



## Cambridge City Council Housing Scrutiny Committee

**Date:** Tuesday, 19 September 2023

**Time:** 5.30 pm

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

**Contact:** [democratic.services@cambridge.gov.uk](mailto:democratic.services@cambridge.gov.uk), tel:01223 457000

### Agenda

- 1 Apologies
- 2 Declarations of Interest
- 3 Minutes (Pages 7 - 22)
- 4 Petition - Protect the residents of Ekin Road estate  
A petition has been received containing over 50 valid signatures stating the following:

#### Statement:

We the undersigned petition the council revise its approach to the Ekin Road development project, in order to properly assess the impact of the current proposal options on the wellbeing of its current residents.

#### Justification:

After two very difficult years of covid lockdowns and restrictions, and now a significant cost-of-living crisis, many residents of the Ekin Road estate are already suffering immensely. The Council must understand this suffering, and whether any of the proposals for the estate will further damage the wellbeing of residents, BEFORE proceeding with any other development investigation. The health and wellbeing of residents should not come second to administrative matters such as planning permission or financing of the project. We are not here to serve our Council; our Council is here to serve us, the people of Cambridge.

In light of this, and in reference to the options presented to residents in March 2023 (a summary of which can be found at <https://ekinroad.co.uk/wp-content/uploads/2023/03/Meeting-presentation-March.pdf> ), we ask that the Council carry out the following:

1. To urgently review the current proposals for the development of the Ekin Road estate on the basis that there has still been no study carried out on the impact of such proposals on the wellbeing and mental health of all residents concerned.
2. To conduct a full and comprehensive study of all estate residents to ascertain what harms or benefits will come to them as a result of each proposal for the estate, before any further investigative work is carried out.
3. To temporarily shelve all proposals that involve the demolition of any structures on the estate and instead fully investigate refurbishment options first and foremost. This is on the basis that most demolition proposals involve the complete, unnecessary, and wanton destruction of perfectly good family homes which residents, some of whom have lived there for more than 60 years, have no desire to leave.

It is the view of the undersigned that the Council might consider dismissing altogether any proposals for the Ekin Road estate that involve the destruction of any semi-detached family homes, as several would either need to be forcibly acquired from freeholders who strongly oppose any such acquisition, or involve the eviction of long-term council tenants who strongly oppose losing their homes.

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

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

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

- 6 Update on Options Appraisal work At Ekin Road Estate (Pages 23 - 100)

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

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

- 7 Compliance Report (Pages 101 - 108)
- 8 Local Government & Social Care Ombudsman (Pages 109 -

**Part 2: To be taken by the Chair of the Committee****Decisions for the Executive Councillor for Housing and Homelessness**

- |     |  |                      |
|-----|--|----------------------|
| 9   | Update on New Build Council Housing Delivery   | (Pages 113 -<br>136) |
| 10  | Update Report on Development Scheme at Fanshawe Road<br>Appendices 1 and 2 to the report relates to information which following a public interest test the public is likely to be excluded by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 | (Pages 137 -<br>198) |
| 11  | Report on Proposed Section 106 Housing Acquisition   | (Pages 199 -<br>208) |
| 12  | Rooftop Development With Associated Retrofit to High Efficiency Standards  | (Pages 209 -<br>222) |
| 13  | To Note Decision Taken by the Executive Councillor for Housing and Homelessness  |                      |
| 13a | Local Authority Housing Fund Refugee Scheme Round 2 – Approval to deliver 2ND round humanitarian scheme accommodation through the 2022-32 new build housing programme, partly funded by Central Government   | (Pages 223 -<br>238) |

**Housing Scrutiny Committee Members:** Pounds (Chair), Robertson (Vice-Chair), Griffin, Holloway, Lee, Martinelli, Thittala Varkey, Tong and Wade

**Alternates:** Bennett, Levien, Porrer and Swift

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

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

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### Housing Scrutiny Committee

#### Terms of Reference

**A.** Overview and scrutiny of the strategic and other housing functions for which the Executive Councillor for Housing is responsible, including responsibility for the development of housing strategies and policies, tackling homelessness, the Council's housing responsibilities with regard to the private rented sector, bringing vacant homes back into use, the development of new homes and partnership working with other housing providers.

<b>B. Overview and scrutiny of functions relating to the management of the Council's housing stock.</b>
<b>C. To be the main discussion forum between the Council, its tenants and its leaseholders for all matters relating to the landlord function of Cambridge City Council.</b>
<b>Membership</b>
City Councillors (Such number as shall be decided by the Council from time to time)
Six elected tenants and leaseholders of Cambridge City Council of whom at least five shall be tenants of Cambridge City Council.
<b>Appointment of tenant and leaseholder members</b>
Tenant and leaseholder members shall be co-opted by the Scrutiny Committee following the procedure for election set out in the Overview and Scrutiny Procedure Rules in Part 4E.
<b>Voting</b>
Tenant and leaseholder members are voting members in respect of matters concerning the management of the Council's housing stock (Part 1 of the agenda.) Tenant and leaseholder members may contribute to discussion of other matters (Part 2 of the agenda) but shall not have a vote.
<b>Appointment of Chair</b>
The Chair of the Scrutiny Committee shall be appointed by the Council and be a councillor and shall chair Part 2. The Vice-chair shall be nominated by the elected tenants and leaseholders and shall chair Part 1 if present. If the Chair or Vice-chair is not present, a councillor shall be appointed as the Vice-chair for that meeting.
<b>Other matters relating to elected tenants and leaseholders</b>
These are set out in the Overview and Scrutiny Procedure Rules in Part 4E. They include information about the roles, responsibilities and training of tenant and leaseholder representatives, expenses and allowances, and the circumstances in which they may cease to be members of the Committee.

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**HOUSING SCRUTINY COMMITTEE**

20 June 2023

5.30 - 8.11 pm

**Present:** Councillors Pounds (Chair), Robertson (Vice-Chair), Griffin, Holloway, Martinelli, Tong, Thittala Varkey, Wade and Porrer

Executive Councillors: Bird (Executive Councillor for Housing and Homelessness)

Tenant/Leaseholder Representatives:

Agate (Tenant Representative), Best (Leaseholder Representative), Powell-Hardy (Tenant Representative) and Minns (Tenant Representative)

Also present (virtually) Tenant Representative: Christabella Amiteye

**Officers:**

Assistant Director, Assets and Property, leader Place Group: Dave Prinsep

Interim Assistant Director, Development, Place Group: Ben Binns

Director of Enterprise and Sustainable Development: Fiona Bryant

Property Compliance and Risk Manager: Renier Barnard

Committee Manager: Sarah Steed

Meeting Producer: Chris Connor

**Others Present:**

Director, City Services Group: James Elms

Head of Housing: David Greening

Interim Director, Communities Group: Suzanne Hemingway

Housing Services Manager – City Homes: Anna Hill

Assistant Head of Finance and Business Manager: Julia Hovells

**FOR THE INFORMATION OF THE COUNCIL**

**23/22/HSC Apologies**

Apologies were received from Councillor Lee and Councillor Porrer attended as alternate.

Tenant Representative Christabella Amiteye attended the meeting via Teams which meant that she could contribute to debate but could not vote on any of the agenda items.

**23/23/HSC Declarations of Interest**

No declarations of interest were made.

**23/24/HSC Minutes**

The minutes of the meeting held on 14 March 2023 were approved as a correct record subject to the removal of three Tenant Representative's names which had been included in error within the Executive Councillor attendance space at the top of the minutes. The minutes were signed by the Chair.

**23/25/HSC Appointment of Vice-Chair (Tenant/Leaseholder Rep) for 2023/24 and introduction of Tenant and Leaseholder Representatives**

Diana Minns was appointed Vice-Chair Tenant Representative for Municipal Year 2023/24.

Tributes were paid to Colin Stevens Tenant Representative who sadly passed away shortly after the last Housing Scrutiny Committee meeting.

The Committee were advised that Lulu Agate Tenant Representative would be stepping down from the Committee. David Greening thanked Lulu for her time, dedication and contributions she had made at Housing Scrutiny Committee meetings.

**23/26/HSC Petition - Save St Thomas's Play Park**

Three petitioner representatives spoke to the Committee setting out background information regarding St Thomas's Play Park.

Two members of the public attended the meeting and with the Chair's permission were permitted to comment on the petition. One spoke in support of the proposals and the second spoke against the proposals.

The Interim Assistant Director Development (Places Group) said the following in response to the petition and Members' questions:

- i. Noted that points had been raised regarding the provision of information as part of a freedom of information request. The Council was organising the provision of this information but as it related to anti-social behaviour care needed to be taken to redact personal information before the information was released.



- ii. A report had been taken to Housing Scrutiny Committee in September 2022 regarding proposed development at St Thomas. Garage tenants were written to ahead of that meeting to alert them to the Council's development proposals. Other engagements also took place including by telephone, email and in person on site, ahead of the voluntary pre-app consultation which took place in July 2022.
- iii. A lot of feedback had been submitted on the original development proposal, which proposed 11 homes and preserved the overall amount of public open space. Two options were provided for where the open space could be located.
- iv. The council was going to undertake a further consultation exercise in July 2023 on revised development proposals before a planning application was submitted. Noted that once an application was submitted a consultation exercise would be undertaken as part of the planning application process.
- v. Engagement was carried out with garage leaseholders and those in the immediate area of the proposed development (ie: those with gates on to the open space).

The Executive Councillor for Open Spaces and City Services responded:

- i. Thanked the Petitioners for attending the meeting.
- ii. Reassured the Petitioners that the proposals did not include the removal of the play park. Whilst the development would require equipment to be removed during construction the equipment would either be returned or replaced with new equipment.
- iii. Noted concerns about underinvestment in the play park and felt this would be an opportunity to bring in new equipment.
- iv. Noted that in the July 2022 consultation, the majority of residents felt development would enhance the local area. Noted there were concerns about there being 11 houses on the site. Officers took this away and revised the proposals for 7 houses on the site. The new proposals proposed the retention of 69% of the open space on site (2000sqm retained). The play park would be retained but may have to be relocated on the site.
- v. The green space was protected and recognised the importance of green space for the public. The remaining 31% of open space would be provided over the road at the eastern garages sites in the form of a new high quality community garden.
- vi. Noted next steps was a pre-application consultation, followed by a submission of a planning application which would include a consultation as part of that process. Noted that anyone who submitted written

representations would also be able to speak at a future Planning Committee.

- vii. Would be happy to meet with the Petitioners outside of the meeting to discuss their concerns.

The Executive Councillor for Housing and Homelessness said:

- i. Was familiar with the area as had previously lived close by to it.
- ii. Noted that the play park would be rejuvenated as part of the proposals.
- iii. The community would be involved in the proposed development of the community garden area.
- iv. Had attended the consultation event which took place July 2022.
- v. Noted that a formal decision on the development had not been taken.
- vi. Residents would be kept informed regarding the progress of the matter. Advised that residents could contact her to discuss the matter further.

### **23/27/HSC Public Questions**

Question 1.

- i. Resident of Ekin Road speaking to agenda item 11 'Update on new building council housing delivery'. Spoke on behalf of the 'Save Ekin Road' community group, which comprised over 60 people from Ekin Road.
- ii. Continued to oppose any proposals to demolish their estate.
- iii. Urged the Council to fully investigate and pursue an 'upgrade and refurbishment' plan.
- iv. Requested in March 2022 that a 2-stage timeline for the project was adopted. This had been outlined to residents, however felt communication with residents since then had been poor.
- v. The timeline and a list of options had been provided at the Liaison Group meeting on 16 March. The Ekin Road website was updated soon after, but residents were only written to on 14 June, 3 months later.
- vi. The last time residents were written to with project details was January, a 5 month gap. There was an undertaking to write to all residents again in April which did not happen.
- vii. Felt attempts to engage with officers was frustrating.
- viii. Wrote to the Council on 21 February, recommending maintenance and improvements for the estate.
- ix. Wrote again on 3 March, with questions about how the project might be carried out.

- x. Then wrote on 3 April, with questions about the project options presented in March. A response was not provided until 5 May.
- xi. Felt the Ekin Road information website was not a good or effective resource.
  - a. Documents were poorly labelled and difficult to find.
  - b. Hyperlinks were not clear.
  - c. Much of the information was now inconsistent or out of date.
  - d. Many residents were not internet-connected.
  - e. Often encountered residents who said they had no idea what was going on.
- xii. Asked the Council to:
  - a. write to all residents within a week of each liaison group meeting, or of any substantial progress milestones, informing them directly of key updates.
  - b. That in such letters it was made clear where on the Ekin Road website supporting material could be found, and specifies that residents may request paper copies sent out to them by calling a given number or writing to a given address.
  - c. To respond to project queries, from the community group or any resident, within 3 weeks of receipt.
  - d. Redesign the Ekin Road website to make it more useable and regularly review it.

The Interim Assistant Director Development responded:

- i. The upgrade and refurbishment of Ekin Road properties was one of the options which was being considered for the site.
- ii. Acknowledged that there had been a communications gap but noted that several questions had been raised which required input from a number of teams across the Council and the County Council. Also noted that a number of individuals had also raised questions. The Council tried to provide responses to questions as quickly as they could but some of the questions were complex and therefore took time to respond to.
- iii. There had been 21 incidences where residents had been written to, had a flyer sent to them or events had been held where residents could attend and ask questions. This did not include the 'Thursday events' being run with the Housing and Repair Teams.

- iv. Residents were able to contact the Development Team by email, in writing or by phone. Paper copies of documents could be made available to residents and copies were always provided in the Barnwell Library and Abbey People hub.
- v. Officers would try to respond to queries within 3 weeks of receipt of questions, but this would depend on the complexity and number of questions asked.
- vi. Was happy to discuss the issues raised regarding the Ekin Road website at the next Resident's Liaison Group.

Supplementary Question:

- i. Noted a reliance on the Ekin Road website to communicate with residents about the project. Advised that there were residents who were not internet connected and would not see updates posted there. Also noted that the website needed to be kept up to date.
- ii. Asked why residents had to wait until the liaison group meetings to raise issues / provide feedback as these took place every 3 - 4months.

The Interim Assistant Director Development responded:

- i. Letters would be sent to residents who were not internet enabled and paper copies of documents could be requested or viewed at the Barnwell Library and Abbey People Hub.
- ii. Responses to some queries took time because of the complexity of the issues. Officers would try to provide responses quicker where they were able to.

### **23/28/HSC E&F Compliance Update**

This item was chaired by Diana Minns (Vice-Chair Tenant Representative).

#### **Matter for Decision**

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

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

- i. Noted the progress of the compliance related work detailed within 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 Property Compliance and Risk Manager.

The Property Compliance and Risk Manager said the following in response to Members' questions:

- i. Noted Councillors' concerns about council properties that officers were unable to gain access to undertake gas /electrical inspections. Officers within the council were working together to improve meaningful engagement with tenants as appreciated the disruption that inspections could cause to tenants.
- ii. Confirmed that work had been undertaken with the Home Ownership Team to undertake some inspections of fire doors for leaseholders. Further work was also to be undertaken.

The Executive Councillor reassured members that further steps could be taken to gain entry to properties where tenants had refused access to ensure other tenants were safe where necessary. She also noted that tenants were required to allow access as part of their tenancy agreement with the council.

The Committee unanimously resolved to endorse the recommendation.

The Executive Councillor approved the recommendation.

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

No conflicts of interest were declared by the Executive Councillor.

**23/29/HSC Damp and Mould Self Assessment and Policy**

This item was chaired by Diana Minns (Vice-Chair Tenant Representative).

**Matter for Decision**

The Council completed a self-assessment against the Housing Ombudsman's recommendations from their spotlight report on Damp and Mould. A specific policy on managing damp and mould was drafted.

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

- i. Acknowledged the self-assessment and subsequent action plan.
- ii. Approved the Council's Damp and Mould Policy (as amended) that sets out the framework of activities and responsibilities in response to mould and damp reports and complaints.

### **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 Director of City Services.

The Director of City Services advised that an additional paragraph (set out below) was proposed to be added into the Policy as new paragraph 11 and then all subsequent paragraphs would be renumbered sequentially.

### **11. Leaseholders' Responsibilities**

Damp and mould can be caused by condensation and may adversely affect your health and your home. Whilst the Council is only responsible for the external building elements and structure of the building Leaseholders are requested to make sure that they take appropriate steps to prevent significant amounts of condensation that results in damp or mould growth. This preventive action includes:

- to adequately heat rooms – ideally between 18° and 21°C
- regularly check for any leaks, or faulty heating, windows, or extractor fans.
- To keep extractor fans uncovered.
- to keep their property well ventilated by keeping windows slightly open especially while cooking or bathing, ensuring that extractor fans are in working condition and vents are clean and left open.
- Leaseholders are asked that extractor fans are not turned off in kitchen & bathroom
- ensure windows vents and wall vents are not blocked or closed.

- the Council actively encourages leaseholder to take out household contents insurance, leaseholders are responsible for arranging adequate household contents insurance, to protect their home from damage caused by damp, mould, or condensation.

The Council has a responsibility in maintaining the structure of the building that may contain leasehold properties, in these instances there may be a shared responsibility for both leaseholder and the Council depending on the location and cause of the problem.

Leaseholders that have concerns can report this either by phone, report it on the repairs page [Request a repair for your council home - Cambridge City Council](#) or by emailing: [condensation@cambridge.gov.uk](mailto:condensation@cambridge.gov.uk). The Council Surveyor will make an inspection and discuss where the responsibilities lie.

The Committee unanimously resolved to endorse the amendment.

The Director of City Services said the following in response to Members' questions:

- i. Improvements to communication with tenants required a combination of active engagement (going out and speaking to people), online engagement and written engagement. Hoped to have a formal tenant engagement policy as soon as was practicable.
- ii. A private company had been engaged to respond to in-house treatments regarding damp and mould. Officers would no longer be required to redirect their time to damp and mould as this work was being covered by an external company.
- iii. The Environmental Health Team investigated complaints against private landlords (for example regarding overcrowding of housing) where issues were reported. Officers were looking to see how help could be provided to tenants to set up stronger engagement mechanisms for private tenants.
- iv. Damp, condensation and mould (DCM) work tended to reduce during the summer because of dryer, warmer weather. Work was currently being undertaken to proactively treat houses which had DCM. An education programme was also being run to try and assist tenants to know what to do in order to reduce the risk of DCM occurring. Housing Officers should also be checking for and reporting issues of DCM if these were observed during any property visits / inspections.
- v. Timescales for a surveyors visit to be undertaken within the DCM Repair Request Flowchart would be added.

- vi. Large national Housing Associations were unlikely to record data regarding DCM by Local Authority area. Asked Councillors, Tenant and Leaseholder Representatives to let the Council know if they became aware of any tenants (housing association / private tenants) who were having problems with DCM.

The Committee unanimously resolved to endorse the recommendations as amended.

The Executive Councillor approved the recommendations as amended.

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

No conflicts of interest were declared by the Executive Councillor.

### **23/30/HSC Leaseholder Income Management Policy Changes**

This item was chaired by Diana Minns (Vice-Chair Tenant Representative).

