implications

There are no adverse environmental implications. The revision of FPNs will continue to deliver a net positive climate change impact, through the reduction in environmental crime and associated additional vehicle movements required to clear and dispose of it.

A reduction in environmental crime will also deliver an increase in the quality of the local environment, a reduction in associated environmental pollution and contamination and associated improvements in public perception, health, civic pride, and inward investment.

e) Procurement Implications

No procurement is necessary for the revised FPNs. Any procurement involved in delivering the associated enforcement service will be undertaken in accordance with the procurement and financial regulations of the council.

f) Community Safety Implications

There are no adverse community safety implications.

g) Consultation and communication considerations

FPNs are an accepted means of discharging liability to deal with small scale environmental crime and have been used by the council, in accordance with national legislation and corporate policy, for more than 15 years.

As the proposed FPN level changes are made in accordance with legislation, no consultation is considered necessary.

The introduction of the new legislation and adopted penalty changes will be advertised to the wider city community through news releases, social and web media, and inclusion in future environmental campaigns.

The council departments and officers who will be responsible for the delivery of this enforcement procedure have been consulted.

5. Background papers

Background papers used in the preparation of this report:

- [2023 Anti-Social Behaviour Action Plan](https://assets.publishing.service.gov.uk/government/uploads/system/upl)
<https://assets.publishing.service.gov.uk/government/uploads/system/upl>

- [oads/attachment_data/file/1157028/Anti-social Behaviour Action Plan March 2023.pdf](#)
- Code of Practice for Litter and Refuse - Effective Enforcement https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1054015/Part_1A_-_Effective_enforcement.pdf
 - The Environmental Offences (Fixed Penalties) (Amendment) (England) Regulations 2023 - <https://www.legislation.gov.uk/uksi/2023/770/contents/made>
 - Explanatory Memorandum to the Environmental Offences (Fixed Penalties) (Amendment) (England) Regulations 2023 https://www.legislation.gov.uk/uksi/2023/770/pdfs/uksiem_20230770_en_001.pdf
 - Litter strategy - [https://democracy.cambridge.gov.uk/documents/s62198/Appendix A - A Litter Strategy for Cambridge.pdf](https://democracy.cambridge.gov.uk/documents/s62198/Appendix_A_-_A_Litter_Strategy_for_Cambridge.pdf)
 - Litter strategy consultation public survey report - [https://democracy.cambridge.gov.uk/documents/s62200/Appendix C - Litter Strategy Consultation Public Survey Report.pdf](https://democracy.cambridge.gov.uk/documents/s62200/Appendix_C_-_Litter_Strategy_Consultation_Public_Survey_Report.pdf)
 - National Fly-Tipping Prevention Group sets out the fly-tipping responsibilities for local authorities and land managers - <https://tacklingflytipping.com/Documents/NFTPG-CaseStudies/Fly-tipping-responsibilities-Guide-for-local-authorities-and-land-manage....pdf>
 - Council's Corporate Enforcement Policy - <https://www.cambridge.gov.uk/content/enforcement-policy>
 - Council Constitution - <https://www.cambridge.gov.uk/constitution>
 - The Unauthorised Deposit of Waste (Fixed Penalties) Regulations 2016 - <https://www.legislation.gov.uk/uksi/2016/334/contents>
 - The Environmental Offences (Fixed Penalties) (England) Regulations 2017 - <https://www.legislation.gov.uk/uksi/2017/1050/contents/made>
 - The Environmental Offences (Fixed Penalties) (England) Regulations 2017 - <http://www.legislation.gov.uk/uksi/2017/1050/contents/made>
 - Explanatory Memorandum to The Environmental Offences (Fixed Penalties) (England) Regulations 2017 http://www.legislation.gov.uk/uksi/2017/1050/pdfs/uksiem_20171050_en.pdf
 - Government consultation response to introducing waste duty of care FPNs - <https://www.gov.uk/government/consultations/reducing-crime-at-sites-handling-waste-and-introducing-fixed-penalties-for-waste-duty-of-care/outcome/government-response>

- Fixed penalty notices for small scale fly-tipping - [https://democracy.cambridge.gov.uk/documents/s34629/Environment Scrutiny Committee - Use of FPNs for Flytipping.pdf](https://democracy.cambridge.gov.uk/documents/s34629/Environment%20Scrutiny%20Committee%20-%20Use%20of%20FPNs%20for%20Flytipping.pdf)
- Introduction of fixed penalty notices for household waste duty of care - [https://democracy.cambridge.gov.uk/documents/s45545/Use of fixed penalty notices for breaches of household duty of care.pdf](https://democracy.cambridge.gov.uk/documents/s45545/Use%20of%20fixed%20penalty%20notices%20for%20breaches%20of%20household%20duty%20of%20care.pdf)
- Fixed penalty notice review 2018/19 - [https://democracy.cambridge.gov.uk/documents/s44777/FPNS Review Report.pdf](https://democracy.cambridge.gov.uk/documents/s44777/FPNS%20Review%20Report.pdf)

6. Appendices

Appendix A: EqIA – Review of fixed penalties 2023

7. Inspection of papers

To inspect the background papers or if you have a query on the report please contact Wendy Johnston, Community Engagement and Enforcement Manager, tel: 01223 - 458578, email: wendy.johnston@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 Kate Yerbury, Equality and Anti-Poverty Officer at equalities@cambridge.gov.uk or phone 01223 457046.

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

1. Title of strategy, policy, plan, project, contract or major change to your service
Review of fixed penalty notices 2023
2. Webpage link to full details of the strategy, policy, plan, project, contract or major change to your service (if available)
Agenda for Environment and Community Scrutiny Committee on Thursday, 5th October 2023, 6.00 pm - Cambridge Council
3. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?
New legislation to revise the fixed penalty notice (FPN) levels for environmental offences for littering, fly-tipping, household waste duty of care, flyposting and graffiti has come into force under The Environmental Offences (Fixed Penalties) (Amendment) (England) Regulations 2023 (legislation.gov.uk)
The council is seeking to increase the maximum fixed penalty notice levels for three offences (littering, household waste duty of care and flytipping) and to continue to give a discount of 40% for early payment (the process in line with all other council issued fixed penalty notices). The council is seeking to increase the payment period up to 28 days, and the early payment period to 14 days.

In 2016, FPNs were introduced by the council, as an alternative to prosecution, for small scale fly tipping, and in 2018 for household waste duty of care as an alternative to prosecution, diverting these cases away from the Magistrates and Crown courts. The council also adopted the FPN upper limit for littering in 2018 and it is proposed that the City Council also adopts increased limits for some of the environmental offences as detailed in the paper.

FPN's are an effective and visible way of dealing with low level environmental crime and will be supported by the public provided they are used sensibly, enforced even hand and are seen as a response to genuine problems.

The Council has already approved the use of FPNs as an alternative to prosecutions when dealing with other environmental crimes including litter, dog fouling, illegal advertising and abandoned vehicles. Income from FPN's has to be spent on functions related to cleansing such as litter picking as specified by legislation. It is not a means of generating income for other uses.

The revised fixed penalty notices will not be appropriate for operators in the waste management industry, repeat offenders or those responsible for large-scale fly tipping, or the fly tipping of hazardous waste. These types of offences will continue to be enforced by using existing prosecution powers.

It is envisaged that this new power will be used as part of the package of enforcement options available in accordance with the Council's adopted Enforcement Policy.

4. Responsible service

City Services: Streets and Open Spaces Operations

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):

Businesses operating in or around city, any tourists or individuals or visitors that travel through the city or land over which Cambridge City Council is responsible for within the administrative boundary of Cambridge.