#### **Matter for Decision**

The report provided background information about how service charges were levied against the Council's Leaseholders and details the Council's statutory obligation to provide interest-bearing loans to Leaseholders.

The Leaseholder Income Management Policy had been updated to reflect the statutory rights Leaseholders have under legislation if they meet the criteria.

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

- i. Noted the Council's statutory obligation to provide Service Charge Loans to Leaseholders as detailed in the officer's report.
- ii. Approved the offer of retrospective loans to be offered to a limited number of Leaseholders who would have been entitled to a loan in previous years.
- iii. Approved the proposed amendments (as updated at Committee) to the Leaseholder Income Management Policy.

#### **Reason for the Decision**

As set out in the Officer's report.

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

Not applicable.



## Scrutiny Considerations

The Committee received a report from the Housing Services Manager (City Homes).

The Housing Services Manager (City Homes) proposed the following amendments to the Policy published in the agenda (additional text underlined and deleted text ~~struckthrough~~):

4.1 There are ~~three~~ potential options for paying charges:

- To pay the full amount within 14 days.
- To apply to pay by interest free monthly instalments over a period of up to 18 months.
- To apply for an interest bearing loan, subject to eligibility, with repayment terms of between 3 and 10 years, depending upon value.

Additional paragraph 4.4 and then renumbering of old paragraph 4.4 to 4.5 and 4.6.

4.2 Interest bearing loans are available to any leaseholder who has acquired their property directly from the Council in the 10 years leading up to the service charge demand notice. A leaseholder must pay an initial contribution, with the value reviewed annually, before a loan can be awarded. There is a minimum and maximum loan value applicable each year, and the term of the loan is between 3 and 10 years, dependent upon the loan value. These annual values can be requested at any time from the Home Ownership Team.

The Committee unanimously resolved to endorse the amendments to the Leaseholder Income Management Policy.

The Housing Services Manager (City Homes) and the Assistant Head of Finance and Business Manager said the following in response to Members' questions:

- i.If the changes to the Policy were approved, the five members of the public identified as being affected by the policy changes would be contacted in the next couple of weeks and offered a loan based on the changes outlined in the Policy. Information regarding leaseholder loans would also be included in future service charge letters.
- ii.Confirmed that the loans would be secured loans.

The Committee unanimously resolved to endorse the recommendations as amended.

The Executive Councillor approved the recommendations as amended.

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

No conflicts of interest were declared by the Executive Councillor.

### **23/31/HSC HRA Outturn Report 2022/23**

Recommendation i was chaired by Diana Minns (Vice Chair) and recommendation ii was chaired by Councillor Pounds.

### **Matter for Decision**

The report presented for the Housing Revenue Account (HRA)

- A summary of actual income and expenditure compared to the final budget for 2022/23 (outturn position).
- Revenue and capital budget variances with explanations
- Specific requests to carry forward funding available from both revenue and capital budget underspends into 2023/24
- A summary of housing debt which was written off during 2022/23.

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

- i. Approved carry forward requests totalling £334,670 in revenue funding from 2022/23 into 2023/24, as detailed in Appendix C of the officer's report.
- ii. Recommends to Council the approval of carry forward requests of £15,880,000 in HRA and General Fund Housing capital budgets and associated resources from 2022/23 into 2023/24 and beyond to fund re-phased net capital spending, as detailed in Appendix D of the officer's report and the associated notes to the appendix.

### **Reason for the Decision**

As set out in the Officer's report.

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

Not applicable.

## Scrutiny Considerations

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

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

- i. Delays had arisen in relation to the Water Conservation Project; these were due to delays in procuring the water analysis work and the implementation of the project as the Council had been unable to recruit a Corporate Energy Manager for over a year. The external consultant's report had now been completed. Staff in the teams were working up the pilot activity to implement work from the consultant's report.
- ii. A number of void properties had been returned to the Council which had required significant expenditure and had resulted in an overspend on repairs. With these particular properties the Council had to consider whether it was financially viable to cover the costs of the repairs or whether it was more prudent to sell the property. The tenancy audit programme should enable the Council to monitor the condition of properties and therefore reduce the number of voids returned in a poor condition. Officers needed to review whether to continue using sub-contractors to undertake housing repair work or whether this should be delivered in-house.
- iii. Sub-contractor capacity to undertake housing repairs should improve; delays had arisen due to a procurement exercise being undertaken. The incumbent contractor had been re-awarded the contract so service levels should return back to normal quicker than if a new contractor had been awarded the contract. Advised that there were still problems sourcing materials as a result of Brexit.
- iv. The Council struggled to recruit into certain roles where there was competition for similar roles in the private sector for example the Energy Manager Post.

The Committee resolved by (10 votes to 0 with 3 abstentions) to endorse recommendation i.

The Committee resolved by (6 votes to 0 with 3 abstentions) to endorse recommendation ii.

The Executive Councillor approved recommendations i and ii.

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

No conflicts of interest were declared by the Executive Councillor.

## **23/32/HSC Update on New Build Council Housing Delivery**

This item was chaired by Councillor Pounds (Chair).

### **Matter for Decision**

The report provided an update on the housing development programme.

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

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

### **Reason for the Decision**

As set out in the Officer's report.

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

Not applicable.

### **Scrutiny Considerations**

The Committee received a report from the Interim Assistant Director Development.

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

- i. Welcomed the work done regarding the provision of homes for Ukrainian refugees.
- ii. Requested that future reports provided information on wheelchair accessible homes by bedroom size.

The Interim Assistant Director Development said the following in response to Members' questions:

- i. The tables within the report showed the different stages the various housing developments were at. Agreed to work with councillors to see if different descriptions of the stages of development could be used, so that this information was more user friendly.
- ii. Archaeological investigations (referred to on p123 paragraph 6.3 of the agenda) were sometimes required as part of a planning application approval. Officers worked with the County Council's Archaeological Department and consultants to comply with any planning conditions regarding a site's archaeology.

The Committee unanimously resolved to endorse the recommendation.

The Executive Councillor approved the recommendation.

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

No conflicts of interest were declared by the Executive Councillor.

The meeting ended at 8.11 pm

**CHAIR**

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Item

## REPORT ON STAGE ONE OPTIONS APPRAISAL – EKIN ROAD

**To:**

Councillor Gerri Bird, Executive Councillor for Housing

Housing Scrutiny Committee 19/09/2023

**Report by:**

Jim Pollard, Senior Development Manager, Housing Development Agency

Tel: 01223 – 457924 email: jim.pollard@cambridge.gov.uk

**Wards affected:**

Abbey

### Key Decision

#### 1 Executive Summary

- 1.1 In September 2021 HSC received a report that Ekin Road had been identified as an area where estate regeneration is being actively considered. In September 2022 a report indicated that this work was going forward and that there would be further resident consultation.
- 1.2 A survey conducted in 2022 had 63 responses from 58 households (out of 122) and 77.5% strongly agreed or agreed in favour of redevelopment. Questions were raised about whether this was a fair reflection of opinion but the contacts to date do not indicate that it was significantly out of line with the views of residents. However, this is not regarded as definitive. The point of the options appraisal is to offer a clearer assessment of the options so that all residents on the estate can consider the outcome.
- 1.3 On 30<sup>th</sup> May 2023 Jones Lang Lasalle (JLL) were appointed to develop the options appraisal (Appendix 1). The Options Appraisal work has been divided into two stages.

**Stage 1 (June 2023 to September 2023)**

Evaluation of seven options by assessing each one, from a high-level strategic, economic and financial perspective. Each option was assessed against 11x 'critical success factors'.

**Stage 2 (September 2023 to June 2024)**

Detailed analysis to establish the preferred option for the estate from the short list of options. Resident engagement to collect feedback from all households.

1.4 This report brings forward the outcome of the Stage 1 work (Appendix 1). This was published on the website on 4<sup>th</sup> September and presented at an estate Liaison Group meeting the same day. The Liaison Group is open to all residents on the estate and a letter was sent to all residents informing them of the Liaison Group meeting and of the Housing Scrutiny Committee.

1.5 Options considered in Stage 1

- Option 1 – Do Nothing
- Option 2 – Retain the buildings in existing form and undertake essential repairs and retrofitting.
- Option 3- Partial Redevelopment involving the demolition of the flats only.
- Option 4 – Partial Redevelopment involving the retention of all houses.
- Option 5- Partial Redevelopment involving the retention of most of the houses.
- Option 6 – Partial Redevelopment involving retention of houses to the south and east.
- Option 7 – Full Redevelopment

1.6 Options to be carried forward to Stage 2

- Option 2 – Retain the buildings in existing form and undertake essential repairs and retrofitting.
- Option 6 – Partial Redevelopment involving retention of houses to the south and east.
- Option 7 – Full Redevelopment

1.7 The report also outlines the consultation work that has taken place to date and the consultation programme that is planned for stage 2. The following minimum arrangements have been announced, but this programme is developing:

**Individual appointment sessions:**

Thursday 5<sup>th</sup> October 1pm to 4pm

Tuesday 24<sup>th</sup> October 4pm to 7pm

Tuesday 14<sup>th</sup> November 10am to 1pm

**Next Liaison Group Meetings:**

Tuesday 5<sup>th</sup> December 2023

Monday 4<sup>th</sup> March 2024

Monday 3<sup>rd</sup> June 2024

1.8 The cost of the options appraisal is estimated at £300,000. Approval is sought for a budget, with this budget bid subject to approval in the forthcoming November 2023 Mid Term Financial Strategy.



## **2 Recommendations**

The Executive Councillor is recommended to:

- 2.1 Note the completion of Stage 1 of the options appraisal for Ekin Road.
- 2.2 Note the proposals for further consultation with residents in the course of Stage 2.
- 2.3 Approve the progress to Stage 2 of the options appraisal on the basis of the criteria and the options set out in the Stage 1 report.
- 2.4 Approve that a revenue budget of £300,000 be identified to support this further Stage 2 options appraisal work.

## **3 Methodology**

- 3.1 Jones Lang LaSalle (JLL) were instructed to undertake an options appraisal in two stages. The first stage includes an evaluation of seven options (see part 4) by assessing each from a high-level strategic, economic and financial perspective. Each option was assessed against 11 'critical success factors' (see Appendix 1)
- 3.2 As part of the strategic assessment JLL have assigned a RAG (red, amber, green) rating against each critical success factor for each option. This has also included an assessment of the carbon impacts. This methodology follows the methodology applied to the options appraisal for Hanover Court and Princess Court. The exception is the addition of a Health and Wellbeing criterion: "Assess each option's ability to improve the health and wellbeing of the residents, through providing open green spaces, accessibility, and healthy living environments, whilst also examining the impacts on the community."
- 3.3 Economic factors are considered through a cost-benefit analysis and financial factors are appraised through a high-level assessment of viability.
- 3.4 A more detailed analysis will be performed in stage 2 to establish the preferred option for the estate from the short list of options.

## **4 Configuration of estate**

4.1 Current Homes:

Type	Total	Council Tenancy	Leasehold / Freehold
Flats	72	62	10

Maisonettes	8	5	3
Bungalows	10	10	0
Houses	32	22	10

#### 4.2 Layout of estate

Green = Flats  
 Pink/Yellow = Maisonettes  
 Purple = Bungalows  
 Blue = Houses (Freehold)  
 Brown = Houses (Council Tenancy)



#### 5 Options considered.

- Option 1 – Do Nothing
- Option 2 – Retain the buildings in existing form and undertake essential repairs and retrofitting.
- Option 3- Partial Redevelopment involving the demolition of the flats only.
- Option 4 – Partial Redevelopment involving the retention of all houses.
- Option 5- Partial Redevelopment involving the retention of most of the houses.

- Option 6 – Partial Redevelopment involving retention of house to the south and east.
- Option 7 – Full Redevelopment

## **6 Options to be carried forward to Stage 2**

- Option 2 – Retain the buildings in existing form and undertake essential repairs and retrofitting.
- Option 6 – Partial Redevelopment involving retention of house to the south and east.
- Option 7 – Full Redevelopment

6.1 Based on the strategic analysis of each option as set out in the Options Analysis Report, JLL concluded that Option 1 is not viable due to the high number of red flags associated with the 'critical success factors'. Option 2 also produces minimal green flags.

6.2 It is clear that as the level of redevelopment increases throughout the remaining options, so does the associated improvements and thus green flags. Therefore Options 3 and 4 have some viability but this is limited due to the number of properties undeveloped and the unchanged estate layout.

6.3 There is overall a positive transformation of the estate for Options 5, 6 and 7, Option 7 producing the highest number of green flags.

## **7 Consultation**

7.1 The Consultation has taken the form of

- Liaison Group meetings to which all residents have been invited. These have been held in December, March and July, with a most recent meeting now having been held on 4<sup>th</sup> September 2023.
- Attendance has been limited but letters have been sent to the whole estate and the material presented has been placed on the website and lodged at the local library.
- Contact details have been provided to residents in all correspondence as to how the Council can be contacted to discuss individual or wider concerns. Council officers have been in contact with the majority of residents as a result.
- Tenancy audits undertaken by the estate Housing Officer, each involving an in-person visit to the household. The Housing Officer has met with contacted 60+ tenants as part of this process.
- Drop-in events (started on 27<sup>th</sup> July) at a local venue (the Abbey People Hub). This was poorly attended.

- Stall with further information (attended by the project team) at the Abbey People Big Lunch community event.
- Liaison with Save Ekin Road group.

7.2 The survey conducted in 2022 had 63 responses from 58 households (out of 122) and 77.5% strongly agreed or agreed in favour of redevelopment. Questions were raised about whether this was a fair reflection of opinion but the contacts to date do not indicate that it was significantly out of line with the views of residents. However, this is not regarded as definitive. The point of the options appraisal is to offer a clearer assessment of the options so that all residents on the estate can consider the outcome.

### Planned consultation

7.3 Following the HSC, one of the first steps will be to conduct a survey of all residents to gain an understanding of their viewpoints at this stage. This will be completed by the end of the November.

7.4 A more detailed analysis will be undertaken of options 2, 6 and 7 in order to establish the preferred option for the estate. The outcome of this work will be communicated with residents and there will be further consultation before a final report is submitted to the Council's Housing Scrutiny Committee in June 2024.

7.5 Individual appointments - the open drop-in sessions will be replaced with sessions offering confidential appointments. The first of these will take place on Thursday 21st September between 10am and 1pm at The Abbey People Hub, Barnwell Road. Further sessions will be on the following dates and times:

Thursday 5th October 1pm to 4pm  
 Tuesday 24th October 4pm to 7pm  
 Tuesday 14th November 10am to 1pm

7.6 If these dates are not suitable, then we will seek to offer residents another appointment at a mutually agreeable time either in person, at their home or by telephone.

7.7 Liaison Group Meeting - the next Liaison Group meetings are scheduled to take place on the following dates. Details of these meetings will be communicated with all residents in due course:

Tuesday 5th December 2023  
 Monday 4th March 2024  
 Monday 3rd June 2024

## **8 Decant**

- 8.1 It is not proposed to introduce decanting arrangements ahead of a decision to proceed with the scheme. A small number of right-to-buy properties have been repurchased and a small number of tenants have been rehoused from the estate. These changes have been part of the activity of the Council through its existing systems and not through special measures for Ekin Road.

## **9 Sustainability**

- 9.1 Sustainability is considered within the options appraisal and, as noted above, there is a particular focus on carbon implications.

## **10 Finance**

- 10.1 The cost of the options appraisal is estimated at £300,000. Approval is sought for a budget, with this budget bid subject to approval in the forthcoming November 2023 Mid Term Financial Strategy. These fees would be abortive should a firm scheme not be confirmed and will be accounted for as such across the Council's allowance for such works as detailed within HRA budgetary processes.

## **11 Implications**

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

The Council will deliver its role in the appraisal through the Housing Development Agency with support from other housing management, maintenance and finance teams.

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

An EQIA for this investigatory phase of the options appraisal has been completed and is attached in Appendix 2. This EQIA will evolve as work progresses.

### **(c) Environmental Implications**

The options appraisal considers carbon issues for each of the options. A redevelopment scheme will be considered against the Cambridge Sustainable Housing Design Guide.

A council Climate Change Rating Assessment will be completed as part of the final proposals.

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

The options appraisal is being delivered by Jones Lang Lasalle who have been appointed through the Crown Commercial Services framework.

(e) Community Safety Implications

Options will be considered taking into account existing factors and Secured by Design guidelines as set out within the City Councils Design Brief.

(f) Consultation and communication considerations

See above, part 7

There has also been consultation with Ward Councillors about the process.

**Risks**

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

	Probability	Impact		
Challenges to the options appraisal process – legal, political and community issues	4	4	16	Employ experienced consultants; secure legal advice.
Mould and condensation creating health risk esp. next winter. Delay in maintenance due to uncertainty	3	5	15	Maintenance have created a response team and have considered insulation works. Continue responsive repairs. Review planned maintenance to identify risks from delay.
Concentration of / demand for temporary accommodation. (Currently arises through purchases and normal voids.)	4	3	12	Monitor. Consider flexibility in use of vacant flats. Continue letting vacant flats but notify prospective tenants of redevelopment proposals.
Impacts of uncertainty and delay on residents – both those hoping to see redevelopment and those wishing to remain in their current homes.	2	5	10	Clear timescale for residents. Liaison with affected individuals. Purchases and transfers where appropriate and possible.
Lack of engagement with some residents and other groups dominating meetings and staff time	3	3	9	Conduct engagement exercises outside Liaison Group. Engage external consultants with JLL to support process.

**12 Background papers**

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

22/46/HSC: Report on Proposed Development - East Barnwell

## **13 Appendices**

Appendix 1 – Jones Lang Lasalle Options Appraisal  
Appendix 2 - EQIA

## **14 Inspection of papers**

To inspect the background papers or if you have a query on the report please contact Jim Pollard, Housing Development Agency, tel: 01223 457924, email: [jim.pollard@cambridge.gov.uk](mailto:jim.pollard@cambridge.gov.uk)

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# *Options Analysis*

**Cambridge City Council**

Ekin Road

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## **2 EXECUTIVE SUMMARY**

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### **2.1 Introduction and project background**

The Ekin Road Estate is situated within the area of East Barnwell in Cambridge where residential, retail, educational and industrial uses are all within proximity of the site. The site comprises of 122 existing homes in the form of flats, bungalows, maisonettes, and houses. In their current form, the estate is in a fair condition, benefitting from some essential maintenance works<sup>1</sup>. However, the buildings do not meet the current standards that are applied to new developments with many of the units having ongoing maintenance issues and some having structural concerns.

In 2021, Cambridge City Council informed residents of a review into the condition of the Ekin Road Estate to understand the issues affecting leaseholders and tenants of which it was concluded Ekin Road was identified as an estate to be considered for redevelopment in a report presented at the City Council's Housing Scrutiny Committee in September 2021. Since then, the Council has been exploring potential options for the estate and in June 2022 began a resident engagement process.

### **2.2 The Case for Change**

The 122 existing homes in their current form require improvements as the estate is currently classified as being in a fair condition but there are ongoing maintenance issues and aspects of noncompliance with new build regulations for sustainability, accessibility and health and safety. Therefore, there are a number of key factors which are driving the case for changes. These are outlined further in the report.