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:

All council officers and external agencies who are involved with evidence gathering can be involved with fly tipping investigations, including but not limited to Cambridgeshire Police, Environment Agency, Cambridgeshire Fire and Rescue.

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

Not yet, due 5th October 2023 at the Environment and Community Scrutiny Committee

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?

None – this is a minor operational change to bring about changes in FPNs (similarly to 2016 and 2018 decisions) on amending the level. Please see section 10(j) for information relating to payment troubles that may be encountered.

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

There are no equality impacts specific to this protected characteristic

(b) Disability

The increased FPN levels will act to prevent littering, and fly-tipping and this might have a positive impact relating to disability: by preventing cluttering in public spaces and trip hazards.

(c) Gender reassignment

There are no equality impacts specific to this protected characteristic

(d) Marriage and civil partnership

There are no equality impacts specific to this protected characteristic

(e) Pregnancy and maternity

There are no equality impacts specific to this protected characteristic

(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.

There are no equality impacts specific to this protected characteristic

(g) Religion or belief

There are no equality impacts specific to this protected characteristic

(h) Sex

There are no equality impacts specific to this protected characteristic

(i) Sexual orientation

There are no equality impacts specific to this protected characteristic

(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).**

Data for similar offences of environmental offences do not hold records of any of the above characteristics, so it is not possible to quantify / consider how specific groups might or might not be affected in Cambridge.

All enforcement action is undertaken in accordance with the council's Corporate Enforcement Policy.

The revised fixed penalty notices will offer individuals and businesses the opportunity to pay a monetary fine, and in turn discharge their liability to prosecution (they will not end up with a criminal record). The continuation of fines with an option for an early repayment amount continues to offer a lower threshold that individuals and businesses can also take advantage of, reducing financial impacts. The extended payment period will allow offenders more flexibility to make arrangements to manage the financial impact. The council does not offer payment by instalments or payment plans. Payment for fixed penalties can only be accepted for the full amount. However, in cases of extreme financial difficulties, officers have discretion to be able to extend the lower threshold payment period (subject to legal restrictions) and will work together with those issued fixed penalties to avoid prosecution where possible.

Increased FPN levels may also act to reduce anti-social behaviour, where areas with litter and fly tipped waste can have impacts on area's presentation which may in turn have an impact on crime and anti-social behaviour levels (broken window effect). This could have an impact on any equality group more likely to be subjected to ASB.

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.)

As this is a minor change, no further amendments to the FPNs will be made. Individual cases will continue to be dealt with on a case-by-case basis where people end up with financial difficulties.

12. Do you have any additional comments?

All communication by the Streets and Open Spaces Operations team is undertaken in accordance with the [Service Standards](#) which details what customers can expect of us.

Usage and payment of FPNS will be monitored and the EqIA kept under review as required

13. Sign off

Name and job title of lead officer for this equality impact assessment: Wendy Johnston, Community Engagement and Enforcement Manager

Names and job titles of other assessment team members and people consulted: Helen Crowther, Equality and Anti-Poverty Officer

Date of EqIA sign off: 21/08/2023

Date of next review of the equalities impact assessment: As and when FPNs are next reviewed.

Date to be published on Cambridge City Council website: With committee papers for October 2023 committee.

All EqIAs need to be sent to the Equality and Anti-Poverty Officer at equalities@cambridge.gov.uk

Cambridge City Council

Record of Executive Decision

JOINT MATERIALS RECYCLING FACILITY SERVICES CONTRACT

Decision of: Councillor Moore, Executive Councillor, Climate Action and Environment

Reference: 23/URGENCY/E&C/13

Date of decision: 10/07/23

Date Published on website: 10/07/23

Decision Type: Key

Matters for Decision:

To agree that the Council is committed to the procurement and appointment of one or more Contractors, to deliver the joint Materials Recycling Facility (MRF) services for bulking, sorting, onward processing and sale of recyclable materials for all RECAP participating partners. To agree delegation to the Head of Shared Waste, GCSWS for the authorisation of the final Invitation to Tender (ITT), to award the contract, in consultation with the Portfolio Holder.

Why the Decision had to be made (and any alternative options):

Prior to publishing the procurement advert, the Councils participating in the joint procurement exercise are requested to authorise and show their commitment to the procurement of the joint Materials Recycling Facilities (MRF) services for bulking, sorting and onward processing and sale of recycling materials.

The Executive Councillor's decision:

To proceed with full commitment to the procurement exercise.

Reason for the decision:

Participating in the joint procurement exercise is likely to secure a more economically advantageous contract for the Council.

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

Report: GCSWS Mixed Recycling Procurement June 2023 Cambridge City

Conflict of interest: None.

Comments: No comments were received from Councillors.

RECAP Partnership Joint Materials Recycling Tender and Contract

1. This report seeks the agreement of the Shared Waste Head of Service, on behalf of Cambridge City Council, to undertake a joint procurement and award of Materials Recycling Facility (MRF) services for bulking, sorting, onward processing and sale of recyclable materials with other Recycling in Cambridgeshire and Peterborough (RECAP) partners.

Background

- 2.1. The RECAP Waste Partnership is a longstanding and effective partnership made up of all 7 authorities across Cambridgeshire and Peterborough.
- 2.2. Cambridge City Council, as part of Greater Cambridge Shared Waste Service (GCSWS), is currently party to a jointly procured contract, expiring August 2024, for sorting and onward sale of the blue bin recycling materials collected from domestic and commercial premises in Cambridge. The bulking and transfer services within the contract were not exercised by GCSWS due to the location of the MRF services being close to the GCSWS Operations Depot.
- 2.3. Working collaboratively and procuring jointly with other local authorities in this way has increased the financial benefits of the previous waste recycling contract due to the increased combined quantity of recyclable material presented to the market and therefore its potential value.
- 2.4. This best value approach can only be achieved by partners committing to a collective tender process at this stage and to award any subsequent contract on the basis of collective agreement.
- 2.5. It is proposed by the RECAP partners that Cambridgeshire County Council's Procurement Team will be used for the procurement process, acting on behalf of the partner authorities.
- 2.6. It is anticipated that any final contract would be awarded by March 2024.

3 Recommendations

- 3.1. **Agree that the Council is committed to the procurement and appointment of one or more Contractors, to deliver Joint Materials Recycling Facilities (MRF) services for bulking, sorting, onward processing and sale of recyclable materials for all RECAP participating partners.**
- 3.2. **Understand that the GCSWS Shared Waste Head of Service will have authorisation of the final Invitation to Tender (ITT), to award the contract, in consultation with the relevant Executive Cabinet Members.**
- 3.3. **Understand that the resulting contract will likely require an updated TEEP (Technically, Environmentally and Economically Practicable) assessment of the recycling service provision provided by GCSWS which will be presented following the first stages of the procurement exercise.**

4 BACKGROUND AND INTENDED OUTCOMES

- 4.1 The Recycling in Cambridgeshire and Peterborough (RECAP) Waste Partnership is made up of Fenland District Council, Cambridge City Council, Cambridgeshire County Council, East Cambridgeshire District Council, Huntingdonshire District Council, Peterborough City Council, South Cambridgeshire District Council.
- 4.2 Cambridgeshire County Council is a member of the Partnership and involved in this process, however it will not be party to this joint Materials Recycling Facility (MRF) procurement, as recyclate materials received by the County Council via its Household Waste Recycling centres are already dealt with through the existing PFI contract.
- 4.3 Critical to realising the potential benefits to the public purse that are expected from this joint procurement and collective offer of Partners' materials, is the need for all Partners to agree, in advance of the actual tender process itself, to present their respective recyclate materials to the market jointly and collaboratively, thereby securing greatest influence over best value in processing cost and potential income.
- 4.4 It is recommended that the Council makes a commitment to this Joint Procurement of services for bulking, sorting and onward processing and sale of recyclable materials with

relevant RECAP partners. This will commit the offering of all the recycle materials collected by GCSWS in Cambridge City, and each Partner Council, into common contracts across Cambridgeshire and Peterborough.