### **2.3 The Options Assessed**

The following seven options have been considered for the site as part of this options appraisal:

- Option 1 – Do Nothing
- Option 2 – Retain the buildings in existing form and undertake essential repairs and retrofitting
- Option 3 – Partial Redevelopment involving the demolition of the flats only
- Option 4 – Partial Redevelopment involving the retention of all houses
- Option 5 – Partial Redevelopment involving the retention of most of the houses
- Option 6 – Partial Redevelopment involving retention of house to the south and east

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<sup>1</sup> Potter Raper Options Appraisals Report (August 2020)

- Option 7 – Full Redevelopment

Please see Appendix C for BPTW's design development for the high-level design options.

## 2.4 Options appraisal methodology

Seven long-listed options were presented for appraisal and the following methodology has been used to evaluate these options to identify the short-listed options:

- **Strategic Alignment** sets out the key Council policies specifically related to residential properties and incorporates these into a set of Critical Success Factors ("CSF"). Also, upon examining the Council's Sustainable Housing Design Guide, an additional CSF has been added to assess the health and wellbeing improvement. The CSFs for each option have been qualitatively appraised and a rating of either Green (Good), Amber (Acceptable) or Red (Unacceptable) has been provided.
- **Financial Performance** outlines the key assumptions that will be used to deliver the Financial Evaluation as part of phase 2.
- **Economic Evaluation** evaluates the broader social and economic benefits of the options using a Benefits Cost Ratio.

This methodology is part of a two staged approach with the above being part of phase 1. In phase 2, a more detailed analysis will be performed from a strategic, economic, and financial perspective to establish the preferred option for the estate from the short list of options.

## 2.5 Evaluation outcomes

### 2.5.1 Strategic Alignment

Within the Strategic Alignment Assessment, the case for change and alignment of the project to the Council's strategic vision has been set out by creating Critical Success Factors ("CSF") against which each option has been evaluated. When analysing alignment to the CSFs, it is clear that the number of red flags was too high for Option 1 - Do Nothing to be considered viable so therefore Option 1 was excluded. Option 2 - Essential Repairs and Retrofitting became the new base case for comparison. However, this option was not viable given the 2 red flags and 8 amber flags which discounted the 1 green flag produced. Option 3 - Partial Redevelopment (demolition of the flats only) has 2 of the CSFs being classified as red flags and 7 amber flags. Each of the other partial redevelopment options (options 4-6) provide varying degrees of improvements with all having no red flags. The number of CSFs classified as green flags increases with the level of redevelopment. Therefore, Option 4 has minimal viability as it fails to provide satisfactory house gain, new useable outdoor space and placemaking. Options 5 and 6 both exhibit strong improvements with a high

number of green flags. Although, at this stage, it is clear Option 6 is more viable given the greater ability to alter the estate layout to provide stronger placemaking and increased development capacity. Option 7 – Full Redevelopment ticks the most boxes out of the CSF's compared to all other options with no potential red flags and only 1 amber flag.

### **2.5.2 Financial Performance**

The Financial Performance appraisal incorporates a detailed set of financial models that align with a set of agreed assumptions. In phase 1, which results in the short listing of viable options, we have not performed detailed financial modelling, but rather document the high-level assumptions from which the detailed financial analysis is conducted as part of phase 2.

## **2.6 Economic Evaluation**

The outcome of the Benefits Cost Ratio reflects there are three key themes of benefits:

- Economic,
- Environmental
- Social

Each of these benefit themes have beneficiaries of the all economy and public purse. It shows compared to the base case (Option 2), there is a positive outcome in terms of benefits from all examined options. However, the greater levels of benefits were provided from options containing higher levels of redevelopment as there is more opportunity to provision improvements on the estate. Therefore, at this stage, it appears Option 7 - Full Redevelopment should provide the most benefits.

## **2.7 Conclusion**

Considering the options against the high-level Strategic Alignment, Financial Performance and Economic Evaluation, the recommendation is to proceed with further exploring options 6 and 7 for the estate, given their alignment with the CSFs and the strong levels of qualitative and quantitative benefits provided long-term. To include Option 1 would preserve the anti-social prone layout of the estate, maintain the condensation related mould inducing environments in units and provide no additional housing to the local market. Therefore, Option 1 – Do Nothing must be excluded, and Option 2 must become the revised base case. Option 2 is the minimum the Council should do on the estate to maintain the current standard of the buildings and improve energy performance, though this is still financially unviable and may require the need to decant residents.

Options 3-5 are not able to successfully maximise the opportunities for improved housing capacity, condition and quality of homes and estate layout given the constraints of infill development. There is the opportunity to provide significant positive transformations to the estate with Option 6. This option has been short-listed as it can positively transform the estate whilst preserving a small number of the houses meaning there is an

ability to provide improved placemaking from the change in the estate layout and house gain by maximizing the space and capacity. Option 7 has also been short-listed as through fully redeveloping all properties, significant living conditions improvements across all buildings on the estate can be guaranteed as well as larger house gains and strong operating carbon buildings. However, it must be noted options 6 and 7 will require decanting of the residents which may impact their health and wellbeing in terms of the stress and uncertainty associated with temporary relocation during the redevelopment. While this is an implication the Council tries to avoid if at all possible<sup>2</sup>, in order to provide the desired long-term improvements across the whole estate, decanting to allow for redevelopment is required.

At this stage, it appears Option 7 has the strongest alignment to the CSFs and the highest number of benefits with options 6 also exhibiting a strong position. Option 2 remains under consideration as the revised base case. Therefore, Options 2, 6 and 7 are the short-listed options that require further exploration in phase 2.

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<sup>2</sup> Cambridge City Council, Decant Policy

## **3 STRATEGIC ALIGNMENT**

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### **3.1 Strategic context**

#### **3.1.1 The property**

The units are located in Cambridge, a major regional centre with good road and rail access into London, the Midlands and the North and is within proximity of Stansted Airport. Cambridge is best known for its university and colleges with approximately 25,000 students forming part of the 145,700 population. Cambridge is continuing to grow rapidly, and housing is in high demand.

The Ekin Road Estate is situated within the area of East Barnwell with residential, retail, educational and industrial uses all within proximity of the site. The existing estate comprises of six flat blocks each containing 12 flats as well as 32 semi-detached houses, 10 bungalows and 8 maisonettes. In total there are 122 units built in the typical 1950s-1970s style. The flat blocks located on Ekin Road are all purpose-built three-storey blocks with flats on each level, accessed either side of two access cores. The buildings are 'Easiform' non-traditional cavity wall construction made with either precast or insitu concrete panels. The 32 two-storey semi-detached houses and 10 single-storey bungalows, are both c.1950 construction with traditional cavity walls and fair faced brickwork. The maisonettes are two-storey purpose-built flat blocks constructed c.1970's with traditional cavity walls, fair faced brickwork and concrete floor slabs. Vehicle access to the estate is via a single road from the north (Keynes Road) which leads onto Ekin Road. Properties line either side of the loop road to form a square in the centre. The current estate configuration provides several designated parking areas and private gardens.





To the east of the estate is Ditton Road which consists of private houses that border the site to form the boundary. To the south there are commercial buildings and to the west is Wadloes Road which is lined with a wide grassed verge and public footpath with two-storey properties across the road.

The estate is located 2.9 miles away from the city centre. The area is a large neighbourhood to the northeast of the city. Key features of the area include the Cambridge United Football ground, Coldham's Common, Cambridge City Cemetery, the Abbey Leisure Complex, and various light industrial areas.

### 3.1.2 The case for change

The 122 units on the Ekin Road Estate in their current form and layout require improvements. There are several key factors that are driving the case for change. These are outlined below.

In August 2020, Cambridge City Council conducted an initial option appraisal regarding the future of the Ekin Road Estate whereby the current condition and suitable options regarding maintenance requirements were outlined. There was also a possibility for energy reducing measures and redevelopment of the estate.

As of August 2023, the tenure of the estate comprised of<sup>3</sup>:

Leasehold	Tenanted	Freehold
15	97	10

<sup>3</sup> Cambridge City Council, Ekin Road Tenure Data

The Potter Raper Report identified all the building typologies on the estate are in a fair standard and have an anticipated remaining life of in excess of 30 years if maintained to their present standard<sup>4</sup>.

There will be a requirement to carry out day-to-day repairs and planned replacements of elements which have reached the end of their serviceable life. This will be a cost to the Council and leaseholders depending on the tenure but it is required in order to maintain the buildings at their current condition. However, structural issues to the rear of the flats as well as their poor thermal integrity and potential degradation of the structural frame from the effects of carbonation means the flat blocks require considerable investment to ensure a life span similar to those of the houses<sup>5</sup>. Any work areas must be checked for possible asbestos. All flat blocks have asbestos containing materials that are in good condition but some require encapsulation or removal of asbestos if affected by proposed works<sup>6</sup>.

### 3.1.2.1 Fire Safety Concerns

In addition to maintenance concerns, there are fire safety concerns in that the buildings on the estate have a tolerable risk. In the Fire Risk Assessments there are a total of five risk levels ranging from Trivial Risk to Intolerable Risk. Tolerable Risk ranks number two on the scale. Tolerable Risk is defined by the Fire Risk Assessments as requiring no major additional fire precautions required<sup>7</sup>. However, there might be a need for reasonably practicable improvements that involve minor or limited cost.

Fire Risk Assessments, conducted in November and December 2022, identified the following concerns<sup>8</sup>:

Assessed Properties	Risk Grading	Impacted Sections
1-4 & 5-8 Ekin Walk	<b>Tolerable Risk</b>	Housekeeping, Means of Escape and Measures to limit fire spread and development
5-7B & 9-11B Ekin Road	<b>Tolerable Risk</b>	Arson, Housekeeping, Means of Escape and Measures to limit fire spread and development.
18-20B & 22-24B Ekin Road	<b>Tolerable Risk</b>	Arson, Housekeeping, Means of Escape and Measures to limit fire spread and development.

<sup>4</sup> Potter Raper Options Appraisals Report (August 2020)

<sup>5</sup> Potter Raper Options Appraisals Report (August 2020)

<sup>6</sup> ADF Environmental, Asbestos Refurbishment Survey (2019)

<sup>7</sup> Cambridge City Council Housing Services, Regulatory Reform (Fire Safety) Order 2005 Fire Risk Assessment (conducted November and December 2022).

<sup>8</sup> Cambridge City Council Housing Services, Regulatory Reform (Fire Safety) Order 2005 Fire Risk Assessment (conducted November and December 2022).

25-27B & 29-31B	<b>Tolerable Risk</b>	Arson, Housekeeping, Emergency Escape Lighting, Means of Escape and Measures to limit fire spread and development.
26-28B & 30-32B Ekin Road	<b>Tolerable Risk</b>	Arson, Housekeeping, Means of Escape and Measures to limit fire spread and development
61-63B & 65-67B Ekin Road	<b>Tolerable Risk</b>	Arson, Housekeeping, Emergency Escape Lighting, Means of Escape and Measures to limit fire spread and development.
89-91B & 93-95B Ekin Road	<b>Tolerable Risk</b>	Arson., Housekeeping, Emergency Escape Lighting, Means of Escape and Measures to limit fire spread and development

The Potter Raper Report, conducted in August 2020, also acknowledges issues with the compliance of Building Regulations Part B Emergency Egress<sup>9</sup>. The flat blocks and houses' bedroom window openings fail to comply due to the non-compliant openable areas. The windows on Ekin Walk are within the window replacement programme 2028 and 2029. Additionally, in a small number of flats, the kitchen door is missing or non-fire related and there was also an isolated occurrence of a missing smoke seal on the entrance door and non-fire related glazing. In terms of the maisonettes, the undersides of the stairs lacked suitable fire rated materials.

### 3.1.2.2 Health and Wellbeing Concerns

The structural report undertaken by Millward Consultants on behalf of the City of Cambridge Council in 2019 indicated numerous issues with the main drains and storm drains to the rear of the flat blocks due to root ingress<sup>10</sup>. This can directly impact the safety and enjoyment of the buildings by its residents and their visitors by potentially increasing the probability of floods, damp and associated health risks with poor drainage. Furthermore, it was noted the Easiform Type 2 have the common defect of Pre-Cast Reinforced (PRC) structures whereby the carbonation of concrete may cause structural issues that could impact the health and safety of flat residents<sup>11</sup>.

In addition, due to the level of concern regarding the condensation related issues on the estate, a specialised team has been created by the Council to handle cases. The Damp, Mould, Condensation (DMC) team have reported 17 reports of condensation related mould on the estate since 9<sup>th</sup> December 2022<sup>12</sup>. Residents have said the condensation related mould is impacting their health in a resident survey. Additionally, the responsive repairs team at the Council have had reports of leaks in almost every flat on the estate which has sometimes

<sup>9</sup> Potter Raper Options Appraisals Report (August 2020)

<sup>10</sup> Millward, Structural Inspections for Cambridge City Council (September-November 2019).

<sup>11</sup> Potter Raper Options Appraisals Report (August 2020)

<sup>12</sup> Damp, Mould, Condensation Team, DMC Reports

caused further damage and mould in the properties. This issue requires addressing due to the scale of the problem and its impact on residents' health and wellbeing.

Within the flats there is an issue of noncompliance with the current Building Regulations Part K and Housing Health and Safety Rating Systems in relation to the height of the balustrades on the internal staircases, landings, and external balconies<sup>13</sup>. The stair balustrades of the maisonettes were also identified as non-compliant. It was also noted none of the flats, houses and bungalows inspected contained carbon monoxide detection which poses a health and safety concern to residents.

The current site has poor amenities with only small areas of grass in the centre of the site that is surrounded by parking and to the west of the estate, adjacent to Wadloes Road. Residents have indicated in a resident survey that they would like to see more green space to provide areas for their children to play. The current configuration of the estate limits the ability to create larger amenity spaces for residents, locals and those moving through the site to use and enjoy.

### 3.1.2.3 Anti-social behaviour

The current layout of the estate means there are a number of alleyways and circulation routes with low visibility on the site. These are areas prone to anti-social behaviour which directly impacts the safety and enjoyment of the residents and their visitors. This does not meet Secured by Design Gold Standard that would be applied to a new development. BPTW have identified the legibility of the site as a pedestrian is poor because of the number of dead ends and poor visibility in alleyways due to the lack of lightning<sup>14</sup>. This is a security concern and instances of anti-social behaviour in these areas has been noted by residents and the Council.

In a two-year period, there have been numerous incidents reported to the local police detailed in the table below<sup>15</sup>:

Abbey Ward	Ward	Ekin Road	Ekin Walk
<b>Total Crime:</b>	<b>2465</b>		
Criminal Damage	262	2	3
Robbery	30	2	0
Theft from person	17	1	0

<sup>13</sup> Potter Raper Options Appraisals Report (August 2020)

<sup>14</sup> BPTW, Pre-App 4 Presentation (June 2022)

<sup>15</sup> Cambridge Police

Bicycle Theft	136	0	0
Theft other (including shoplifting)	169	2	1
Theft from a vehicle	113	1	0
Theft of a vehicle	71	0	0
Public Order	271	0	1
Burglary Business	42	1	0
Burglary Dwelling	75	2	0
Possession of drugs	39	2	0
Trafficking of drugs	37	0	0
Possession of weapons	27	1	0
Violence	611	8	0
Arson	8	1	0
<b>Total Incidents</b>	<b>5,420</b>		
Rowdy Nuisance	354	1	1
Vehicle Nuisance	114	1	0

It is important to note that Ekin Road / Ekin Walk are within a busy area in terms of crime and anti-social behaviour so it is possible additional incidents reported to the Council may have not been reported to the police so are therefore not reflected in the figures above.

There is also a known issue of fly tipping on the estate with the Estate Champion detailing that more than 5 tonnes of waste were cleared on the 6<sup>th</sup> July 2023 during a recent community day<sup>16</sup>. The waste collected consisted of household waste that was predominately fly tipped. This is a regular occurrence on the estate and has been mentioned frequently in the FRA.

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<sup>16</sup> Estate Champion

### **3.1.2.4 Sustainability Concerns**

The current buildings were developed in the 1950s-1970s and are not aligned with the City Council's vision of being a net zero carbon council by 2030 and delivering sustainable housing solutions.

An audit of the EPC ratings of the current units concluded the EPC rating of band C for all maisonettes and bungalows. Houses and flats were a mix of band C and D EPC ratings. Band C is a good score for the properties constructed during the 1950s-1970s. However, Cambridge City Council have proposed to potentially improve EPC ratings of existing properties to band B<sup>17</sup>. Additionally, in Cambridge City Council's Climate Change Strategy Action Plan 2021-2026, it has been targeted to reach a minimum of EPC C (B where possible) in at least 140 Council Properties that are currently EPC D or below<sup>18</sup>. The EPC ratings of the buildings on the estate are below the desired standard and this is impacting the operating carbon of the buildings and the energy costs that are being incurred by the residents.

### **3.1.2.5 Accessibility**

The maisonettes and flat blocks are not currently accessible to Part M4 Category 2 or above<sup>19</sup>. The flats are currently only accessible by communal staircases. The staircases are narrow and there is no lift option in the flat blocks. The Potter Raper Report also identified existing paths and hardstanding to the communal entrances and garden areas throughout the estate are uneven, containing potential trip hazards<sup>20</sup>. While the circulation paths around the estate are County Highway owned, the paths leading to the flats are the responsibility of the city and will be replaced in the programme if the flats remain. The current accessibility of these buildings is below the desired standard and this is impacting the accessibility and movement of a wide range of people around the buildings.

Accessibility around the estate is also poor with BPTW identifying a lack of legibility<sup>21</sup>. This is due to the current routes having dead ends, bad visibility, and poor connections through the site because of a lack of clearly defined routes and site lines. The frontage along Wadloes Road was also identified as indistinct meaning it could be allowing motorcyclists to use Ekin Road as a cut through from Wadloes Road. The current layout of the estate is therefore limiting legibility and wayfinding within the site making accessibility for both residents and their visitors poor.

## **3.2 Options to be considered to address the case for change**

Seven options are being considered:

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<sup>17</sup> Potter Raper Options Appraisals Report (August 2020)

<sup>18</sup> Cambridge City Council Climate Change Strategy Action Plan 2021-2026

<sup>19</sup> HM Government, The Building Regulations 2010: Access and use of buildings

<sup>20</sup> Potter Raper Options Appraisals Report (August 2020)

<sup>21</sup> BPTW, Pre-App 4 Presentation (June 2022)

- Option 1 – Do Nothing

Under this option, there will be no additional capital work done to the buildings to address concerns, however there will be a continuation with standard ongoing maintenance and repairs (under decent homes).

- Option 2 – Retain the buildings in existing form and undertake essential repairs and retrofitting

The repairs include structural, fire related works, ventilation, rainwater pipe diversion, pipe maintenance, asbestos removal and lifetime maintenance costs to all buildings. Net Zero retrofitting will address the energy performance, sustainability standards and include cavity wall insulation, EWI, PV panels, and accessibility in the buildings.