- 4.5 Current legislation requires that waste collection authorities not separately collecting prescribed recycling materials (paper, metal, plastic and glass) perform a Technically, environmentally and Economically Practicable Assessment (TEEP) to determine compliance with regulations. The anticipated changes in legislation and the provision of the contract will make a revised TEEP assessment necessary prior to September 2024.
- 4.6 TEEP Assessment - The Waste (England and Wales) (Amendment) Regulations 2012 impose a duty on waste collection authorities like South Cambridgeshire District Council when making arrangements for the collection of domestic and commercial waste to ensure that those arrangements are by way of separate collection, unless it is technically, environmentally and economically practicable (TEEP) to perform them otherwise.

5 REASONS FOR RECOMMENDATIONS

- 5.1 With anticipated changes in legislation and the increased value of recyclable materials as a resource, local authorities were previously incurring costs for services to bulk, sort and process such materials have been receiving an income - although it should be noted that the market for recyclable materials fluctuates and income is consequently volatile. Joint working in this area has been shown to increase financial benefits to local authorities, for example, by increasing the quantity of recyclable material presented to the marketplace and therefore its potential value. It can also remove duplication of effort depending on the partnership approach and benefits can be derived from combining learning and expertise.
- 5.2 The MRF procurement is intended to maximise existing volumes/materials with more materials moving into existing bins, where technically, economically, environmentally, and financially practicable.

6 CONSULTATION

- 6.1 The RECAP Board of elected Members monitors annual work streams, of which the Joint MRF Procurement is one.
- 6.2 Consultation was undertaken in December 2022 with a wide spectrum of the companies currently operating in the business of recycling, sorting, bulking and transportation of recyclable materials via a Soft Market Test process. This feedback will help inform the nature of the contract, the mix of materials within the recyclate basket (including likely impacts on values), the pricing mechanism and also quality requirements.
- 6.3 The Waste and Resources Action Programme (WRAP), a government funded advisory body, has also been consulted and involved in developing this approach to the marketplace, including provision of industry intelligence.

7 ALTERNATIVE OPTIONS CONSIDERED

- 7.1 Contracting independently of neighbouring authorities was deemed to be expensive and would not offer the economies of scale of a joint procurement.
- 7.2 There was investigation in relation to the legality of a continued extension to the current contract, but this was not deemed legal and the current contractor has made clear that their plant needs extensive investment thus prohibiting any short-term extension.

8 IMPLICATIONS

8.1 Legal Implications

- 8.1.1 The Council, at approving the ITT, will be agreeing to enter into the resulting contract with the preferred bidder from 01 September 2024 for a minimum period of 5 years, with the option to extend to a maximum of 10 years, albeit if other options are presented through the procurement process these will be considered.
- 8.1.2 Government has yet to clarify the details of Extended Producer Responsibility implications for local authorities from April 2024 which could place an increased burden on sampling at Material Recovery Facilities within the life of this contract.

8.2.3 The Government's Deposit Return Scheme, expected in England and Wales from October 2025, could have an impact upon the materials collected within this contract, however the market is aware of this and will respond.

8.2.4 Coming to the market whilst there is still some uncertainty around the Government's plans does create risk for potential bidders. Unfortunately the contract has been extended to the maximum of 10 years and all options have been explored. In light of this, the partnership authorities will use expert legal opinion to determine the most effective means of procuring the contract to ensure that bidders can have confidence in the contract they are bidding for.

9.2 Financial Implications

9.2.1 The existing contract, which was an initial five years, with a five-year extension, has provided security to GCSWS and the RECAP partners during some periods of real instability in the recycling materials markets and as a result somewhat protected the authorities from the increased costs seen elsewhere.

9.2.2 GCSWS annually processes approximately 28,000 tonnes of mixed dry recycling materials between domestic and commercial with a gate fee of £39.45 per tonne and the market supplement of an additional £11 per tonne. With an anticipated increased gate fee by RPI (capped at 3%), the current estimated gate fee costs annually will be approximately £1.1m plus market supplement and then the material rebate is deducted.

9.2.3 With the currently low levels of material values, the anticipated changes in legislation and increasing costs for contractors, we do not expect to see these levels in future contracts. The results of the soft market testing demonstrated that contractors are no longer willing to take the same level of risk related to market volatility and we should expect a different approach to gate fees and profit share from those in 2013/14. However, the procurement exercise utilising 'competitive dialogue' will enable a comprehensive development of the financial mechanism for the contract.

9.2.4 Defra has made a commitment through the Enhanced Producer Responsibilities (EPR) that from April 2024 producers will pay local authorities for collecting and treating packaging materials recycled which presents an additional income source for local authorities.

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S106 FUNDING ROUND FOR COMMUNITY FACILITIES AND INDOOR/OUTDOOR SPORTS FACILITIES

To:

Councillor Mairéad Healy, Executive Councillor for Communities
Environment & Community Scrutiny Committee 05/10/2023

Report by:

Suzanne Hemingway, Director, Communities Group
Tel: 01223 - 457353 Email: suzanne.hemingway@cambridge.gov.uk

Wards affected:

All

Key Decision

1. Executive Summary

- 1.1 The Council is running a S106 funding round in 2023/24, seeking grant applications from community groups, sports clubs and schools (as well as proposals from council services) of between £5,000-£30,000 for improving equipment and/or storage at sports venues or community buildings with meeting space in Cambridge. Nine eligible proposals (totalling around £125,000), received by early September 2023 and deliverable by April 2024, are recommended for approval.
- 1.2 This report also revisits a long-standing S106 project. Almost a decade ago, a £255,000 S106 grant was allocated for providing additional meeting space at East Barnwell Community Centre in Abbey ward. Plans for the project have changed significantly since then, so it is important to update the purposes for which the S106 funding allocation can be used. This case has also highlighted how the Council can strengthen its S106 management processes by adding precautionary measures to help make sure that generic S106 funds for community and outdoor/indoor sports facilities can be used locally and on time.

2. Recommendations

The Executive Councillor for Communities is recommended to:

- 2.1 allocate generic S106 funding from the relevant S106 contribution types, subject to business case approval and community use agreement (as appropriate), to the following project proposals:

	Project proposals	Amount	S106 type
a.	Jesus Green Lido: improved lighting within the facility	£36,000	Outdoor sports
b.	Nightingale Avenue Pavilion furnishings and equipment	£15,000 £2,500	Community facilities & Outdoor sports
c.	Chesterton Rec Pavilion: additional equipment	£10,950 £7,400	Outdoor sports & Community facilities
d.	Basketball court improvements at Coldham's Common	£7,200	Outdoor sports
e.	Football goal improvements at Cherry Hinton & Nightingale Avenue Rec Grounds and Coldham's Common	£13,500	Outdoor sports
f.	Netherhall Sports gym: grant to Cambridge Dive for specialist equipment for diving training	£9,050	Indoor sports
g.	Parkside Pool: new competition lane ropes & improved access to 1-metre diving board	£11,600	Indoor sports
h.	Parkside Pool: grant to City of Cambridge Swimming Club for additional storage	£5,000	Indoor sports
i.	The Meadows Community Centre: equipment for social events, also subject to approval from Environmental Health	£8,650	Community facilities

See section 4 and Appendices A and B for more details.

- 2.2 refocus the use of S106 funding allocated to the East Barnwell Community Centre project in 2013 so that the allocation could now support community facility improvements forming part of the East Barnwell redevelopment that is being overseen by the City Council as part of the Cambridge Investment Partnership (see paragraph 5.3); and
- 2.3 approve a new process whereby any generic S106 funds in the community facilities or outdoor sports or indoor sports categories that are within two years of the date by which they need to be used or contractually committed may be de-allocated from a project which is unlikely to deliver on time, so that they could be re-allocated to another relevant project (related to where the S106 contributions are from) which could make timely use of this funding (see paragraphs 6.1-6.3).

3. Background to S106 funding

- 3.1 S106 funds (or developer contributions) are payments from developers aimed at mitigating the impact of housing and other development. Every part of Cambridge has benefitted from new or improved facilities funded from such S106 contributions. See the Council's [Developer Contributions](#) web pages, including information about the S106 funding rounds and S106-funded projects (with an updated [photo gallery](#) of recent projects in each ward).
- 3.2 The Council's approach to managing S106 funding is summarised in the [overview](#) briefing note on these web pages. This explains:
 - a. the distinction between generic S106 funds (the focus of this funding round), which the Council used to collect, and specific S106 funds that the Council now secures from new major developments;
 - b. what the different S106 contribution types (e.g., community facilities, outdoor sports and indoor sports) can be used for; and
 - c. which S106 contributions are used to fund which projects. Local projects with a local impact (like community facilities) tend to be funded from generic S106 funds from the same ward and/or neighbouring wards also benefitting from the project. Meanwhile, sports facility improvements with a strategic impact tend to be funded from S106 funds arising from major developments in the same area of the city and/or other areas that also benefit.

- 3.3 Most generic S106 funds have now been allocated or spent: those generic S106 contributions that remain are unevenly spread across the city. For example, six wards (Arbury, Castle, Cherry Hinton, East Chesterton, Petersfield and Newnham) have no generic community facilities S106 funds left available to them¹.
- 3.4 The Council's generic S106 funding rounds over the last decade or so have helped to make sure that developer contributions are used on time for their intended purposes. The impact of the Coronavirus pandemic, which diverted the attention of both council officers and local community groups, has led to a bottleneck of generic S106 funds getting closer to the end of their time limits/shelf-lives² in 2024/25 and 2025/26. Despite this, it should still be possible for these remaining contributions to be used on time, with the help of the measures set out in this report.
- 3.5 In the October 2021 S106 funding report to this Committee, it was recognised that, for the community facilities, outdoor sports and indoor sports categories, parts of the city still had pockets of contributions available. This highlighted that arrangements for the next generic S106 funding round (taking place now) would need to be adapted so that these remaining generic S106 contributions could be allocated to relevant projects that could be delivered quickly. The Executive Councillor at the time agreed that this would focus on inviting applications from local community and sports groups for small-scale improvements to the equipment and furnishings at their facilities³, which could help them to provide additional benefit to their local communities.

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1. See the S106 funding availability analysis for community facilities, outdoor sport and indoor sport on page 4 of the 2023 S106 funding round [guidance](#).
 2. S106 funds are used within any expiry dates set by S106 agreements: these are often set as 10 years from the receipt of the contribution or final instalment (either to be spent or contractually committed by then). Where a contribution has a stipulated expiry date, this report refers to their 'time limits'. In other cases, where no expiry date is stipulated, the Council also aims to make appropriate use of contributions within 10 years of receipt: this report refers to their 'shelf-lives'.
 3. As remaining generic S106 funds for play area and open space improvements are confined to particular parts of the city, efforts to seek proposals for how they could be improved will focus on discussions with councillors in the relevant wards in autumn 2023. This reflects a decision taken by the former Executive Councillor responsible for these contribution types following a separate report to this Committee in October 2021.

- 3.6 Further analysis (see Table 1, below) has helped to clarify S106 time limits/shelf lives in 2024/25 in relation generic S106 funds under these categories. Work continues to review and manage S106 allocations & spend records, so these figures are subject to change. This report refers back to this analysis in Table 3 under paragraph 7.1.

Table 1: Unallocated S106 funds reaching limits in 2024/25⁴

S106 type	April-June 2024	July-Sept 2024	Oct-Dec 2024	Jan-Mar 2025
Community facilities	-	£26,000	£47,000	£103,000
Outdoor sports	£52,000	£22,000	£14,000	£1,000
Indoor sports	£14,000	£10,000	£100,000	£50,000

- 3.7 The 2023/24 funding round was launched in July 2023⁵ and is informed by the [guidance](#)⁶ for applicants, which can be found on the Council’s [S106 funding rounds](#) web page. The guidance explains that there are two application windows seeking:
- a. (First window): project proposals deliverable by 30 April 2024, based on applications submitted in early September 2023 (funding decisions to be made in October 2023);
 - b. (Second window): project proposals deliverable by 31 October 2024), with an application deadline of the end of 31 October 2023 (funding decisions to be made in January 2024).
- 3.8 Having two application windows should help those contributions with the most pressing ‘use by’ dates to be spent on time, while prospective grant applicants (e.g., community groups, sports clubs, schools) can be given more time to prepare their project proposals for delivery by October 2024. The 2023/24 S106 fund round for community facilities

4. This does not include some S106 contributions allocated to projects such as East Barnwell Community Centre improvements. (See Section 5).

5. Over 60 local organisations, in wards where S106 funding is available, have been notified about the latest funding round and further contact is being made.

6. This guidance summarises the key points of the 2023 funding round on page 1, highlights the selection criteria on pages 2-3, features the generic S106 funding availability analysis on page 4, provides advice to applicants on pages 5-9 (including a list of the application questions) and sets out the privacy notice on page 10.

and indoor/outdoor sports facilities is still on-going. Applications are still invited from those parts of the city where generic S106 funding for community facilities and indoor/outdoor sports facilities is still available. Further applications for eligible project proposals that can be completed by October 2024 will be reported to this committee in January 2024.

4. 2023/24 S106 funding round

- 4.1 The selection criteria for the 2023/24 funding round, set out in the guidance, are based on those that have been applied to previous S106 funding rounds, albeit adapted to reflect the type of applications now being targeted in the current round. In summary, proposals need to be:
- a. **eligible** for the S106 contribution types on offer in this funding round (i.e., community facilities and outdoor/indoor sports facilities); S106 funds cannot be used for repairs, maintenance, running costs or like-for-like replacements, nor for improvements to equipment and storage that have already been purchased or installed⁷;
 - b. **affordable** from the relevant S106 funds available which can be justified for spend on that sort of facility in that part of the city.
 - c. an **effective** and legitimate **use** of S106 funding. The proposals need to mitigate the impact of development (i.e., meeting increased needs for community meeting space or outdoor/indoor sports facilities arising from new housing) and provide additional benefit.
 - d. **accessible** in line with the Council's equalities and diversity policies. S106 small grant recipients will need to sign a legally binding community use agreement, undertaking to serve all parts of the community and to make their facilities (related to the small grant) available for wider community use/affordable hire for an agreed number of hours per week for a period of five years.
 - e. realistic, ready and **deliverable** within the implementation timescales set for projects in this S106 funding round.

The proposals submitted in the first application window have been assessed against these criteria.