- Option 3- Partial Redevelopment involving the demolition of the flats only

Under this option, the flats will be demolished and redeveloped through the Cambridge Investment Partnership to replace the flats with new high-quality homes consisting of houses and stacked maisonettes.

- Option 4 – Partial Redevelopment involving the retention of all houses

Under this option, the existing flats, bungalows, and maisonettes will be demolished to provide new high-quality homes consisting of low to midrise houses and maisonettes as well as potentially some midrise flat blocks to the west. A new pedestrian route to the southwest should address anti-social behaviour concerns.

- Option 5- Partial Redevelopment involving the retention of most of the houses

Under this option, only the houses to the south, north and some to the east will be retained. The existing flats, bungalows, maisonettes, and central houses will be demolished to provide new low to midrise blocks as well as potentially some midrise flat blocks to the east. A new central green amenity will be provided.

- Option 6 – Partial Redevelopment involving retention of house to the south and east

Under this option, all buildings apart from the houses to the south and east of the site will be demolished to provide new high-quality homes consisting of houses and stacked maisonettes. This option will also provide new additional parking and amenities as well as a central green space with areas of play.

- Option 7 – Full Redevelopment

This option will involve demolishing all buildings on the estate to provide new buildings of various heights including houses and flats. The roads will be realigned to provide new green routes as well as a potential central green space and area for play, enhancing the amenities.

### **3.3 Council Key Objectives**

#### **3.3.1 Cambridge's Vision**

The Cambridge Council has a clear vision to lead a united city, 'One Cambridge – Fair for All', in which economic dynamism and prosperity are combined with social justice and equality.

In line with this vision, the Council has developed its Corporate Plan for 2022-2027 which sets out 4 key priorities over the next 5 years. These four key priorities for 2022 to 2027 are:

- Leading Cambridge's response to the climate and biodiversity emergencies and creating a net zero council by 2030
- Tackling poverty and inequality and helping people in the greatest need
- Building a new generation of council and affordable homes and reducing homelessness
- Modernising the council to lead a greener city that is fair for all

#### **3.3.2 Cambridge's Core Requirements**

The Greater Cambridge Housing Strategy identifies the following strategic objectives related to housing:

- Increasing the delivery of homes, and in particular affordable housing, including Council homes, to meet housing need
- Diversifying the housing market and accelerating housing delivery
- Achieving a high standard of design and quality of new homes and communities
- Improving housing conditions and making best use of existing homes
- Preventing and Tackling Homelessness and Rough Sleeping
- Working with key partners to innovate and maximise available resources

When assessing the options for the Ekin Road Estate, consideration must be given to ensuring that these strategic objectives are met.

#### **3.3.3 Sustainability and social value**

Cambridge City Council has a clear vision to create a Cambridge that cares for the planet. This vision statement states they will take robust action to tackle the local and global threat of climate change, both internally and in partnership with local organisations and residents, and to minimise its environmental impact by cutting carbon, waste, and pollution.



### **3.4 Planning**

The site is located within a part of Cambridge that is characterised by low rise residential developments. The three storey flat blocks that exist on the current site are some of the few examples of taller residential buildings located in the area. The scale of the majority houses in the area are two storeys. Therefore, the scale and massing of the estate will be important in both the context of character, housing provision and residential amenity. If the entire estate is developed, there will be greater opportunities to accommodate taller buildings especially to the south of the site. A partial redevelopment option will likely cause limitations in terms of where buildings can be located and how tall they can be. There must also be a consideration of potential overlooking of properties and private gardens.

There are a number of existing trees in various qualities and conditions on the site. There are no Category A trees and all Category B trees will be preserved<sup>22</sup>. Consideration is needed for the other existing trees on the estate. The Green Corridor running along the west side of the estate must also be retained and improved. The provision of additional greenspace within the development will be key.

The site has buildings adjacent to its southern, eastern, and northern boundaries. Residential developments exist to the north and east so the relationship the estate will share with the existing developments will be a constraint. Vehicle access to the residential buildings on Ekin Close will need to be maintained so this is also a key consideration. To the south, commercial buildings are present so the relationship between the commercial buildings and the residential homes on the estate will need to be assessed. Although, there is already existing residential buildings on the estate neighbouring this boundary.

There are many significant opportunities presented from the redevelopment of the site. The existing buildings do not make a positive contribution to improving the green corridors, biodiversity and connectivity across the estate given their current position and layout. The existing buildings also have issues in terms of quality of accommodation and accessibility inside the buildings.

### **3.5 Engagement with stakeholders**

There has been resident communication throughout the process to allow for consultation so the residents can voice their thoughts on the proposed redevelopment. The Council continue to engage with residents through the following methods:

- Letters to all households approximately every 3 to 4 months
- Regular Liaison Group meetings
- Drop in events
- Regular website updates

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<sup>22</sup> BPTW, Pre-App 4 Presentation (June 2022)

- Events such as participating in community events
- Printed material to be held in the local library

The Liaison Groups meet regularly where the Council conducts resident engagement to ensure resident voices are heard throughout the process. These sessions are not decision-making groups but rather opportunities for the Council to report on progress and for residents to feedback from the information provided.

As part of the consultation process, the Council engaged with residents of the estate in June 2022 to conduct a resident survey. The initial public consultation event was held on the 8<sup>th</sup> June 2022. This resulted in 112 people attended in person, 11 webinar attendees, 2771 website views and 63 survey responses.

Key findings from the survey consultation included<sup>23</sup>:

- 46.2% believe their current home meets their requirements.
- 58.1% strongly agree Ekin Road is in need of redevelopment.
- 35.8% of respondents want new public spaces and other including better insulation, accessibility and building condition.
- 33.9% of respondents would leave and return to the Estate after redevelopment.
- Residents like the lack of traffic on the Estate, the GP surgery and connectivity.
- Residents dislike the security, parking, accessibility, damp/mould, energy inefficiency in the buildings.

Following the survey, a group of residents who are opposed to the development formed a group called the “Save Ekin Road” Community Group. The group considered the survey “inadequate”, “problematic”, and “extremely leading”. However, it is not known as to the extent of the membership of the “Save Ekin Road” Community Group on the estate.

### 3.6 Constraints

- Economic context

In Cambridge, housing affordability is an issue, with many households experiencing difficulty in finding affordable homes in the area. As a result, there is a risk in the ability to not only house local people but to attract and retain workforce within Cambridge. This could have a knock-on effect on the city’s economic growth.

More broadly, the ongoing conflict in Ukraine continues to disrupt global markets, resulting in a destabilised economic environment driven primarily by higher energy costs and supply chain

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<sup>23</sup> Ekin Road Resident Questionnaire, Final Report (14<sup>th</sup> September 2022).

issues. This has directly affected the UK as higher inflation and increasing interest rates are impacting the affordability of goods and services for households, leaving many households with lower disposable incomes.

The assessment of the viability and affordability will account for this economic context.

- Viability

A key component of this paper is to determine the viable options in terms of delivery, achievability and financial returns in line with the critical success factors.

- Affordability

The affordability component is focused on determining if the costs related to the different options are affordable to the Council in terms of capital outflows and operating costs.

- Funding

Aligned to Affordability, this constraint looks at the sources of public and private funding that the Council may access to fund any development.

### 3.7 Critical success factors (CSF) and Evaluation Methodology

The critical success factors are the key elements that need to be achieved in order for the project to be considered a success in light of the key issues driving the case for change at the estate, and the wider strategic objectives of the Council. The methodology taken for each CSF has been outlined in the table below.

The critical success factors for this project are tied to the broader Cambridge vision, namely:

#	Critical Success Factors	Evaluation Methodology	Source
1	Increasing the number of homes	Determine the volume change in the delivery of homes per option by examining the capacity, layout, and height of the buildings for each option.	Greater Cambridge Housing Strategy
2	Diversify the housing market and accelerate delivery	Determine the ratio of council and market homes delivered to the housing market per option by aligning with the Cambridge housing demand.	Greater Cambridge Housing Strategy
3	High standard of design and quality for the homes and communities	By using the recommended high standard of design, determine which option provides the ability to meet the required standard and the cost associated with each to assess the viability.	Greater Cambridge Housing Strategy

#	Critical Success Factors	Evaluation Methodology	Source
4	Improve housing condition	The current condition of the buildings on the Estate will be used as a baseline to compare each option's proposed new building condition to determine the level of improvement.	Greater Cambridge Housing Strategy
5	Innovate and maximise available resources	Determine which option will make the best use of the resources on the land in a sustainable way to enhance biodiversity, reduce water consumption and improve air quality.	Greater Cambridge Housing Strategy
6	Meet energy efficiency criteria to align with Net Zero Carbon ambitions	Determine which option best achieves the Council's Net Zero Carbon ambitions and the standards outlined in the Sustainable Housing Design Guide through making improvements in energy efficiency, design and Net Zero retrofit.	Cambridge Housing requirement
7	Reduce planned and preventative maintenance costs	Compare the current and predicted future maintenance costs produced from each option alongside any costs to achieve the reduction.	Cambridge Housing requirement
8	Provide an accessible, safe, and secure environment	Compare each option's layout and design of the Estate and its buildings to determine their ability to secure Secured by Design Gold Standard Certification and provide an accessible, safe, and secure environment for the residents and community.	Cambridge Housing requirement
9	Comply with current fire safety standards	Determine each option's ability to comply with the latest fire safety requirements through examining the proposed buildings' design, safety features and accessibility.	Cambridge Housing requirement
10	Improve resident amenities and community benefits	Compare each option's placemaking strategy and ability to improve the amenities on the Estate and the accessibility for the residents and community both in the buildings and around the Estate.	Cambridge Housing requirement
11	Improve the health and wellbeing of residents	Assess each option's ability to improve the health and wellbeing of the residents, through providing open green spaces, accessibility, and healthy living environments, whilst also examining the impacts on the community.	JLL Team

From June 2023 to September 2023, the evaluation matrix has been used to identify the shortlist of options for the Ekin Road Estate, taking into account Cambridge's vision and core requirements. A detailed timeline of the next steps to showcase the process for identifying the preferred option and implementation will be devised to support Cambridge City Council with the next steps for phase 2.

### 3.8 Environmental impact appraisal – carbon assessment

CSF 6 relates to delivering energy efficiency criteria, new zero housing stock and reducing energy usage. This section provides a deeper dive into how the different options are able to deliver on this CSF.

When assessing the environmental impact of the different options, an analysis was prepared using JLL’s Carbon Twin Track methodology which considers all aspects of embodied carbon and operational carbon and attaches a financial number to this carbon to indicate not only the absolute carbon impact, but also the financial impact.

When examining the delivery of environmental value and its impacts for the different options, the Sustainable Housing Design Guide and Checklist as the recommended standard that outlines the requirements for a sustainable development. The opportunities and constraints of providing a sustainable development has been examined from a practical and financial perspective.

All seven options have been modelled and appraised for absolute carbon emissions, carbon emissions per housing unit and carbon cost.

#### 3.8.1.1 Assumptions

The below table documents the key assumptions that were used in preparing the carbon analysis:

Scenario	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7	Source
<b>Units</b>	122	122	137	185	209	217	239	Breakdown by unit type available in Appendix A
<b>Area (sqm)</b>	7,633	7,633	7,929	11,128	12,408	13,212	15,042	Floor area proportional to number of units
<b>Energy Intensity (kWh/m<sup>2</sup>) – High Scenario</b>	187**	177**	158**	150**	149**	148**	146*	*RIBA 2030 Climate Challenge – Ofgem Benchmark **Combined with EPC data for retained units and 2kV PV installation for each refurbished house/bungalow unit

Scenario	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7	Source
<b>Energy Intensity (kWh/m<sup>2</sup>) – Medium Scenario</b>	187**	177**	134**	118**	114**	113**	105*	*RIBA 2030 Climate Challenge – New Development 2025 **Combined with EPC data for retained units and 2kV PV installation for each refurbished house/bungalow unit
<b>Energy Intensity (kWh/m<sup>2</sup>) – Low Scenario</b>	187**	177**	114**	91**	84**	82**	70*	*RIBA 2030 Climate Challenge – New Development 2030 **Combined with EPC data for retained units and 2kW PV installation for each refurbished house/bungalow unit
<b>Area Refurbished (sqm)</b>	0	7,633	3,313	2,496	1,872	1,716	0	Assumed that all retained buildings were refurbished
<b>Embodied Carbon (kgCO<sub>2</sub>e/m<sup>2</sup>) Refurbishment</b>	300							Assumed light-touch refurbishment as per Potter Raper report. RIBA 2030 Climate Challenge
<b>Area Developed (sqm)</b>	0	0	4,616	8,632	10,536	11,496	15,042	Floor area for all new buildings
<b>Embodied Carbon (kgCO<sub>2</sub>e/m<sup>2</sup>) Development</b>	1000							RIBA 2030 Climate Challenge

Scenario	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7	Source
<b>Electricity Price (p/kWh)</b>				34				Average UK Electricity (34p) and Gas Price (10p) Electricity rate has been used for analysis
<b>Carbon Price Low (£/tonne)</b>				95				GLA London Plan
<b>Carbon Price High (£/tonne)</b>				121				HM Treasury Green Book

Number of units calculated based on BPTW Capacity Study Options February/March 2023 report. Floor areas and energy intensity for existing units calculated based on sampled representative EPCs:

- Flats: 11 Ekin Road (178 kWh/m<sup>2</sup>)
- Houses: 57 Ekin Road (186 kWh/m<sup>2</sup>)
- Bungalows: 75 Ekin Road (258 kWh/m<sup>2</sup>)
- Maisonettes: average of 1, 3, 6, 7, 7B, and 8 Ekin Walk (215 kWh/m<sup>2</sup>)

Assumed that new Flats, Maisonettes and Houses will maintain the same average floor areas per unit as existing units.




Refurbished bungalows and houses assumed to have 2 kW of PV capacity installed for each unit, generating energy savings of 1,800 kWh per unit per year. No energy savings assumed for refurbished Flats and Maisonettes in Option 2.

For each option, the combination of old, refurbished and new units was appraised to determine the average energy intensity for the option (see Appendix A). Three scenarios were analysed in order to demonstrate the effects of different levels of energy efficiency on each option:

- High Scenario: using RIBA 2030 Climate Challenge – Ofgem benchmark (148 kWh/m<sup>2</sup>)
- Medium Scenario: using RIBA 2030 Climate Challenge – New Development 2025 benchmark (105 kWh/m<sup>2</sup>)
- Low Scenario: using RIBA 2030 Climate Challenge – New Development 2030 benchmark (70 kWh/m<sup>2</sup>)

Embodied carbon assumed to be 300 kgCO<sub>2</sub>e/m<sup>2</sup> for refurbishments (aligned with RIBA 2030 Climate Challenge – New Development 2030 benchmark, and 1000 kgCO<sub>2</sub>e/m<sup>2</sup> for new developments (aligned with RIBA 2030 Climate Challenge – M4i benchmark). The benchmark for new developments is conservative in line with the assumption that most *in situ* materials will leave the site boundaries and building materials and methodologies will be standard.

RIBA 2030 Climate Challenge target metrics for domestic buildings

RIBA Sustainable Outcome Metrics	Current Benchmarks	2020 Targets	2025 Targets	2030 Targets	Notes
Operational Energy kWh/m <sup>2</sup> /y 	146 kWh/m <sup>2</sup> /y (Ofgem benchmark)	< 105 kWh/m <sup>2</sup> /y	< 70 kWh/m <sup>2</sup> /y	< 0 to 35 kWh/m <sup>2</sup> /y	UKGBC Net Zero Framework 1. Fabric First 2. Efficient services, and low-carbon heat 3. Maximise onsite renewables 4. Minimum offsetting using UK schemes (CCC)
Embodied Carbon kgCO <sub>2</sub> e/m <sup>2</sup> 	1000 kgCO <sub>2</sub> e/m <sup>2</sup> (M4i benchmark)	< 600 kgCO <sub>2</sub> e/m <sup>2</sup>	< 450 kgCO <sub>2</sub> e/m <sup>2</sup>	< 300 kgCO <sub>2</sub> e/m <sup>2</sup>	RICS Whole Life Carbon (A-C) 1. Whole Life Carbon Analysis 2. Using circular economy Strategies 3. Minimum offsetting using UK schemes (CCC)
Potable Water Use Litres/person/day 	125 l/p/day (Building Regulations England and Wales)	< 110 l/p/day	< 95 l/p/day	< 75 l/p/day	CIBSE Guide G

### 3.8.1.2 Environmental analysis

When calculating the cost of carbon, we could not find published data on what the Council’s cost of carbon is, so we used two comparative rates. The first is the Greater London Authority rate of £95/ tonne and the second is the HM Treasury Green Book rate of £121/tonne.

Embodied Carbon was assumed to be zero for Option 1, relatively low for Option 2 and in-line with RIBA standards for each of the development options. Keeping embodied carbon low during the development phase is difficult and all of this carbon would need to be offset for a Net Zero construction. In contrast, operational carbon can be eliminated by using exclusively renewable sources of electricity.

Operational energy over the 30-year period is also included in the below analysis and shows similar trends in the level of decrease across the different scenarios.