7. S106 funding can only be used for projects where it is clear that they will come to fruition. It cannot be used for preparatory or design costs for projects that are not subsequently delivered.

- 4.2 Sixteen project proposals have been received in the first application window of the 2023/24 S106 funding round for community facilities and outdoor/indoor sports. These are summarised in Appendix A.

Table 2: Assessment of proposals in first application window: summary

Proposals primarily for	Recommended	Not recommended	Deferred
Community facilities	2	-	-
Outdoor sports	4	1	-
Indoor sports	4 ⁸	-	-
Other	-	3	2

- 4.3 The assessment of these proposals against the selection criteria can be found in Appendix B. Those that meet these criteria are featured in the recommendations for S106 funding in paragraph 2.1. There are, however, a number of applications that are not being recommended.
- a. Instead of proposals for providing high-spec football goalposts at Cherry Hinton Rec Ground (required by the local football club in their new league, but not for wider public use), the Council proposes to fund more standard sets of goalposts that would be available for the community - not just at Cherry Hinton Rec Ground but also at Nightingale Avenue Rec Ground and Coldham's Common.
 - b. Three proposals relate to play area or open space improvements, which fall outside the scope of this S106 funding round.
 - i. Shirley Community Primary School's application for improving its school playground: as the S106 play provision category focuses on public play areas owned or managed by the City Council, this proposal would not be eligible for those S106 funds either.
 - ii. Abbey People's application for a community garden on county council highways land in Abbey ward: please note also that the S106 informal open space category focuses on protected open spaces (set out in the City Council's Open Spaces & Recreation Strategy), which does not include such strips of highways land.

8. Two of the proposals for Parkside Pool, suggested by Council officers, have been combined into a single recommendation in paragraph 2.1g.

- iii. A proposal for improving water pressure for the King's Hedges splash pad, next to the play area: current indications are that there are no more 'play provision' S106 funds currently available in King's Hedges ward (and, indeed, most other wards in the city).
- c. Proposals have also been received for improving swimming pool machinery. These relate more to the 'swimming facilities' S106 contribution type. These will be deferred to the January 2024 committee report when the use of available funding in that other S106 contribution type can be considered more fully.

5. S106 funding for East Barnwell Community Centre

- 5.1 Whilst most of the Council's S106-funded projects are delivered within a couple or a few years of allocation, some can take a lot longer. The background to this case can be found in Appendix C. Whilst the complexity of large-scale developments is appreciated (particularly those for which developer contributions forms just one part of the overall funding), the Council still needs to make sure that all S106 contributions allocated to a project can be delivered on time.
- 5.2 Progress is now being made with the latest East Barnwell redevelopment proposals, in partnership with other organisations and the local community. The plans for the new community centre provide additional meeting spaces (e.g., three meeting rooms and pods for one-to-one meetings) that do not exist in the current centre. It is hoped that a planning application could be submitted soon and the development could come forward thereafter.
- 5.3 In this context, the basis on which the funding was allocated to the East Barnwell Community Centre in 2013 now needs updating because the latest proposals no longer refer to a grant agreement with the County Council or set out community meeting space in the same way. This is reflected in the wording of recommendation 2.2.
- 5.4 In spite of the uncertainty over this project, the Council has maintained a £255,000 S106 allocation so far. The contributions assigned to the project have been reprofiled frequently to give as much time as possible for the project to succeed: however, the scope for doing so has run out.

Over a fifth of the S106 allocations to this project are within two years of their time limits/shelf-lives. Despite all the progress made recently and the hope that the project will come to fruition and make use of the S106 allocations, there are no guarantees that the complexities associated with any development of this size will be resolved within that time.

6. S106 management processes

- 6.1 This case highlights a wider concern relating to those projects allocated S106 funding for which there is strong commitment but which take much longer than envisaged. Attempts to revise proposals to ensure timely use of S106 funds can be resisted as this can be an emotive subject. There is a risk that such attempts could be put off for so long that there may not be enough time to make effective use of some S106 contributions before they reach their time limits/shelf-lives.
- 6.2 To mitigate this risk, paragraph 2.3 recommends a new process making it easier to consider whether generic S106 funds⁹ getting within two years of time limits/shelf lives, which are allocated to projects taking too long to deliver, could be spent more easily and effectively on time by being re-allocated to another relevant/local project.
- a. A two-year threshold is suggested because, prior to this S106 funding round, the Council has focused on allocating generic S106 funds to projects that could be delivered within 18 months to 2 years.
 - b. This new process does not mean that generic S106 contributions reaching this threshold would automatically be de-allocated from a project. However, it would enable officers to take this step where doing so would reduce the risk of some generic S106 contributions running out of time and no longer being available.
 - c. This process could be incorporated into the Council's existing project management procedures. Cases relating to possible de-allocation and re-allocation of such time-limited contributions assigned to delayed projects could be considered as a change control request by the Council's S106 Monitoring Board.

9. This recommendation relates to the community facilities and outdoor/indoor sports S106 contribution types. A similar recommendation will be presented to the Executive Councillor responsible for the play provision and informal open space contribution types in the next S106 report to him, scheduled for January 2024.

- 6.3 Officers are mindful of concerns from ward councillors about the possibility of generic S106 funds being seen to be ‘taken away’ from their ward. It is important to put this in the context of the Council’s approach to the use of S106 contributions (see paragraph 3.2c).
- a. If generic S106 contributions getting within two years of their time limits/shelf lives did need to be re-allocated to another project that could be delivered on time, it would be to a relevant project which would still provide a clear relationship between where in the city the S106 funding comes from and where it is spent.
 - b. Whilst it is appreciated that de-allocating S106 funding from one project to another relevant one (reducing the amount of S106 funding available for the original project) may be difficult, it would be less difficult than the alternative.

7. Implications

- 7.1 **Financial implications:** If S106 funds cannot be used for their intended purposes on time, developers could ask for unspent amounts to be returned. This report’s recommendations help to mitigate that risk. Paragraph 2.1 sets out nine projects which could deliver around £125,000 of S106 spend by April 2023. Table 3 compares this expected spend with the amounts of S106 funds with time limits/shelf lives, which formed part of Table 1 under paragraph 3.6.

Table 3: Unallocated S106 funds reaching limits in April-Sept 2024 compared to expected spend on projects recommended in Section 2.

<i>The figures in the table are rounded.</i>		Time-limited funds	
S106 type	Expected spend by April 2024	April-June 2024	July-Sept 2024
Community facilities	£31,000	-	£26,000
Outdoor sports	£70,000	£52,000	£22,000
Indoor sports	£25,000	£14,000	£10,000

- 7.2 Table 3 comes with a caveat that the use of S106 funding is more nuanced than this table suggests and needs to take account of the points made in paragraph 3.2.

- a. For example, the £31,000 or so of community facilities generic S106 spend needs to be taken from relevant wards. The £26,000 shown under the 'July-Sept 2024' column is from Abbey ward and has September 2024 time-limits.
- b. This £26,000 will need to be spent on a community facility project(s) in/or near to Abbey ward (the precise amount may change subject to on-going review and management of S106 allocations and spend).
- c. Efforts to find relevant projects for the generic S106 funding available will continue through the second window of the current S106 funding round, to be reported to this Committee in January 2024. In the meantime, proposals for equipment and storage improvements within community buildings in Abbey ward that have community meeting space would be particularly welcomed by the end of October 2023.

7.3 **Staffing implications:** This S106 funding round is being managed within existing resources by the Sports and Recreation team in the Communities Group. Other managers (including officers on the S106 Monitoring Board) are involved to ensure that S106 selection criteria and project management requirements are being applied consistently and that advice is sought from relevant services (e.g., on potential noise or light pollution risks arising from project proposals).

7.4 **Implications re: equality & poverty; net zero carbon, climate change & the environment; procurement; and community safety:** An initial impact assessment has been undertaken as part of checking the application forms against the selection criteria. This has not revealed any particular equalities and poverty implications. It is worth noting, however, that the proposed permanent LED lighting for Jesus Green Lido would replace the current temporary non-LED lighting and could contribute to improved energy efficiency.

- a. A further impact assessment of projects allocated S106 funding will be carried out as part of the completion of business cases by council officers once S106 funding awards have been confirmed.
- b. Any S106 funding that is delivered via a grant to a community group, sports club or school will require a 5-year community use agreement. This will include an undertaking from grant recipients that facilities supported by an S106 small grant will serve all parts of the

community, regardless of age, disability, gender reassignment, marriage & civil partnership, pregnancy and maternity, race, religion & belief, sex and sexual orientation.

- c. The community use agreements will also stipulate that, if a grant recipient ceases to operate within the 5-year period, equipment funded by a S106 small grant would become the property of the City Council, to help make it possible for the on-going community benefit to continue.

8. Consultation and communication considerations

- 8.1 The S106 funding round application form includes a question about the consultation and engagement that has already been undertaken in relation to the proposals. In most of the applications received within the first window, consultation has already been carried out and has identified support and enthusiasm from users of the facilities. Once the Executive Councillor has made her decision on the recommendations, officers will consider (as part of the business case process) whether any further consultation is necessary.
- 8.2 The emphasis of this S106 funding round (particularly with the second application window) is on seeking grant applications from local organisations. As well as targeted contacts with community groups, sports clubs and schools in those parts of the city where the relevant generic S106 funds are still available, the round has been publicised via the Council's [Developer Contributions](#) web pages and news releases. Councillors have also been made aware via their weekly bulletin.

9. Background papers

Background papers used in the preparation of this report:

- S106 small grants for community & sports facility improvements: 2023 funding round [guidance](#).
- Report to Environment and Community Scrutiny Committee on “2021 S106 funding Round: Community Services” on 7/10/2021.
- Report to Environment and Community Scrutiny Committee on “2021 S106 funding Round: Open Spaces and Play Areas” on 7/10/2021.

- Report to Community Services Scrutiny Committee on “S106 Community Facilities fund: update and way forward” on 18/1/2018.
- Report to Community Services Scrutiny Committee on “Use of Generic S106 Contributions (Communities)” on 30/6/2016.
- Report to East Area Committee on “Developer Contributions Devolved Decision-Making: second priority-setting round” on 28/11/2013.
- Applications received during the first application window of the 2023 S106 funding round for community facilities and outdoor/indoor sports

10. Appendices

Appendix A: Summary of proposals received in first application window

Appendix B: Assessment of proposals received against the selection criteria for this S106 funding round

Appendix C: Background to the community facilities S106 funding allocation for the East Barnwell Community Centre project

11. Inspection of papers

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

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Appendix A:

Summary of proposals received in first application window

Those proposals that are recommended for S106 funding highlighted in bold.

	FACILITY	PROPOSAL SUMMARY
A	Jesus Green Lido	In-house proposal to install permanent LED lighting (including directional lights on columns) to enable use of the lido throughout the year (£36,000).
B	Nightingale Avenue Rec Pavilion	In-house proposals (£17,500) for new equipment (e.g., tables, table trolley, chairs, cutlery, hot water dispenser & small kitchen appliances).
C	Chesterton Rec Ground Pavilion	In-house proposals (£18,350) for a security roller shutter in front of the sports pavilion's glass doors, plus community meeting space equipment.
D	Coldham's Common basketball	In-house proposal (£7,200) for new basketball posts and hoops at Coldham's Common basketball court.
E	Cherry Hinton Recreation Ground goalposts	Grant application from Cherry Hinton Football Club for new full size adult goals for Cherry Hinton Rec Ground to meet high-level football league match-day requirements (no clear costs provided).
F	New goalposts for community use (three locations)	In-house proposal (£13,500) for four new sets of goalposts for community use ¹⁰ at Cherry Hinton Rec (one set for '11 v 11' matches for over-16s), Nightingale Avenue Rec (one set for '9 v 9' matches for over 12s) and Coldham's Common (two sets, one '9 v 9' and the other '11 v 11').
G	Netherhall Sports Centre gym	Grant application from Cambridge Dive for installing specialist equipment (wall bars, protection mats and air twisting rig & belt) to safely teach more advanced diving techniques (£9,050).
H	Parkside Pools¹¹	In-house proposal for providing new competition lane ropes at Parkside Pools (£6,500).

10. As well as being used on matchdays and training sessions, these goals can be used for party bookings and for informal use in between times (the netted goals can be locked together in opposite directions to allow for informal kick-about use).

11. Recommendation 1.2g combines proposals H and I.

	FACILITY	PROPOSAL SUMMARY
I	Parkside Pools	In-house proposal for improving access to the 1-metre diving board with railings and more gradual steps (to give those learning to dive more confidence) (£5,100).
J	Parkside Pools	Grant application from City of Cambridge Swimming Club (£5,000) for additional storage at the rear of the swimming pool to house competition equipment.
K	Meadows Community Centre	In-house proposal (c£8,600) for increasing kitchen worktop/cupboard space and purchasing equipment to allow the centre to cater for larger numbers of users and evening events. Includes proposal for sound bars for meeting rooms.

Proposals L-N do not relate to the community & sport facilities contribution types which are the focus of this current S106 funding round.

L	Shirley CP School	Grant application from the school for £7,000 for reinstating play equipment in the playground.
M	King's Hedges splash pad	Proposal from current service provider for improving mains water supply to enable improvements to current splash pad features.
N	Community Garden in Abbey ward	Grant application from Abbey People seeking £30,000 for a community garden installation at the corner of Barnwell Road and Rawlyn Road.



Proposals O-P from the Council's current leisure service provider, Greenwich Leisure limited (GLL),¹² relate more to the S106 contribution types for swimming pool (including plant) improvements.

	FACILITY	PROPOSAL SUMMARY
O	Parkside Pools UV unit	Proposal to install UV unit to the main pool and teaching pools, plus a hypolyser electro-chlorination system (a safer alternative to the use of hazardous chemicals).
P	King's Hedges Learner Pool	Proposal from current service provider for hydrotherapy improvements.

12. Swimming pool users would continue to benefit from these proposals beyond the current leisure service contract, which ends in April 2026.