### 3.8.1.3 30-year model

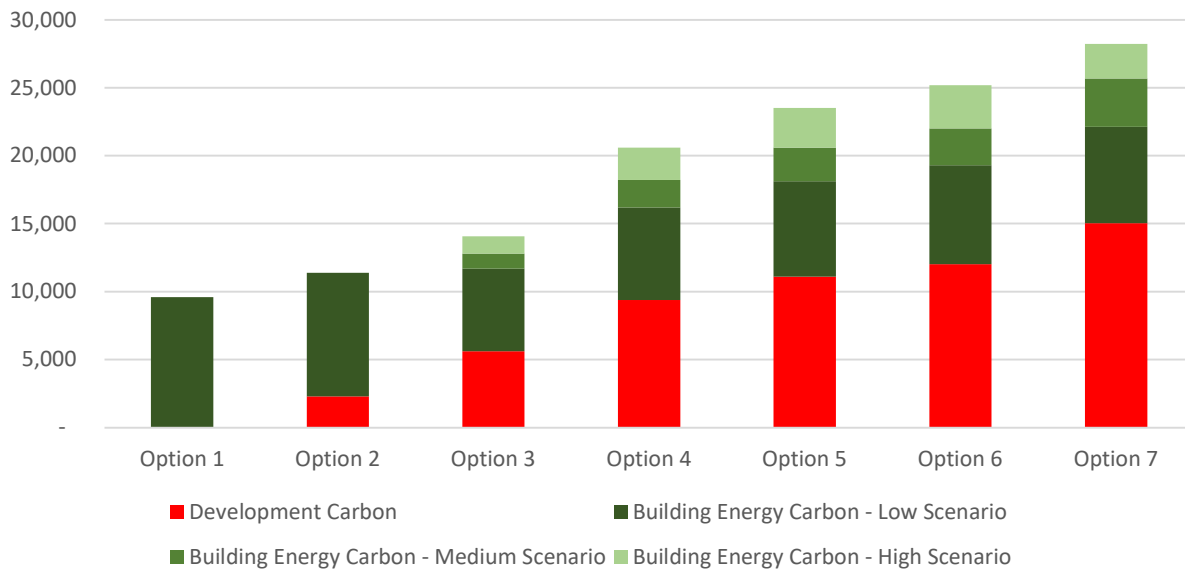
Absolute Carbon (tCO <sub>2</sub> e)	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7
Building Energy Carbon – High Scenario	9,597	9,088	8,448	11,216	12,403	13,176	13,176



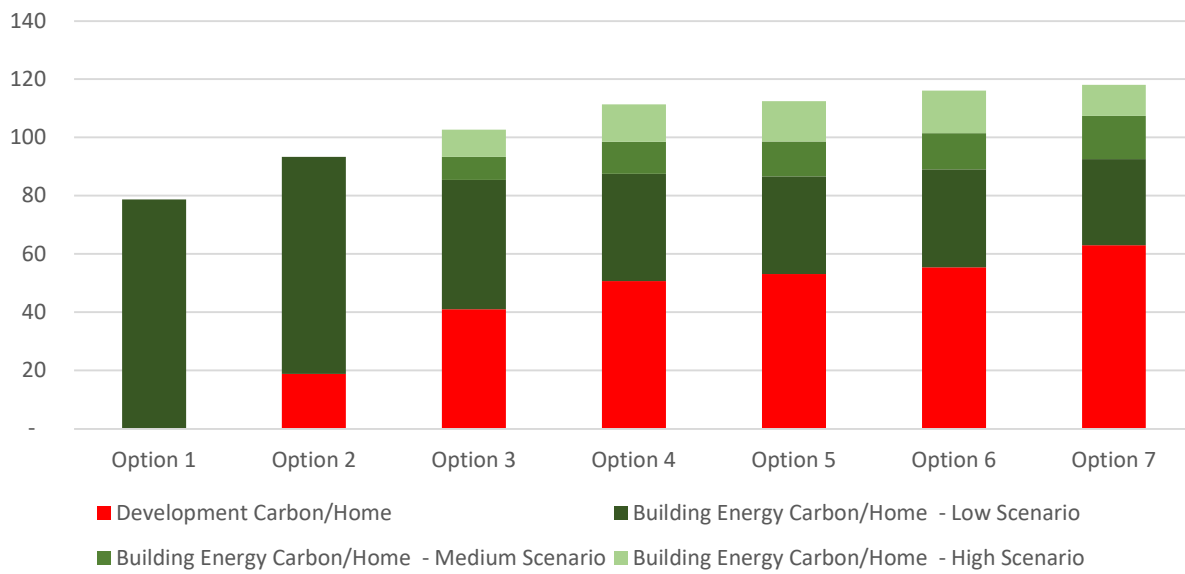
<b>Absolute Carbon (tCO<sub>2</sub>e)</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>	<b>Option 4</b>	<b>Option 5</b>	<b>Option 6</b>	<b>Option 7</b>
<b>Building Energy Carbon – Medium Scenario</b>	9,597	9,088	7,175	8,835	9,496	10,004	10,628
<b>Building Energy Carbon – Low Scenario</b>	9,597	9,088	6,088	6,802	7,015	7,296	7,085
<b>Development Embodied Carbon</b>	0	2,290	5,610	9,380	11,098	12,011	15,042
<b>Total Carbon (tCO<sub>2</sub>e)</b>	<b>9,597</b>	<b>11,378</b>	<b>11,698 - 14,058</b>	<b>16,183 - 20,597</b>	<b>18,113 - 23,501</b>	<b>19,308 - 25,187</b>	<b>22,127 - 28,218</b>

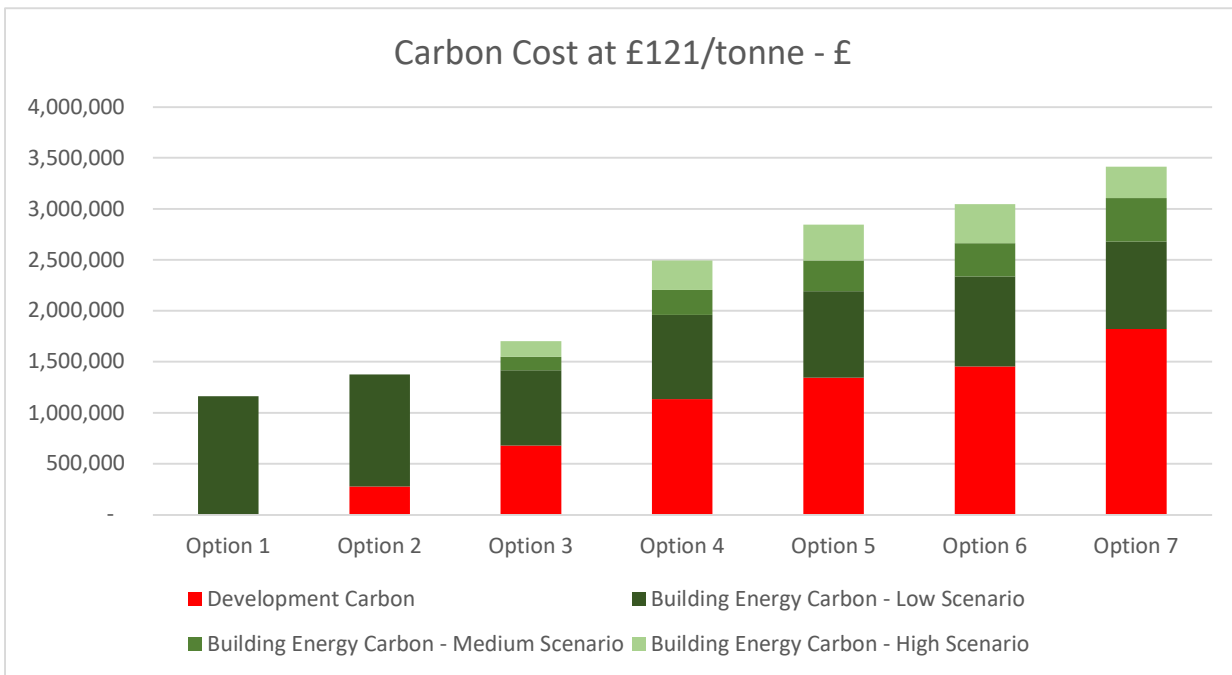
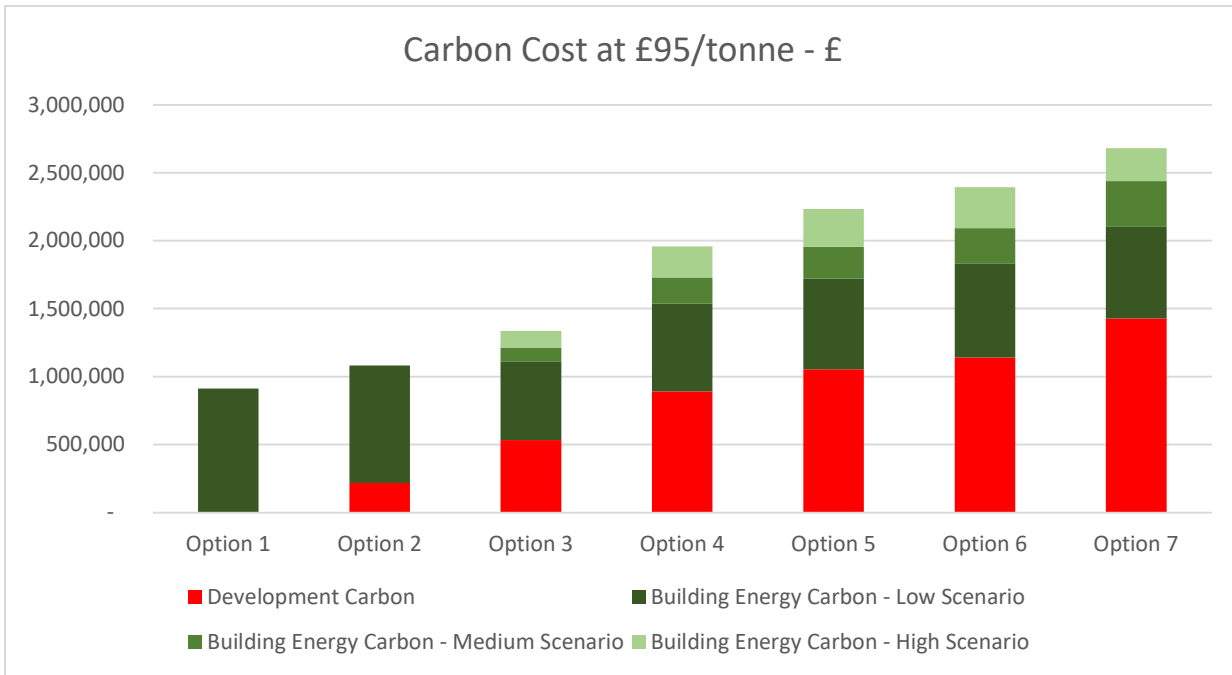
<b>Carbon/Unit (tCO<sub>2</sub>e)</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>	<b>Option 4</b>	<b>Option 5</b>	<b>Option 6</b>	<b>Option 7</b>
<b>Building Energy Carbon – High Scenario</b>	79	74	62	61	59	61	55
<b>Building Energy Carbon – Medium Scenario</b>	79	74	52	48	45	46	44
<b>Building Energy Carbon – Low Scenario</b>	79	74	44	37	34	34	30
<b>Development Embodied Carbon</b>	0	19	41	51	53	55	63
<b>Total Carbon (tCO<sub>2</sub>e)</b>	<b>79</b>	<b>93</b>	<b>85 - 103</b>	<b>87 - 111</b>	<b>87 - 112</b>	<b>89 - 116</b>	<b>93 - 118</b>

Absolute Carbon (30 Years Lifecycle) - tCO<sub>2</sub>e



Carbon/Unit (30 Years Lifecycle) - tCO<sub>2</sub>e





Energy Cost (£)	Option 1 (£'000)	Option 2 (£'000)	Option 3 (£'000)	Option 4 (£'000)	Option 5 (£'000)	Option 6 (£'000)	Option 7 (£'000)
<b>Operational Energy – High Scenario</b>	14,547	13,776	12,806	12,115	12,015	11,986	11,986
<b>Operational Energy – Medium Scenario</b>	14,547	13,776	10,876	9,543	9,199	9,101	8,492

<b>Energy Cost (£)</b>	<b>Option 1 £'000</b>	<b>Option 2 £'000</b>	<b>Option 3 £'000</b>	<b>Option 4 £'000</b>	<b>Option 5 £'000</b>	<b>Option 6 £'000</b>	<b>Option 7 £'000</b>
<b>Operational Energy – Low Scenario</b>	14,547	13,776	9,228	7,347	6,795	6,638	5,662
<b>Savings over Base Cost – High Scenario</b>	0	771	1,740	2,431	2,532	2,561	2,561
<b>Savings over Base Cost – Medium Scenario</b>	0	771	3,671	5,004	5,348	5,446	6,054
<b>Savings over Base Cost – Low Scenario</b>	0	771	5,319	7,199	7,751	7,909	8,885

### 3.8.1.4 Carbon Impact Summary

**Option 1:** The lowest carbon option due to no embodied carbon. While this option has the worst energy efficiency, it is a relatively well-performing estate and the long-term operational efficiencies of all other options do not offset the embodied carbon required to achieve it under the current assumptions. It is also important to note that options 3 to 7 will have a significant increase in the number of units, therefore it is important to take carbon per unit into account as a measurement.

**Option 2:** Similar to option 1, the relatively low embodied carbon footprint makes this option the second lowest in absolute carbon terms, however it is performing similarly to the Medium Scenario and worse than the Low Scenario when looking at carbon per unit. This suggests that provided that redevelopments (Options 3 to 7) are performed to a sufficiently high energy efficiency standard, they will achieve better carbon efficiency per unit over a 30-year lifecycle.

**Option 3:** The best performing redevelopment due to the relatively like-for-like replacement in terms of the number of units (12% increase) – all other redevelopment options result in 52% to 96% more units making a less efficient use of embodied carbon.

**Options 4 to 7:** These options vary in the number of houses redeveloped with Option 7 redeveloping the entire site. Each option offers a significantly higher number of units, resulting in a higher absolute carbon footprint. This analysis is based on standard carbon assumptions but it is understood that the Council will improve on these scenarios in line with the Sustainable Housing Design Guide, which targets higher specifications. The per unit carbon performance is relatively similar across all four options with Option 7 demonstrating the best operational carbon performance (every unit built to a high energy efficiency standard)

but the worst embodied carbon performance (every unit developed from ground up with no structure retained).

**Overall Carbon Impact Assessment:** It is our understanding that from an embodied carbon standpoint, this will be a standard development, therefore resulting in a high embodied carbon footprint as the scale of the redevelopment increases in number of units. Any measures that significantly reduce the embodied carbon intensity of the redevelopment will sway the carbon business case towards Options 4 to 7. If embodied carbon becomes a lesser factor, the higher number of energy efficient units developed in Option 7 will have a positive effect due to increasing the number of carbon-efficient housing units within the Council. As stated above, the higher operational carbon standards will have a further positive impact on Options 4 to 7. Overall, redeveloping the houses will have a relatively low per unit carbon improvement due to the low number of houses on-site but redeveloping the other unit types will have a more pronounced positive effect on operational efficiency and cost reductions.

### 3.9 Appraisal of Options

Each of the options has been assessed against the above CSFs using a qualitative assessment on a RAG basis:

- R = Red – Indicates that under this scenario, the CSF will not be met and that it falls materially short of meeting this requirement
- A = Amber – Indicates that the CSF meets, or falls just below the requirement, but that it does not materially impact the overall decision
- G = Green – Indicates that the CSF requirement has been met or exceeded.

The individual CSFs have not been weighted, with the number of flags being used as the primary assessment of whether the option meets the required standard.

#### 3.9.1 Critical Success Factors appraisal

##### 3.9.1.1 Option 1 - Do Nothing

#	Critical Success Factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	The “do nothing” option maintains the status quo, so does not positively or negatively contribute to this CSF.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	The “do nothing” option maintains the status quo, so does not positively or negatively contribute to this CSF.
3	The buildings should achieve a high standard of design and quality of new homes and communities	The current buildings do not deliver a high standard of design and quality, so does not positively contribute to this CSF.

#	Critical Success Factor	Options Response
4	The buildings should improve housing conditions and making best use of existing facility	The current buildings are not aligned with the expected level of housing condition.
5	Working with key partners to innovate and maximise available resources	There is no innovation or maximising of resources through the do nothing option.
6	The buildings should meet the required energy efficiency criteria that aligns with Cambridge's ambition to have net zero carbon housing stock by 2030 and reduce energy usage for residents	The current buildings do not meet the required energy efficiency criteria and energy costs for residents are high due to poor insulation.
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	The ongoing maintenance costs of the current buildings are above benchmark, and these are likely to escalate due to the age and condition of the buildings.
8	The buildings should provide a safe and secure environment for all residents and visitors	The current ongoing anti-social behaviour on site will remain under this option as the layout is conducive to providing spaces where this type of behaviour prevails.
9	The building should be bought up to standard in terms of fire safety compliance	The fire safety issues with the building need to be addressed to ensure the continued safety of residents.
10	The buildings should provide improved resident amenities and wider community benefits	The current amenities are limited in the benefits they provide to residents and the wider community.
11	Improve the health and wellbeing of residents	The current buildings do not currently meet the health and wellbeing standards required.

### 3.9.1.2 Option 2 - Retain the buildings in existing form and undertake essential repairs and retrofitting

#	Critical Success Factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	The refurbishment option maintains the status quo, so does not positively or negatively contribute to this CSF.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	The refurbishment option maintains the status quo, so does not positively or negatively contribute to this CSF.
3	The buildings should achieve a high standard of design and quality of new homes and communities	The refurbishment option can contribute some improvement to the buildings quality but structurally little can be improved. Lifts are also not viable.
4	The buildings should improve housing conditions and making best use of existing facility	There will be an improvement in the condition through essential maintenance work and net zero improvements, but this is unable to address the issues posed by the ageing non-traditional building.
5	Working with key partners to innovate and maximise available resources	There will be limited innovation through the refurbishments and resources will not fully be maximised, but there will certainly be an uplift.
6	The buildings should meet the required energy efficiency criteria that aligns with Cambridge's ambition to have net zero carbon housing stock by 2030 and reduce energy usage for residents	The energy efficiency of the buildings should improve through essential works and low carbon refurbishment and all houses and bungalows can have PV panels installed.

#	Critical Success Factor	Options Response
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	The full refurbishment should result in a reduction in ongoing maintenance costs, but leaseholders will be liable to pay for certain refurbishment costs.
8	The buildings should provide a safe and secure environment for all residents and visitors	The current ongoing anti-social behaviour on site will remain under this option as the layout is conducive to providing spaces where this type of behaviour prevails.
9	The building should be bought up to standard in terms of fire safety compliance	The fire safety issues with the building will be addressed as part of the essential works.
10	The buildings should provide improved resident amenities and wider community benefits	The current amenities such as parking and the lack of open green space do not meet expectations for the residents and do not provide wider community benefits.
11	Improve the health and wellbeing of residents	A full refurbishment should improve some of the health and wellbeing issues on the estate such as living conditions but there is limited ability to improve the green spaces and accessibility. Decant could also be involved.

### 3.9.1.3 Option 3 - Partial Redevelopment involving the demolition of the flats only

#	Critical Success Factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	There is a minimal improvement in the number of units provided with the units increasing from 122 to 137 so house gain will be limited.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	There will be little diversification in the housing market due to the removal of flats.
3	The buildings should achieve a high standard of design and quality of new homes and communities	The flats will benefit from design and quality improvements, but the remainder of the Estate will remain untouched.
4	The buildings should improve housing conditions and making best use of existing facility	The flat blocks will have significant condition improvements from their current poor condition while the undeveloped buildings may experience small improvements through essential works.
5	Working with key partners to innovate and maximise available resources	There will be some opportunities to innovate and maximise available resources in the redeveloped flats only.
6	The buildings should meet the required energy efficiency criteria that aligns with Cambridge's ambition to have net zero carbon housing stock by 2030 and reduce energy usage for residents	The flats will be built at a standard that align with Cambridge's low carbon ambitions which will improve the energy efficiency of the buildings.
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	The new buildings will require less ongoing maintenance costs while refurbishment will cover the day-to-day maintenance concerns of the other buildings.
8	The buildings should provide a safe and secure environment for all residents and visitors	The current layout of the Estate will have little changed so will be conducive to providing spaces where anti-social behaviour prevails.
9	The building should be bought up to standard in terms of fire safety compliance	The fire safety compliance of all buildings will be addressed through both redevelopment and essential works.

#	Critical Success Factor	Options Response
10	The buildings should provide improved resident amenities and wider community benefits	There will be some opportunity to incorporate some feedback to provide better parking and amenities behind the new buildings, but no new green space can be included and placemaking will be limited.
11	Improve the health and wellbeing of residents	There will be an improvement in the accessibility and living conditions for residents of the flats while the undeveloped buildings will remain the same. Decanting will be required which will impact resident wellbeing.