Appendix B

Assessment of proposals received against selection criteria

	Applicants received have been assessed by officers against the Council's S106 selection criteria (see paragraph 4.1 and the funding round guidance).	Eligible	Affordable	Effective use	Accessible	Deliverable	Recommend?
	Proposals at:	Assessment against criteria					
A	Jesus Green Lido	✓	✓	✓	✓	✓	Yes
B	Nightingale Ave Rec Pavilion	✓	✓	✓	✓	✓	Yes
C	Chesterton Rec Pavilion	✓	✓	✓	✓	✓	Yes
D	Coldham's Common basketball	✓	✓	✓	✓	✓	Yes
E	Cherry Hinton Rec goals	✓	_13	✓	✗	✓	No
F	Goal post sets for community use (three locations)	✓	✓	✓	✓	✓	Yes
G	Netherhall Sports Centre gym (diving training equipment)	✓	✓	✓	✓	✓	Yes
H	Parkside Pools (competition lane ropes ropes)	✓	✓	✓	✓	✓	Yes
I	Parkside Pools (improved access to 1m diving board)	✓	✓	✓	✓	✓	Yes
J	Parkside Pools (more storage for competition equipment)	✓	✓	✓	✓	✓	Yes
K	Meadows Community Centre	✓	✓	?	✓	✓	Yes ¹⁴
L	Shirley CP School	✗					No
M	King's Hedges splash pad	✗					No
N	Community Garden (Abbey)	✗					No
O	Parkside Pools		✓	✓	✓	✓	Defer
P	King's Hedges Learner Pool		✓	✓	✓	✓	Defer

Key:  denotes 'swimming pool facilities' S106 contribution type

13. Clear cost information not provided.

14. S106 funding for this application is subject to approval from Environmental Health.

Background to the S106 funding allocation for the East Barnwell Community Centre project

- C1. In November 2013, the East Area Committee allocated £255,000 of community facilities generic S106 funds towards proposals to develop phase 1 of improvements to East Barnwell Community Centre on Newmarket Road. This would be based on a grant to the County Council to deliver the project. A key feature of the proposals was 100m² of additional meeting space, as dedicated youth space.
- C2. The project proposals have gone through a number of iterations. In June 2016, a report to the Community Services Scrutiny Committee highlighted that the proposals had not progressed to the business case stage. As agreed, officers alerted the intended grant recipient that the S106 funding might be cancelled unless good progress was made.
- C3. A further report to the same scrutiny committee in January 2018 provided an update that that it was hoped that a planning application might be submitted soon. The then Executive Councillor confirmed the S106 funding allocation, subject to planning permission, business case approval and community use agreement.
- C4. In October 2021, the S106 (Community Services) report to the Environment and Community Scrutiny Committee noted proposals for an additional community meeting room in a new East Barnwell Centre. It highlighted that if sufficient progress could not be made, the next S106 funding round (now taking place in 2023/24) may need to consider options for re-allocating some or all of the S106 funding to other projects so that long-standing S106 contributions could be used in a timely way.
- C5. Since then, proposals are being developed by the City Council, with the Cambridge Investment Partnership, for the East Barnwell redevelopment, including a new community facility on the corner of Newmarket Road and Barnwell Road. Dialogue with the County Council continues as part of this process.
- C6. A Council news release in [January 2023](#) set out the latest proposals. In [September 2023](#), it was explained that a committee report had been postponed until November so that further work can be carried out on the detailed costs involved in this major project.

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Item

MICRO-MOBILITY MANAGEMENT

To:

Councillor Alice Gilderdale, Deputy Leader (Statutory) and Executive Councillor for Community Wealth Building and Community Safety

Environment & Community Scrutiny Committee

05/10/2023

Report by:

James Elms, Director of City Services

John Richards, Public Realm Engineering and Project Delivery Team Leader

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Non-Key Decision

1. Executive Summary

- 1.1 This report responds to the motion on two-wheeled electric vehicle use considered at the Council's Annual General Meeting held on 25 May, and updates on the multi-stakeholder work continuing to improve on difficulties experienced.

2. Recommendations

The Executive Councillor is recommended to:

- a) Note the work undertaken thus far on this topic;
- b) Support further engagement work with stakeholders

3. Background

- 3.1 At its Annual General Meeting on 25 May 2023 Council considered a motion (13a) from Councillor Levien on the use of new two-wheeled electric scooters and mopeds. This motion outlined a number of difficulties being experienced as a consequence of poor behaviour by riders of these new forms of micro-mobility, and called on the Council to take a more pro-active role in their management.
- 3.2 Council resolved (by 33 votes to 0) that:

Council notes:

1. The rapid expansion in the use of novel, primarily electrically powered, two-wheeled vehicles, many of significant size and weight and capable of high speeds;
2. That this innovation, used responsibly, has the welcome potential to broaden travel opportunities;
3. The need to tackle growing antisocial use of these vehicles on Cambridge's roads, shared use paths, public spaces and footpaths, risking safety – particularly that of elderly and disabled people;
4. That apart from those vehicles expressly licensed by the Combined Authority, some of these types of vehicle remain illegal to use on public highways, and that as a result of little government regulation of these vehicles, there's a lack of clarity over their status;
5. That a large number of electric moped drivers are workers of food and other delivery companies, working on zero-hours or other insecure contracts in a gig economy which does little to ensure good working conditions for employees, and that these drivers are therefore incentivised to cut corners in the interest of speed as a result of this model.

Council believes:

A national regulatory approach needs urgently to be put in place to enable responsible use in appropriate places of vehicle classes assessed to be safe, and to prevent irresponsible use, empowering local authorities and the police to enforce accordingly.

Council welcomes:

That in the meantime the Council has commenced a three-way partnership with Cambridgeshire Police and the County Council to tackle the misuse of these vehicles in public places.

Council resolves:

1. To request a report to the Environment and Community Scrutiny Committee within the next 6 months on the progress of the three-way partnership, identifying means by which the city council and partners might take this forward, exercising influence over, and potentially co-ordinating, the best use of existing powers in a concerted fashion to mitigate the adverse, and channel the positive effects of the phenomenon, including but not limited to engagement with:
 - The Police on the use of existing enforcement powers;
 - Highways and Trading Standards at the County Council;
 - The city council's own services with responsibility for public open spaces, (building on the recent initiative for 'Respect' signage on Midsummer Common), environmental enforcement and community safety;
 - The Combined Authority as local sponsor of the Voi licensed pilot in Cambridge
 - Delivery companies whose services utilise the novel vehicles
 - Interest groups in the city representing established users of spaces now also used by novel vehicles.

2. To instruct the Chief Executive to write to the relevant government minister (copying in the city's MPs, the CPCA Mayor, the PCC and the LGA) in order to:
 1. Request the urgent creation of a national regulatory framework for the novel vehicles, which recognises the need for controls over safety and anti-social use and empowers local authorities and the Police to take effective enforcement action;
 2. Express the Council's concerns about the impact of the gig economy model on this issue and seek measures which also address that.

4. The Council's Role and Involvement

- 4.1 Council welcomed the motion outlining the concern of members and communities, noting various questions previously to Council, Scrutiny and Area Committees on this topic. Clearly micro-mobility offers great potential to enhance people's everyday travel choices in towns and cities and help tackle climate change, but irresponsible and unsafe use by some undermines public confidence and support.
- 4.2 In order to gain a better understanding of the potential benefits the Government has commissioned a number of e-scooter public hire trials across the UK, including here in Cambridge. The use of any other mechanically propelled scooters on public roads, cycle facilities and footways is, currently, against the law and can be reported to the Police. Whilst such machines can be purchased without difficulty, they should only be used on private land with the landowner's permission.
- 4.3 Addressing the issue of anti-social and unlawful use of various forms of micro-mobility is a complex matter that involves many organisations such as the City Council, County Council, Police, Cambridgeshire and Peterborough Combined Authority, Office of the Police and Crime Commissioner, businesses, and community interest groups – all with different roles and jurisdictions. In order to provide reassurance, in late 2022 the Council initiated and led a multi-partner stakeholder working group to review areas of current difficulty, and to seek to identify potential mitigations where practicable. To date this work has already secured:
- Public engagement over community policing priorities, including direct dialogue with fast-food delivery providers and targeted enforcement activity against persistent offenders at known 'hot-spots'
 - Agreement and funding to trial signing promoting responsible behaviour on Midsummer Common – a multi-use green space with several paths crossing and an area of reported regular conflict between users.
 - Support for a countywide public information campaign focusing on the use of scooters and the law, similar to that undertaken elsewhere around the UK, and most likely to be led by the Cambridgeshire road safety Vision Zero Partnership, and Police.
 - Continuing liaison with and input to the national e-scooter trials being undertaken on behalf of the Department for Transport (DfT). Within Cambridgeshire and Peterborough this is being led by the Combined Authority and operator Voi.

- 4.4 At the end of 2022 the Combined Authority agreed to further extend their current contract with Voi for public e-scooter/ e-bike rentals until 31 May 2024, under new provisions by Government/ DfT. This is one of 24 such trials introduced nationally from 2020 through 11 different operators. DfT wished to allow more time to monitor and appraise the effectiveness of the existing trials, and also allow time to bring forward new legislation for a new vehicle category covering the use of low speed zero emission vehicles (LZEV) on public roads.
- 4.5 In taking this decision the Combined Authority recognised that such schemes provide a valuable addition to the urban transport scene that not only encourages a move away from polluting alternatives but expands convenience, encourages economic activity and – in particular through the ‘Voi for All’ scheme - offers affordable personal mobility to those without other transport choices and/ or on low incomes. Such schemes include a strict geo-fenced operational area with automatically mandated ‘no ride’ and ‘slow speed’ areas where necessary, along with advice and checks on user’s ability and eligibility to ride safely, with penalties including prohibition for poor behaviour.
- 4.6 All Voi units in the trial display clear number plates to help identify riders, with a maximum operating speed of 12mph for e-scooters and 15mph for e-bikes. The operational cap on e-scooter numbers is currently set at 850 units. DfT has recently agreed to expand the trial’s operational area to necklace settlements to the north of Cambridge (including Eddington, Girton, Histon, Impington and Milton) but without any increase in fleet size. This should help ensure that density within busy and congested areas of the city can be kept within manageable limits. Council officers will continue to work closely with partners to ensure the scheme continues to provide a good level of public service with appropriate safeguards.
- 4.7 Primary legislation to create a new Low speed Zero Emission Vehicle (LZEV) category would sit alongside those already in existence for Pedal Cycles, Electrically Assisted Pedal Cycles (EAPCs), Motor Vehicles, and Invalid Carriages. This broadly defined category would create a new flexible regulatory space for micro-mobility. Government is expected to use secondary legislation to decide which vehicles are placed into this category on a case-by-case basis, with e-scooters likely being classified as LZEVs first.
- 4.8 All subsequent rental schemes, including bike-share (such as Ofo and MoBike previously in Cambridge), e-bikes and e-scooters, would be

delivered through new licensing powers granted to transport authorities via this new secondary legislation. New powers for enforcing schemes would also be included, with licenses clearly setting out the standard conditions and requirements to be met.

- 4.9 Government has yet to set a timeline for this legislative process but, given the scope of the work and pressures on parliamentary time, it is not expected to be until 2024/ 25 and quite possibly later. This being the case it is entirely conceivable that powers will be extended to local transport authorities to continue with their existing trials beyond May 2024 where they wish to do so.
- 4.10 The following web links provide helpful information on the current legislative framework. Forms of 'e-moped', provided they are equipped with propelling pedals, are classed as Electrically Assisted Pedal Cycles (EAPCs) and, consequently, do not require number plates, direction and stopping indicators, licensing, tax, insurance nor an MOT.

[Electrically assisted pedal cycles \(EAPCs\) in Great Britain: information sheet - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/115122/eapc-information-sheet.pdf)

[Electric bikes: licensing, tax and insurance - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/115122/electric-bikes-licensing-tax-and-insurance.pdf)

5. Update on Further Engagement Work, and Next Steps

- 5.1 The multi-stakeholder working group convened by the Council last met in early Spring 2023 and, following changes in organisational structures and personnel over the summer months, a further meeting is planned in the Autumn.
- 5.2 Council officers continue to meet regularly with colleagues from the Combined Authority, County Council, operator Voi and the Police to review the current e-scooter and e-bike rental trial. Voi have arranged two meetings (May and September 2023) also involving Cam Sight and the Cambridge branch of the RNIB, to better understand some of their concerns first hand.
- 5.3 A number of rental parking hubs have been reviewed in response to user and community feedback, with e-scooter racks trialed at several city centre locations to improve parking tidiness. Voi have also stepped up their controls to limit access to their service for those ineligible, to ensure

that riders are aware of where they can and shouldn't ride and to penalise or prohibit users that demonstrate repeated poor behaviour.

- 5.4 Voi, along with other rental operators across the UK and local authorities participating in trials, have written to the Prime Minister urging for timely assurances around Government's commitment to micro-mobility, including legislation that would regulate minimum safety standards and provide rental operating security beyond the current trial end date. Council officers have also been invited by Combined Authority colleagues to attend a meeting with DfT officials in early Autumn for an update on the broader national trials taking place, and where it is hoped there will be further clarity around future plans.
- 5.5 The Police continue to engage with the fast food and other delivery sector users of two-wheeled electric vehicles and are undertaking an extensive public information campaign throughout October 2023 advising of the legalities around their use.
- 5.6 The trial scheme to introduce signs raising awareness and promoting respectful behaviour on Midsummer Common is now agreed and the work ordered, which it is hoped will be completed during the Autumn. Some 23 path surface mounted signs will be installed at all entrances to the common and locations where paths cross.
- 5.7 Council officers have reviewed the legal basis for restrictions on the riding of pedal cycles in some open green spaces including Christ's Pieces, which date back many decades, and concluded that unfortunately this is insufficient for direct enforcement action to be taken against offenders at the present time. Voi units however are prevented from operating on the Pieces since it is excluded from the geo-fenced area.
- 5.8 A letter has been prepared for the Council's Chief Executive to send to The Right Hon Jesse Norman, MP, Minister of State (Decarbonisation and Technology), requesting an update on Government's plans to address current difficulties being experienced and highlighted in the motion to Council's AGM in May, along with a timeline for bringing forward new LZEV legislation. This will be sent following the Scrutiny meeting to include any new points that emerge from the discussion.
- 5.9 Officers have discussed with Combined Authority and County Council colleagues, and Voi, the potential for holding a further all-member briefing when there is further clarity around future plans. Voi have also offered to supplement this with a tour of their Cambridge depot where members

would be able to experience their operation first hand, and try the e-scooters and e-bikes for themselves should they wish to.

6. Implications

a) Equality and Poverty Implications

E-bikes, e-scooters and e-mopeds all provide additional transport options for residents, workers and visitors to Cambridge, enhancing personal mobility and reducing reliance on private motor vehicles. The rental trial being provided by operator Voi until the end of May 2024 offers a number of flexible pricing options to best suit user requirements, including the 'Voi for All' discount scheme for those on low incomes. Voi engage regularly and closely with local equalities groups, including the RNIB, to ensure their operation takes account of diverse needs.

b) Net Zero Carbon, Climate Change and Environmental Implications

Approaching 2.5m journeys have been made on Voi rental e-scooters and e-bikes since the trial scheme commenced in October 2020. Surveys undertaken by the operator suggest that approximately one-third of these would have previously been made by private motor vehicles.

c) Procurement Implications

There are no procurement implications for the Council.

d) Community Safety Implications

Enhancing personal mobility, particularly in active and sustainable ways, can make a very positive contribution towards fostering increased pride of place and community cohesion.

e) Consultation and communication considerations

There are presently no implications for the Council.

7 Background papers

Background papers used in the preparation of this report:

Council Annual General Meeting 25/05/2023 – minutes (Ref 23/33/CNLa)

8 Appendices

None.

9 Inspection of papers

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

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