### 3.9.1.4 Option 4 - Partial Redevelopment involving the retention of all houses

#	Critical Success Factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	There is a good improvement in the number of units provided by this option. The total will increase from 122 to 185 units so house gain will be limited.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	The newly developed homes will provide new stock to the housing market, but this will be replacement with some diversification and acceleration.
3	The buildings should achieve a high standard of design and quality of new homes and communities	The new buildings will be of a high standard while the retained houses will maintain their original design and quality.
4	The buildings should improve housing conditions and making best use of existing facility	Redevelopment of all buildings except the houses will improve the condition of a large proportion of the Estate.
5	Working with key partners to innovate and maximise available resources	There should be the opportunity to innovate and maximise resources in the redeveloped buildings.
6	The buildings should meet the required energy efficiency criteria that aligns with Cambridge's ambition to have net zero carbon housing stock by 2030 and reduce energy usage for residents	All buildings except the houses will be built at a standard that aligns with Cambridge's low carbon ambition, but the houses can incorporate PV panels.
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	The new buildings will require less ongoing maintenance costs while refurbishment will cover day-to-day maintenance concerns of the other buildings.
8	The buildings should provide a safe and secure environment for all residents and visitors	The new layout of the Estate improves the levels of surveillance with new open access routes but some of the anti-social prone areas are preserved.
9	The building should be bought up to standard in terms of fire safety compliance	The fire safety compliance of all buildings will be addressed through both redevelopment and essential works.
10	The buildings should provide improved resident amenities and wider community benefits	By only retaining the houses, new amenities can also be incorporated behind the new buildings but there is an inability to provide green space and placemaking.
11	Improve the health and wellbeing of residents	The redeveloped part of the estate will have improved accessibility and living conditions for residents while the undeveloped buildings will



#	Critical Success Factor	Options Response
		remain the same. Decanting will be required which will impact resident wellbeing.

### 3.9.1.1 Option 5 - Partial Redevelopment involving the retention of most of the houses

#	Critical Success Factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	There is a considerable improvement in the number of units provided by this option. The total will increase from 122 to 209 units.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	There is an acceleration of delivery of homes but only some diversification as there is a low increase in the number of flats.
3	The buildings should achieve a high standard of design and quality of new homes and communities	The new buildings will be of a high standard and fewer houses will be retained to their original design and quality meaning there is a positive transformation.
4	The buildings should improve housing conditions and making best use of existing facility	This option leads to a greater improvement in overall housing conditions as more buildings are affected.
5	Working with key partners to innovate and maximise available resources	There should be the opportunity to innovate and maximise resources in the redeveloped buildings, but the retained houses will reduce the opportunity significantly.
6	The buildings should meet the required energy efficiency criteria that aligns with Cambridge's ambition to have net zero carbon housing stock by 2030 and reduce energy usage for residents	The redeveloped buildings will be built to a standard that align with Cambridge's low carbon ambitions. All undeveloped buildings will fail to do so should incorporate PV panels.
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	The new buildings will require less ongoing maintenance costs while refurbishment will cover day-to-day maintenance concerns of the other buildings.
8	The buildings should provide a safe and secure environment for all residents and visitors	The new layout of the estate improves the levels of surveillance with new open access routes but some of the anti-social prone areas are maintained.
9	The building should be bought up to standard in terms of fire safety compliance	The fire safety compliance of all buildings will be addressed through both redevelopment and essential works.
10	The buildings should provide improved resident amenities and wider community benefits	New amenities can be incorporated behind the new buildings and a new central green space can be created.
11	Improve the health and wellbeing of residents	This option will provide improved accessibility, usable outdoor space, and biodiversity across the Estate and in the redeveloped buildings there will be an improvement in living conditions. Decanting will be required though which will impact resident wellbeing.

### 3.9.1.1 Option 6 - Partial Redevelopment involving the retention of houses to the south and east

#	Critical Success Factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	There is a considerable improvement in the number of units provided by this option. The total will increase from 122 to 217 units.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	This option will provide new stock, accelerating the housing market with diversification that will open the Estate to a wider occupier group.
3	The buildings should achieve a high standard of design and quality of new homes and communities	The new buildings will be of a high standard and there will be fewer houses retained to their original design and quality meaning there is a positive transformation.
4	The buildings should improve housing conditions and making best use of existing facility	There will be an improvement in the condition of the majority of the buildings on the Estate meaning there is a positive transformation.
5	Working with key partners to innovate and maximise available resources	There should be the opportunity to innovate and maximise resources in the redeveloped buildings, but the retention of houses will reduce the opportunity significantly.
6	The buildings should meet the required energy efficiency criteria that aligns with Cambridge's ambition to have net zero carbon housing stock by 2030 and reduce energy usage for residents	The redeveloped buildings will be built to a standard that align with Cambridge's low carbon ambitions. All undeveloped buildings should incorporate PV panels.
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	The new buildings will require less ongoing maintenance costs while refurbishment will cover day-to-day maintenance concerns of the other buildings.
8	The buildings should provide a safe and secure environment for all residents and visitors	The new central green is easily visible, but some pedestrian routes have low visibility, thus preserving some of the anti-social prone areas on the Estate.
9	The building should be brought up to standard in terms of fire safety compliance	The fire safety compliance of all buildings will be addressed through both redevelopment and essential works.
10	The buildings should provide improved resident amenities and wider community benefits	By retaining the south and east houses, new amenities, and a new central green space.
11	Improve the health and wellbeing of residents	This option provides improved living conditions to the majority of buildings on the Estate and there is improved accessibility, useable outdoor space and biodiversity. Although decanting will be required, there is significant long-term improvements in terms of health and wellbeing.

### 3.9.1.1 Option 7 - Full Redevelopment

#	Critical Success Factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	The number of homes will increase from 122 units to 239 units.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	This option will provide new stock, accelerating the housing market with replacement and

#	Critical Success Factor	Options Response
		diversification, particularly in the number of flats and maisonettes.
3	The buildings should achieve a high standard of design and quality of new homes and communities	As a new build it is likely that these will be of a high standard of design and quality although there will be higher financial and carbon costs.
4	The buildings should improve housing conditions and making best use of existing facility	Redevelopment of the whole Estate will improve housing conditions.
5	Working with key partners to innovate and maximise available resources	A new development will provide opportunities for innovation, but resources will not be fully re-used meaning some resources will leave the site.
6	The buildings should meet the required energy efficiency criteria that aligns with Cambridge's ambition to have net zero carbon housing stock by 2030 and reduce energy usage for residents	The full Estate will be low carbon design and improved EPC ratings so there should be a reduction in energy usage across all building types.
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	A new build will require less ongoing preventative and planned maintenance costs.
8	The buildings should provide a safe and secure environment for all residents and visitors	All pedestrian routes have greater visibility meaning the areas prone to anti-social behaviour should be reduced.
9	The building should be brought up to standard in terms of fire safety compliance	The new development will be built in alignment with the latest fire safety regulations.
10	The buildings should provide improved resident amenities and wider community benefits	A full new development will provide amenities and community benefits such as a large central green, play area and green walk.
11	Improve the health and wellbeing of residents	There is an ability to provide healthy living conditions across all units and improve amenities by providing large green spaces with clear wayfinding for improved accessibility. Decanting will be required but the improvements will enhance long-term health and wellbeing.

### 3.10 Conclusion

The Strategic Case sets out the case for change and the strategic objectives for the Council. It identified 11 Critical Success Factors aligned to these strategic objectives and each of the seven options were assessed on a qualitative basis against these CSFs. The summary of the overall RAG for all seven options is summarised in the table below.

#	Critical Success Factor	Option 1:	Option 2:	Option 3:	Option 4:	Option 5:	Option 6:	Option 7:
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing							

#	Critical Success Factor	Option 1:	Option 2:	Option 3:	Option 4:	Option 5:	Option 6:	Option 7:
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	Yellow	Yellow	Red	Yellow	Yellow	Green	Green
3	The buildings should achieve a high standard of design and quality of new homes and communities	Red	Yellow	Yellow	Yellow	Green	Green	Green
4	The buildings should improve housing conditions and making best use of existing facility	Red	Yellow	Yellow	Green	Green	Green	Green
5	Working with key partners to innovate and maximise available resources	Red	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow
6	The buildings should meet the required energy efficiency criteria that aligns with Cambridge's ambition to have net zero carbon housing stock by 2030 and reduce energy usage for residents	Red	Yellow	Yellow	Green	Green	Green	Green
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	Red	Yellow	Green	Green	Green	Green	Green
8	The buildings should provide a safe and secure environment for all residents and visitors	Red	Red	Red	Yellow	Yellow	Yellow	Green
9	The building should be bought up to standard in terms of fire safety compliance	Red	Green	Green	Green	Green	Green	Green
10	The buildings should provide improved resident amenities and wider community benefits	Red	Red	Yellow	Yellow	Green	Green	Green

#	Critical Success Factor	Option 1:	Option 2:	Option 3:	Option 4:	Option 5:	Option 6:	Option 7:
11	Improve the health and wellbeing of residents							

Option	Red Flags	Amber Flags	Green Flags	Status
Option 1	9	2	0	Not Viable
Option 2	2	8	1	Base Case
Option 3	2	7	2	Not Viable
Option 4	0	7	4	Not Viable
Option 5	0	3	8	Not Viable
Option 6	0	2	9	Viable
Option 7	0	1	10	Viable

Based on the strategic analysis of each option against the CSFs', it is clear Option 1 – Do Nothing is not viable due to the high number of red flags associated with 9 CSFs meaning it must be excluded. Therefore, Option 2 will be used as the base case for comparison as this is the minimum actions required by the Council to provide a level of improvement in relation to ongoing maintenance issues, building condition and energy performance. However, this option provides 1 green flag meaning there would be no significant improvements, so Option 2 comprises the opportunities on the estate. Instead, it will be used as the revised baseline for comparison.

Based on the RAG, it is clear as the level of redevelopment increases, so does the associated improvements and thus green flags. Options 3 and 4 are able to address the issues of the flat blocks while retaining the houses which are in a fair condition. However, the wider associated green flags from these options are limited due to the constraints deriving from the number of properties undeveloped and the unchanged estate layout. As a result, there is an inability to provide the following improvements meaning these options are not viable at this stage:

- Significant house gain
- Improved placemaking
- Housing condition/quality improvements on the estate

While Option 5 has 8 green flags, it still has limitations as the exclusion of some of the low-density buildings and the inability to alter the estate's layout means the housing capacity of the estate cannot be maximised.

There will be limited house gains and usable outdoor space – the outcome would still not be viable based on this analysis.

There is, however, an overall stronger positive transformation of the estate by Option 6 as most of the low-density buildings will be redeveloped and the new realignment of Ekin Road will better maximise the opportunities for increasing housing capacity on the estate and in turn provide stronger placemaking and improved living conditions and usable outdoor space. Although, the undeveloped houses compromise the overall quality of environment that could be delivered across the whole estate.

From a strategic perspective, while clearly opposed by some residents who feel strongly that they want to remain in their current houses, Option 7 best meets the Critical Success Factors, drawn from the Council's strategic objectives. This option can successfully provide the maximum development capacity on the estate due to the relationship with neighbouring properties allowing for taller residential buildings. It is also expected to achieve the greatest improvements in terms of the overall standard of living conditions, building quality, estate layout and useable outdoor space (for example, play areas, seating, and picnic areas) on the estate. To exclude either of these options in favour of options that retain a large proportion of the buildings would hinder the opportunities for maximum improvement on the estate.

## 4 FINANCIAL PERFORMANCE

### 4.1 Introduction

The Financial Performance appraisal incorporates a detailed set of financial models that align with a set of agreed assumptions.

The Strategic Alignment Assessment examined the seven options and determined that Option 1 – Do Nothing is not considered a viable option, so this option has not been included in the analysis. Instead, Option 2 – Retain the buildings in existing form and undertake essential repairs and retrofitting is seen as the true base case for comparative purposes.

In phase 1, which results in the short listing of viable options, we do not perform detailed financial modelling, but rather document the high-level assumptions from which the detailed financial analysis is conducted as part of phase 2.

### 4.2 Financial Performance and Evaluation

The assumptions included in this section are correct as at the date of this report. When performing the detailed financial evaluation as part of the assessment of the short-listed options, these assumptions will be tested and amended as required to ensure the most up to date, market related assumptions are used in the calculations.

#### 4.2.1 Assumptions tables

##### 4.2.1.1 Unit values, size and build cost assumptions

Unit Type	Leasehold value (£)	Market value (£)	Size (sq ft)	Build Cost (£)	Source
1 bed flat	220,000	325,000	500	125,000	JLL Market Report
2 bed flat	280,000	400,000	700	175,000	
3 bed flat	335,000	475,000	850	215,000	
1 bed maisonette	220,000	325,000	500	125,000	
2 bed maisonette	280,000	400,000	700	175,000	
3 bed maisonette	335,000	475,000	850	215,000	
3 bed house	350,000	530,000	1200	300,000	
4 bed house	420,000	600,000	1600	400,000	

As we have not had the opportunity to inspect individual units yet, these values are Cambridge residential wide values that are reflective of the area.

Disclaimer:

1. The above views on price are not intended as a formal valuation and should not be relied upon as such.
2. No liability is extended to any third party and the figures suggested are given purely as guidance.
3. The prices are quoted subject to contract.
4. The prices quoted are based upon the information provided and may be subject to amendment if the information proves other than as stated or shown.
5. The prices quoted are based on the assumption that the units are to be finished to a standard commensurate with the target market.
6. The prices quoted are based on the assumption that all units will be sold on 999-year leases.

#### 4.2.1.2 Operating cost assumptions

Rent and Service Charge growth (p.a.)	3%
Social rent 1 bed (per week)	£80
Social rent 2 bed (per week)	£95
Social rent 3 bed (per week)	£115
New development social housing allowance	40%
Service charge for flats (per month)	£20
Service charge for houses (per month)	£10
Maintenance costs - as is units	£1180
Maintenance costs – new units	£800

#### 4.2.1.3 Financial and professional fee assumptions

Finances and fees	
Discount rate	3.50%
Finance costs	6%
Selling and agents fees	1.50%
Marketing Costs	(1% of GDV)
Legal/Conveyancing fees	£1,000 per private unit
Professional fees (of construction costs)	10%
Contingency	5%

### 4.3 Phase 2 Evaluation process

In order to determine the financial performance for each of the short-listed options, a detailed financial analysis will be performed. This will include the following steps:

- Estimate conceptual design development costs and timings
- Calculate decant costs for the affected units
- Assume tenure of completed units



- Determine expected value and timings of sales proceeds
- Forecast expected rental and service charge income and operating costs

Once this has been determined, a 30-year discounted cash flow model will be produced for each option which will deliver a Net Present Value for each option to determine the expected financial impact. It must be stressed, that at this conceptual stage, the modelling will be largely assumptions based and it is only when a fully costed scheme is presented, that we can determine the true financial performance.

## 5 ECONOMIC EVALUATION

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### 5.1 Introduction

The purpose of the Economic Evaluation is to assess the wider benefits arising from each option. This includes exploring the quantitative social and economic benefits on the basis of "additionality" as well as the broader sustainability impact.

All options except Option 1 – Do Nothing have been examined. Option 1 has been excluded at this stage as this option will provide no quantitative or qualitative benefits. Option 2 will act as the base case for comparison.

### 5.2 High-Level Benefits Cost Ratio Analysis

A Benefits Cost Ratio is a tool that has been adopted from HM Treasury's appraisal guidance and looks at the public sector and broader local economy benefits. In phase 1, we have only identified the high-level benefits and their associated beneficiaries. These benefits will be quantified in the detailed second phase.

To summarise, three benefit themes were identified that relate to:

- Social – health and wellbeing and anti-social behaviour improvements
- Economic – job creation, land receipts, infrastructure uplift, and energy costs
- Environmental – biodiversity, operating carbon, and energy efficiency improvements

Within the three benefit themes, there are both quantifiable and quantitative benefits for the all economy and public pursue.

We have selected themes that are aligned to a redevelopment including social housing. When developing the high-level BCR we looked at additionality over what is currently being provided in the base case which in this instance is Option 2 – Essential Repairs and Retrofitting.

When determining the BCR, we have concluded the options for partial redevelopment will have similar benefits with the level of benefits increasing as more of the estate is redeveloped. Therefore, options 3-6 have been grouped together in this assessment.

## Quantitative Benefits

### Option 2: Essential Repairs and Retrofitting

Benefit Theme	Benefits	Methodology	Benefit Type
Environmental	Reduction in total carbon	The essential repairs and retrofit will improve the buildings efficiency and operating carbon of the houses and bungalows through the installation of PV panels.	All Economy
Economic	Reduction in resident energy consumption	Refurbishment will improve energy efficiency ratings which in turn will decrease residents' energy bills.	All Economy
Economic	Reduction in decanting costs	Non-intrusive refurbishment will require no decanting of residents meaning there will be no decanting costs.	Public Purse

### Option 3, 4, 5 and 6: Partial Redevelopments

Benefit Theme	Benefits	Methodology	Benefit Type
Environmental	Reduction in total carbon	The new units will be developed to latest standards, improving the buildings efficiency and operating carbon.	All Economy
Economic	Reduction in resident energy consumption	Varying degrees of redevelopment will improve energy efficiency ratings which in turn will decrease residents' energy bills.	All Economy
Economic	Increase in Council Tax receipts	The increase in the number of units will result in additional units having to pay Council Tax.	Public Purse
Economic	Contractor Job Creation	Jobs will be created for the construction of the redeveloped buildings. Additionally, the increase in the number of units will result in population growth that in turn increases the number of working people. This will result in	All Economy & Public Purse

<b>Benefit Theme</b>	<b>Benefits</b>	<b>Methodology</b>	<b>Benefit Type</b>
		salaries being spent locally and increasing income tax and NI Contributions.	
Economic	Proceeds on the disposal of sale units	The sale of units to private owners will result in economic value for the Council through Stamp Duty receipts.	Public Purse
Economic	Infrastructure and Transport Uplift	The increased number of residents from the new units may increase the reliance and expenditure on local transport.	All Economy
Social	Reduce anti-social behaviour	Reduction in cleaning and maintenance costs for the Council in the options where the layout of the estate is altered in option 6 only to remove / address anti-social hot-spot areas.	Public Purse
Social	Resident health improvements	Improvements in the housing condition may reduce the number of residents experiencing illnesses related to issues. As a result, there will be less pressure and financial burden on the NHS.	Public Purse
Economic	Asset value and land receipt uplift	The improvement in the quality, design and condition of some of the units may increase asset value and produce higher disposal receipts. There may also be an additional uplift in the house values in the surrounding area as a result of the estate improvements.	Public Purse

### Option 7: Full Redevelopment

<b>Benefit Theme</b>	<b>Benefits</b>	<b>Methodology</b>	<b>Benefit Type</b>
Environmental	Reduction in total carbon	Having all new units developed to latest standards on the estate will improve the	All Economy

<b>Benefit Theme</b>	<b>Benefits</b>	<b>Methodology</b>	<b>Benefit Type</b>
		estate's overall energy efficiency and operating carbon.	
Economic	Reduction in resident energy consumption	Full redevelopment will improve energy efficiency ratings across all buildings which in turn will decrease resident energy bills.	All Economy
Economic	Increase in Council Tax receipts	The significant increase in the number of units will result in additional units having to pay Council Tax.	Public Purse
Economic	Contractor and Local Job Creation	Jobs will be created for the construction of all the redeveloped buildings. Additionally, the increase in the number of units will result in population growth that in turn increases the number of working people. This will result in salaries being spent locally and increasing income tax and NI Contributions.	All Economy & Public Purse
Economic	Proceeds on the disposal of sale units	The sale of units to private owners will result in economic value for the Council through Stamp Duty receipts.	Public Purse
Economic	Infrastructure and Transport Uplift	The significant increase in the number of residents from the new units may increase the reliance and expenditure on local transport.	All Economy
Social	Reduce anti-social behaviour	Reduction in cleaning and maintenance costs for the Council in the options as the layout of the estate is altered to remove/ address anti-social hot-spot areas.	Public Purse
Social	Resident health improvements	Improvements in the housing condition in all buildings may reduce the number of residents experiencing illnesses related to issues. As a result, there will be less pressure and financial burden on the NHS.	Public Purse

<b>Benefit Theme</b>	<b>Benefits</b>	<b>Methodology</b>	<b>Benefit Type</b>
Economic	Asset value and land receipt uplift	The improvement in the quality, design and condition of all units may increase asset value and produce higher disposal receipts. There may also be an additional uplift in the house values in the surrounding area as a result of the estate improvements.	Public Purse

**Additional Qualitative Benefits:**

Alongside the quantitative benefits identified above, some options provide additional qualitative benefits for the residents and wider community.

<b>Benefit Theme</b>	<b>Benefits</b>	<b>Methodology</b>	<b>Benefit Type</b>
Social	Local Population Growth	The increase in the number of houses for options 3-7 will have a direct impact on the local population levels as more residents move in. This will likely have a knock-on effect on local economic growth, local spending, local infrastructure, and amenity improvements. The level of population growth will increase as the level of redevelopment increases per option because there will be higher net additional homes.	All Economy
Social	Resident wellbeing improvements	Option 3-7 will cause a creation of new jobs, useable outdoor space and high-quality homes will improve the physical and mental wellbeing of the residents. Physical wellbeing will be achieved through improved activity and the creation of new usable outdoor space. Mental health will be improved from the better living conditions. The extent of this benefit will increase as the level of redevelopment increases per option.	Local Community

Benefit Theme	Benefits	Methodology	Benefit Type
Social	Temporary preservation of residents' wellbeing	Option 2 which could involve no decanting will preserve residents' wellbeing as there will be little disruption from relocation as a result of the need to decant. However, this is only a short-term improvement because the condition of the buildings means there will be a future need for decanting as significant works will be needed.	Local Community
Environmental	Improvements in biodiversity and air quality	Options 5-7 provide new green space of varying sizes and trees on the estate that supports an improvement to the biodiversity on the estate. This will improve the air quality in the surrounding area by the increase in the number of trees.	Local Community
Environmental	Indirect carbon benefits or carbon benefits outside the site boundary	<p>Improved site accessibility and local amenities (e.g. green space) may reduce the driving needs for the residents.</p> <p>Creation of additional homes in the redevelopment options will provide opportunities for residents outside of the site boundary to move into more efficient homes reducing carbon impact in the broader community.</p> <p>Health and wellbeing improvements can reduce the number of lost workdays as well as the number of hospital visits – both having a positive effect</p>	Local Community

### 5.3 Conclusion

Although, the BCR was only a high-level, indicative assessment, it shows a positive outcome in terms of benefits from all options compared to the base case. It is evident the greater the level of redevelopment, the higher the degree of benefits that can be created as a result despite the presence of decanting. Options 3-7 have varying degrees of benefits that increase as the levels of redevelopment across the estate increases.

This means options 3 and 4 provide less benefits due to the limitations of infill development. Options 5 and 6 have the greater levels of redevelopment that allow for more associated benefits including economic benefits from increasing the number of houses as well as the social benefits from enhancing living conditions. Option 6 is differentiated from Option 5 by its ability to alter the estate layout to remove anti-social behaviour prone areas and provide large usable outdoor space. Though, it is clear Option 7 is able to produce the greatest levels of benefits for both the public purse and all economy as a result of the full redevelopment of the estate.



## 6 CONCLUSION

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This report has explored the Strategic Alignment and Economic Evaluation for the seven options identified for the Ekin Road Estate in Cambridge. It also outlines the key assumptions that will be used to deliver the Financial Evaluation as part of phase 2.

The Strategic Alignment Assessment unpacked the current state of the buildings and the estate. It outlined Cambridge City Council's strategic objectives for the city and in particular the provision of housing. When analysing each of the options against the 11 Critical Success Factors, it is clear that Option 1 was not a viable option as it is not feasible to maintain the estates current condition. Option 2 will therefore be used as the revised base case for comparison as this is the minimum actions required by the Council to provide a level of improvement in relation to ongoing maintenance issues, condition, and energy performance of the buildings. This option also should not require decanting meaning there will be minimal impact on resident health and wellbeing. Though the lack of redevelopment in this option means the structural, anti-social behaviour and quality concerns cannot be addressed meaning it is not a viable option but rather a base case for comparison.

When assessing each of the remaining options against the CSFs, it is clear that as the level of redevelopment increases, the number of green flags associated with the CSFs increases accordingly.

While options 3 and 4 address the standard of the flat blocks and bungalows in relation to quality, condition and sustainability and requires less decanting, these options are constrained by infill development. By preserving the majority of the buildings and redeveloping areas already characterised by higher density buildings, this option will provide the lowest number of net additional homes. There is also a compromise in terms of the opportunity for the following improvements:

- The overall housing quality
- The relationship with the neighboring buildings
- The usable public outdoor space on the estate

Therefore, options 3 and 4 are not viable as to include these options would not maximise the associated benefits in return for the financial investment in the estate.

Option 5 will enhance housing quality and energy performance in most of the buildings on the estate while providing a positive impact to the wider areas in terms of provisioning a usable outdoor space. This option will also allow significant house gain for the local housing market through utilising the space. However, the preservation of most of the houses poses a constraint on the opportunity to fully maximise the development density on the estate as the layout cannot be altered and the retained houses are all lower density housing. Significant decanting will also be required and given the limitations due to the retained houses, it is not justifiable to include this option and decant when the opportunity on the estate cannot be maximized. The

decanting would impact the residents in terms of the stress and uncertainty of temporary relocation which will ultimately affect their health and wellbeing.

Option 6 and 7 are options that provide an overall positive transformation of the estate. While considerable decanting will be required for both which will impact the health and wellbeing of residents, there will be significant, long-term, positive impacts on the community through the provisioning of improved housing conditions, strong placemaking and large usable outdoor space. Additionally, through redeveloping either the majority or all of the estate, there is an overall improvement in the quality of homes and a significant increase in the number of homes delivered and as such meets the CSF for an acceleration and diversification of Cambridge's local housing market. While Option 7 has increased political risk from opposing residents, this option provides the maximum level of improvements available across all CSFs. To exclude either of these options would hinder the opportunities on the estate to achieve significant overall estate improvements for the local community and wider benefits for Cambridge.

The indicative BCR analysis in the Economic Evaluation Assessment further developed on this analysis by looking at the broader economic benefits that could stem from a redevelopment on site. It is clear there can be both quantitative and qualitative benefits that could provide significant improvements to the all economy, public purse and the local community.

All assessed options could provide positive outcomes in terms of benefits, with options 3-6 producing similar all economy and public purse benefits as a result of partial redevelopment. As seen in the Strategic Alignment Assessment, it is clear, as the level of redevelopment increases so do the associated benefits meaning options 3, 4 and 5 have limited scope for a significant positive transformation of the estate.

Therefore, based on the high-level BCR analysis, option 6 and 7 are able to provide both local community benefits from the creation of new pedestrian routes, usable open space and community amenities as well as Cambridge wide benefits from the provisioning of new homes for local people to ease Cambridge's housing pressures. However, at this stage Option 7 – Full Redevelopment is seen as being in a more favourable position to produce more of the desired positive benefits from a social, economic, and environmental perspective. Therefore, the BCR ultimately reinforces the conclusion that options 6 and 7 are the viable options that require further assessment in the detailed phase 2 alongside option 2 as the base case for comparison.

We understand all partial and full redevelopment options will require a level of decanting which will impact resident health and wellbeing short-term in terms of the negative associated wellbeing impacts from temporary relocation. However, the long-term improvements across the whole estate from the short-listed options should significantly improve the general health and wellbeing of all residents long-term. Only options that both secure the longevity of the estate through providing improvements and wide-reaching benefits and in turn justify decanting have been selected.

Taking into account all three of the above assessment, the following options are short-listed for further exploration in phase 2:

- Option 2 - Retain the buildings in existing form and undertake essential repairs and retrofitting (base case)
- Option 6 – Partial Redevelopment involving retention of house to the south and east
- Option 7 – Full Redevelopment

## 7 APPENDIX A – CARBON MODEL TABLES

Building Types (Option 1)	Number	Floor Area/Unit sqm	Total Floor Area sqm
Flats	72	60	4,320
Houses	32	78	2,496
Bungalows	10	40	400
Maisonette	8	52	417
<b>Total/Average:</b>	<b>122</b>		<b>7,633</b>

Refurbished (Option 2)	Number	Floor Area/Unit sqm	Total Floor Area sqm
Flats	72	60	4,320
Houses	32	78	2,496
Bungalows	10	40	400
Maisonette	8	52	417
<b>Total/Average:</b>	<b>122</b>		<b>7,633</b>

Refurbished (Option 2)	Number	Floor Area/Unit sqm	Total Floor Area sqm
Flats	72	60	4,320
Houses	32	78	2,496
Bungalows	10	40	400
Maisonette	8	52	417
<b>Total/Average:</b>	<b>122</b>		<b>7,633</b>

Option 4	Number	Floor Area/Unit sqm	Total Floor Area- sqm
Flats	0	60	0
Houses	32	78	2,496
Bungalows	0	40	0
Maisonette	0	52	0
New Maisonettes	70	52	3,652
New Houses	0	78	0
New Flats	83	60	4,980
<b>Total/Average:</b>	<b>185</b>		<b>11,128</b>

Option 5	Number	Floor Area/Unit sqm	Total Floor Area sqm
Flats	0	60	0
Houses	24	78	1,872
Bungalows	0	40	0

<b>Maisonette</b>	0	52	0
<b>New Maisonettes</b>	72	52	3,756
<b>New Houses</b>	0	78	0
<b>New Flats</b>	113	60	6,780
<b>Total/Average:</b>	<b>209</b>		<b>12,408</b>

<b>Option 6</b>	<b>Number</b>	<b>Floor Area/Unit sqm</b>	<b>Total Floor Area sqm</b>
<b>Flats</b>	0	60	0
<b>Houses</b>	22	78	1,716
<b>Bungalows</b>	0	40	0
<b>Maisonette</b>	0	52	0
<b>New Maisonettes</b>	26	52	1,356
<b>New Houses</b>	0	78	0
<b>New Flats</b>	169	60	10,140
<b>Total/Average:</b>	<b>217</b>		<b>13,212</b>

<b>Option 7 - Full Redevelopment</b>	<b>Number</b>	<b>Floor Area/Unit sqm</b>	<b>Total Floor Area sqm</b>
<b>Flats</b>	0	60	0
<b>Houses</b>	0	78	0
<b>Bungalows</b>	0	40	0
<b>Maisonette</b>	0	52	0
<b>New Flats</b>	200	60	12,000
<b>New Houses</b>	39	78	3042
<b>Total/Average:</b>	<b>239</b>		<b>15,042</b>

## 8 APPENDIX B – SOURCE LIST

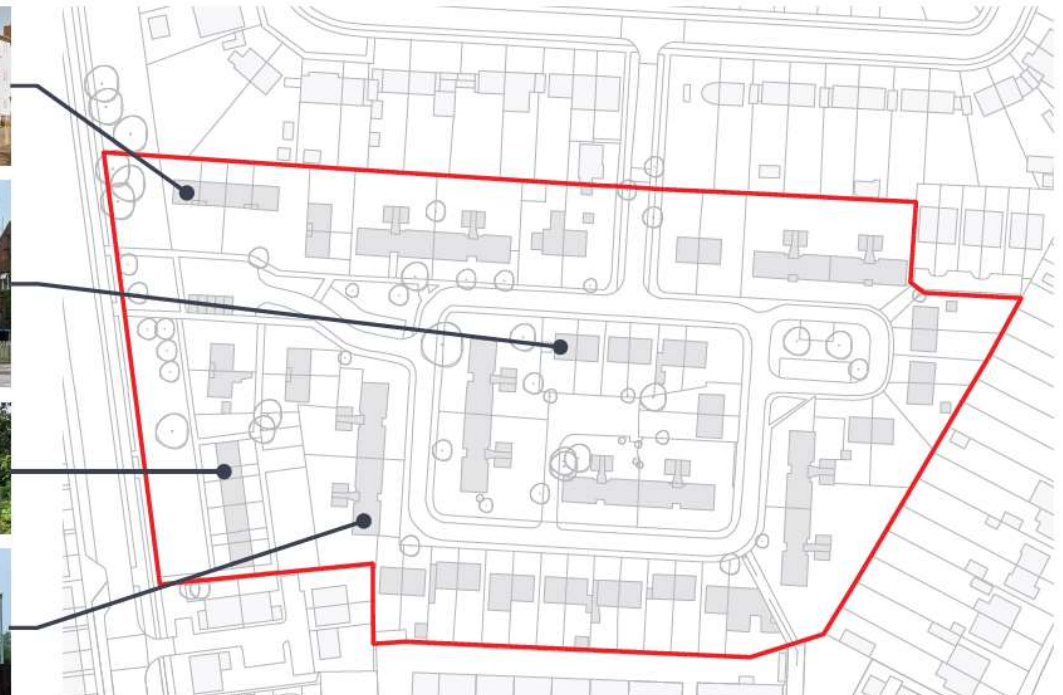
Section	Document
<b>Executive Summary</b>	
Estate Condition	Potter Raper Options Appraisals Report (August 2020)
Decanting	Cambridge City Council Decant Policy
<b>Strategic Alignment</b>	
Building Standards	Potter Raper Options Appraisals Report (August 2020)
Asbestos	ADF Environmental, Asbestos Refurbishment Surveys (2019)
Fire Safety	Cambridge City Council Housing Services, Regulatory Reform (Fire Safety) Order 2005 Fire Risk Assessment (November/December 2022) Potter Raper Options Appraisals Report (August 2020)
Drain Issues	Millward, Structural Inspections for Cambridge City Council (September-November 2019)
Health and Safety	Potter Raper Options Appraisal Report (August 2020)
Damp, Mould and Condensation Incidents	Damp, Mould, Condensation Team, DMC Reports
Legibility	BPTW, Pre-App 4 Presentation (June 2022)
Anti-social behaviour	Cambridge Police Estate Champion
EPC Target	Cambridge City Council Climate Change Strategy Action Plan 2021-2026
Accessibility	HM Government, The Building Regulations 2010: Access and use of buildings Potter Raper Options Appraisals Report (August 2020)
Tree Strategy	BPTW, Pre-App 4 Presentation (June 2022)
Consultation Process	Ekin Road Resident Questionnaire Final Report (14 <sup>th</sup> September 2022)
Critical Success Factors	Greater Cambridge Housing Strategy JLL Team
Carbon Assessment	RIBA 2023 Potter Raper Options Appraisal Report GLA London Plan HM Treasury Green Book
<b>Economic Performance</b>	
Unit value, size and build cost	JLL Market Report
Decant and homeless tenant	Cambridge City Council Decant Calculations
Construction costs	Potter Raper Cost Planning Feasibility Estimate

Repairs and Maintenance Cost	Average maintenance cost of a residential unit for the Cambridge Council HRA Business Plan
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# 9 APPENDIX C - BPTW DESIGN OPTIONS – PARTIAL REDEVELOPMENT FEB 2023

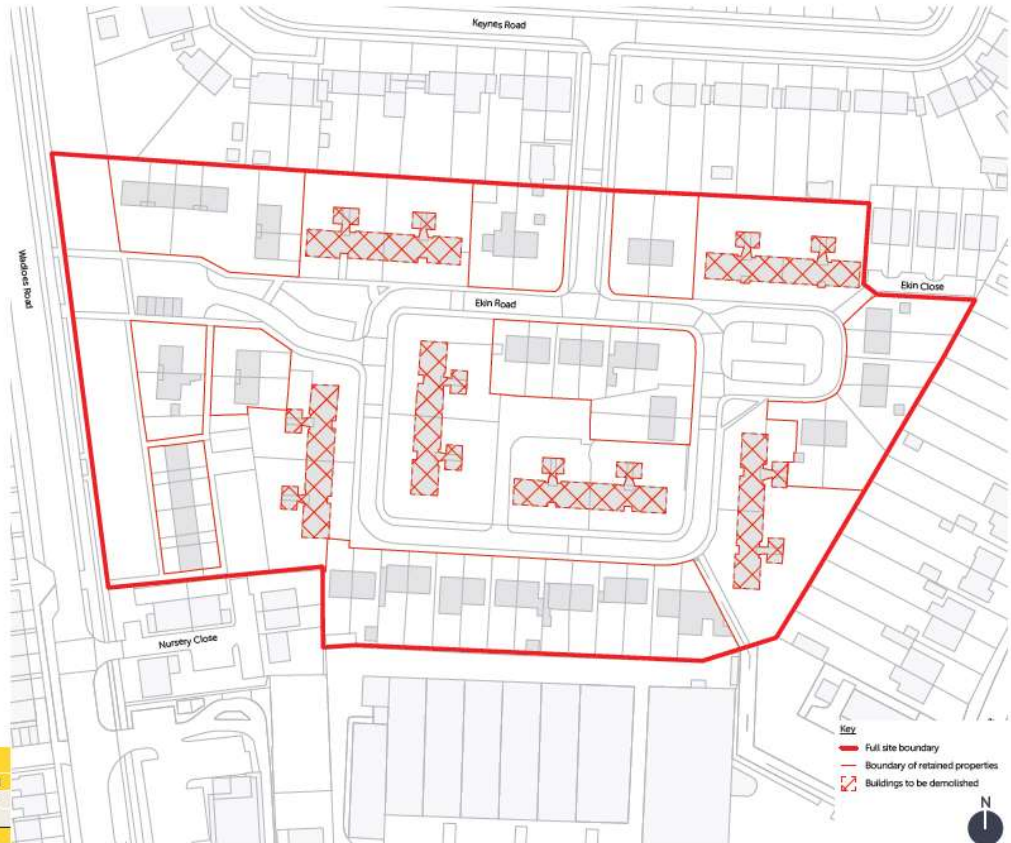
## Existing Site

### Site Plan



## Option A

### Demolition of flats only (retention of all houses, bungalows and maisonettes)



Option A					
	Flats	Bungalows	Maisonettes	Houses	Total
Existing	72	10	8	32	122
Demolished	72	0	0	0	72
Retained	0	10	8	32	50

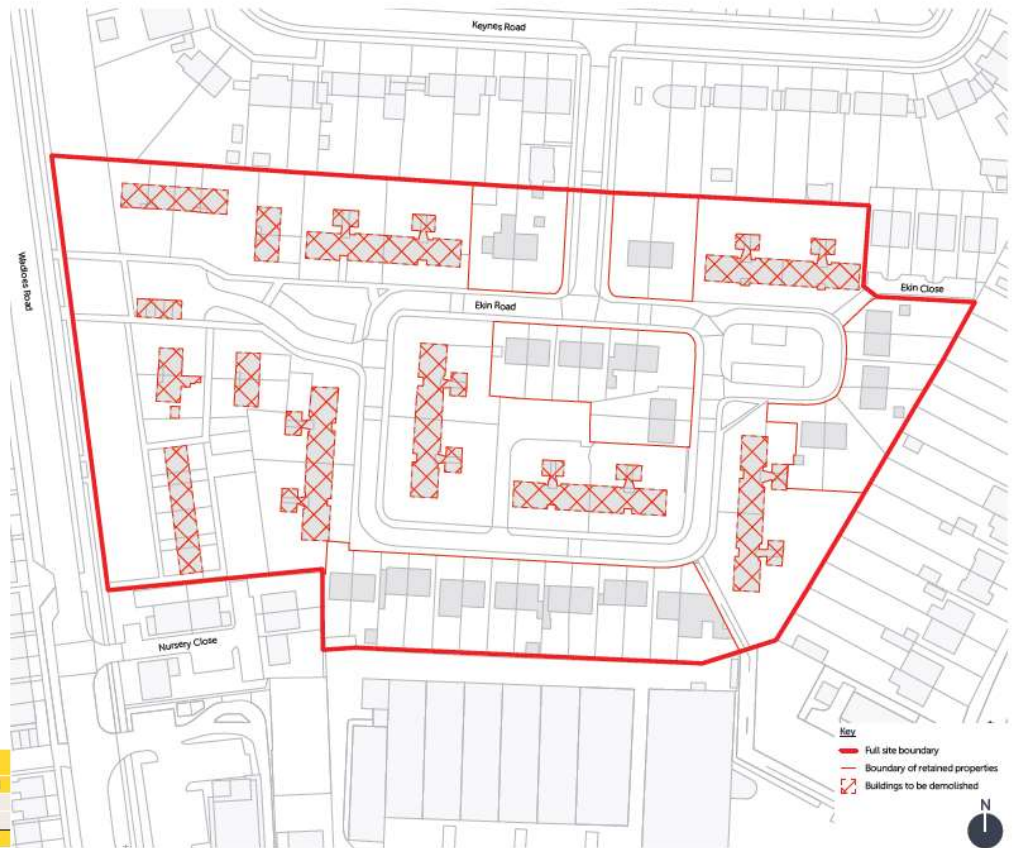


# Option B

Retention of all houses



Option B					
	Flats	Bungalows	Maisonettes	Houses	Total
Existing	72	10	8	32	122
Demolished	72	10	8	0	90
Retained	0	0	0	32	32



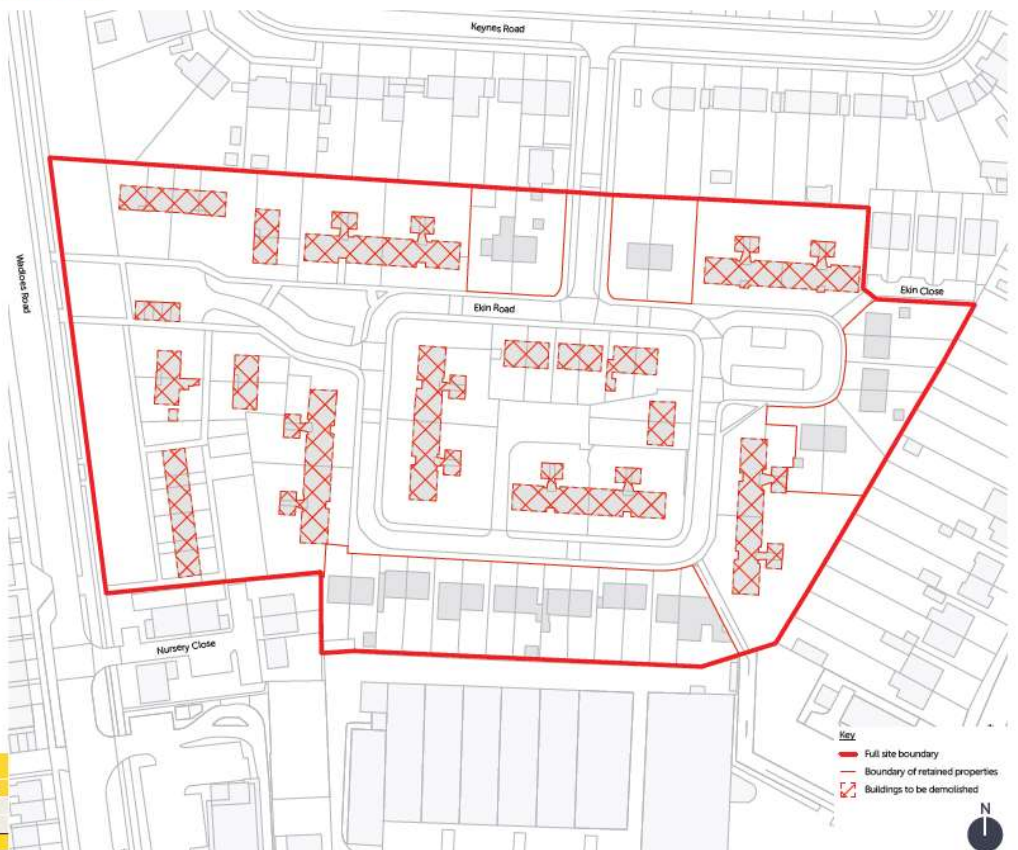
6 // BPTW // Elin Road Design Development

# Option C

Retention of most houses (except central houses)



Option C					
	Flats	Bungalows	Maisonettes	Houses	Total
Existing	72	10	8	32	122
Demolished	72	10	8	8	98
Retained	0	0	0	24	24

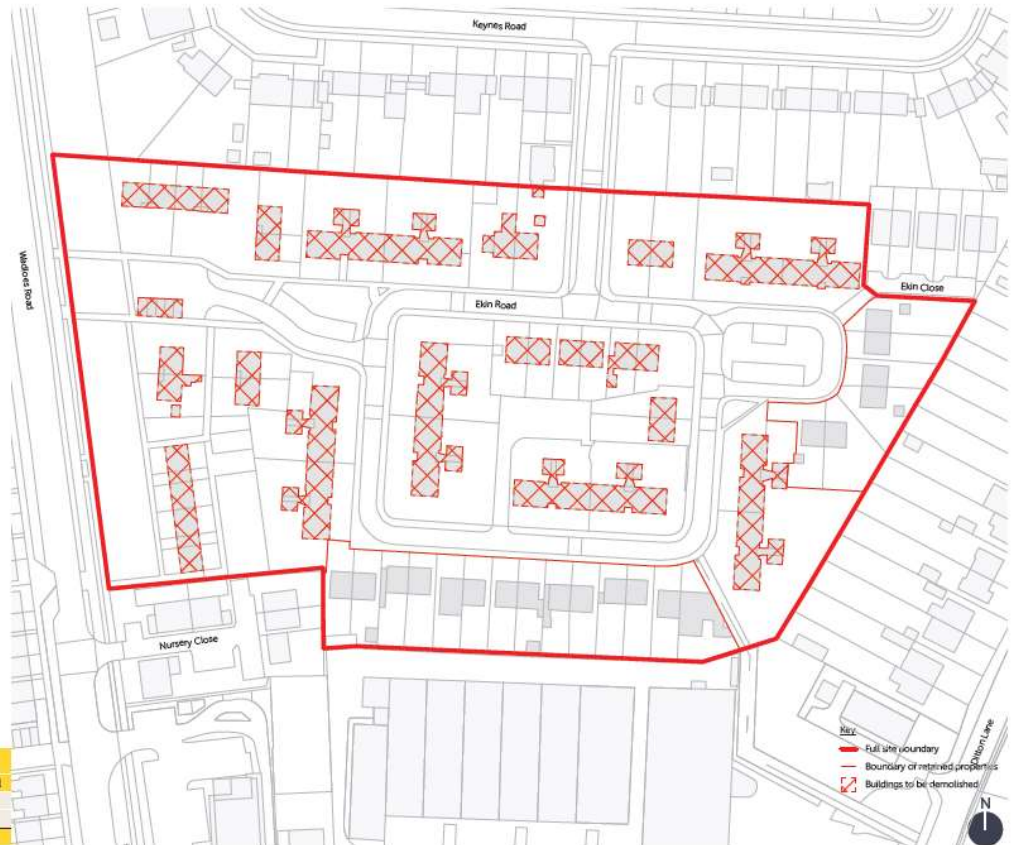


# Option D

Retention of houses to the south and east only



Option D					
	Flats	Bungalows	Maisonettes	Houses	Total
Existing	72	10	8	32	122
Demolished	72	10	8	12	102
Retained	0	0	0	20	20



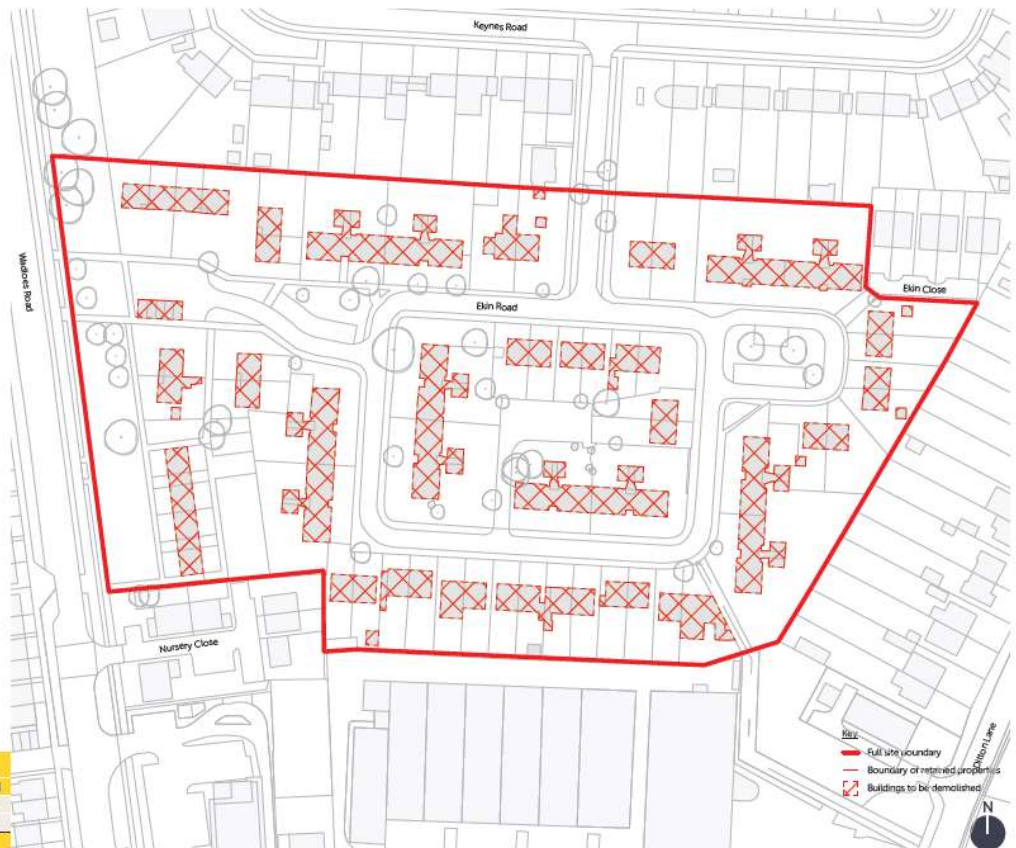
12 // BPTW // Ekin Road Design Development

# Option E

Total redevelopment



Option E					
	Flats	Bungalows	Maisonettes	Houses	Total
Existing	72	10	8	32	122
Demolished	72	10	8	32	122
Retained	0	0	0	0	0



## Annex 3

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

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

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

Guidance on how to complete this tool can be found on the Cambridge City Council intranet. For specific questions on the tool email Helen Crowther, Equality and Anti-Poverty Officer at [equalities@cambridge.gov.uk](mailto:equalities@cambridge.gov.uk) or phone 01223 457046.

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

<b>1. Title of strategy, policy, plan, project, contract or major change to your service</b>
Two-stage Options Appraisal – Ekin Road

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

<b>3. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?</b>
1.1 This project is to investigate options for the Ekin Road estate including refurbishment, partial redevelopment or comprehensive redevelopment. Jones Lang LaSalle (JLL) were instructed to undertake an options appraisal in two phases. The first phase includes an evaluation of seven options (see part 4) by assessing each from a high-level strategic, economic and

financial perspective. A more detailed analysis will be performed in phase 2 to establish the preferred option for the estate from the short list of options.

#### 4. Responsible service

Cambridge City Council's Housing Development Agency (HDA)

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

(Please tick all that apply)

- Residents
- Visitors
- Staff

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

The options appraisal impacts the following groups:

- Housing applicants registered on Home-Link (the Council's choice-based lettings system) i.e. households who need to find somewhere to live.
- Existing council tenants (97), leaseholders (15), freeholders (10) and any subtenants in the existing residential units

In relation to the Equalities impact, many of those on the housing register (particularly those on the highest banding for need) will have a level of vulnerability. Although not all vulnerabilities are captured under the Equality Act 2010, many will be, such as disability (including mental health), age, pregnancy and maternity. For those residents who are existing tenants or leaseholders, many of them will also have a protected characteristic as it may be the reason they are able to access social housing. This will be considered in more detail under the following sections which look at each of protected characteristics.

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

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

- New
- Major change
- Minor change

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

- Yes  
 No

If 'Yes' please provide details below:

- Housing Management - managing relationships with the current residents
- Maintenance teams – advice on current maintenance and repairs of the existing properties
- Finance Team - to provide funding for the options appraisal work
- Community Services – to advise on engagement with the local community

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

The report on stage one of the options appraisal and progress to Stage 2 is to be presented to the Housing Scrutiny Committee meeting of 19<sup>th</sup> September 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?**

The HDA has undertaken a detailed internal review process toward identifying council stock which has known shortcomings, and which may most appropriately be redeveloped to provide new energy efficient housing and community facilities.

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

Consultation is being undertaken with residents. To date consultation has taken the form of letter-drop, in-person events, liaison group meetings, drop in sessions held locally and a dedicated website. Assisted by internal council services, consultation methods are tailored to the individual

requirements, ie use of translation services where required, use of digital and non-digital materials, in person and/or telephonic or written correspondence as most appropriate to the consultee.

The 2021 Census provides information on the demographics of the Cambridge City population to assist strategic planning by CCC.

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

[AKT the lgbtq+ youth homelessness report \(2021\)](#)

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

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

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

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

## 10. Potential impacts

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

### (a) Age - Please also consider any safeguarding issues for children and adults at risk

#### Housing Register and Homelessness

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

#### Older People

This project aims to review the current condition of the existing properties and identify the suitability to our aging population. The review will acknowledge the requirement to 5% adapted homes suitable for wheelchair users. All general needs housing is provided at adaptable M(4)2 standard.

The possible provision of new homes which are accessible for household members who are wheelchair users would mean these homes will be suitable for older people with reduced mobility as long as their needs require this type of home. Refurbishment of the existing properties would also identify opportunities to adapt and improve the existing properties to suit older people.

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

It is acknowledged that the uncertainty of the future of the estate may concern residents including elderly people. The team will ensure that information, guidance and support is provided throughout this investigation.

### **Younger people**

This project seeks to review the housing mix on the current estate and the potential housing mix on a redeveloped or partially redeveloped estate.

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

Cambridge has a relatively young population compared to the rest of Cambridgeshire and many other parts of the country. Around 21.9% of the population is aged 15-24.

Younger people are finding it increasingly difficult to get on the housing ladder, having to remain longer with parents or in expensive private rented accommodation. Affordability issues are particularly acute in Cambridge. Private rents are also significantly higher than most other parts of the country.

It is acknowledged that the uncertainty of the future of the estate may concern residents including young people. The team will ensure that information, guidance and support is provided throughout this investigation.

### **(b) Disability**

This project aims to review the current condition of the existing properties and identify the suitability for people with disability. The review will acknowledge the requirement to 5% adapted homes suitable for wheelchair users. All general needs housing across the Council programme is provided at adaptable M(4)2 standard.

Disabled parking will be reviewed on the existing and any proposed redevelopment plan to serve tenants, in line with planning guidance.

Almost one in five people in the UK have a disability, with mobility being the most common impairment. At the same time there is a nationally recognised shortage of housing for people with

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

Over 22% of the Council's housing register have a mobility award – 41 of which are full time or most of the time wheelchair users.

The consultants completing the review have been instructed to analyse the options based on Critical Success Factors, including: *'Improve the health and wellbeing of residents'* which aims to: *'Assess each option's ability to improve the health and wellbeing of the residents, through providing open green spaces, accessibility, and healthy living environments, whilst also examining the impacts on the community.'*

It is acknowledged that the uncertainty of the future of the estate may concern residents including people with disabilities or mental health disorders. The Council will ensure that information, guidance and support is provided throughout this investigation.

To ensure that all parties are fully informed and to cater for specific needs, all correspondence and information is made available to residents in varied formats when required.

### **(c) Gender reassignment**

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

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

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

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

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

This project seeks to review the housing mix on the current estate and the potential housing mix on a redeveloped or partially redeveloped estate.



The redevelopment options may include private and shared amenity space including play equipment for children.

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

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

It is acknowledged that the uncertainty of the future of the estate may concern residents including families and those that are expecting children. The Council will ensure that information, guidance and support is provided throughout this investigation.

**(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.**

Options which present a unit gain will acknowledge that increasing the supply of affordable housing in Cambridge is expected to have a positive impact on those members of the community who are classified as Black and Minority Ethnic (BAME).

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

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

The Council makes information available to residents in other languages where it's needed.

**(g) Religion or belief**

We have not identified any equalities issues specific to this protected characteristic in relation to the Ekin Road investigation work.

**(h) Sex**

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

**(i) Sexual orientation**

We have not identified any equalities issues specific to this protected characteristic in relation to the Ekin Road investigation work.

**(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\\_I59kt25q](https://media.ed.ac.uk/media/1_I59kt25q)).**

#### **Homelessness – positive impact**

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

The development of new family sized homes within all new developments would allow homeless families currently living in temporary accommodation to have the opportunity to bid on the homes and secure a move to permanent accommodation.

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

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

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

#### **Fuel Poverty**

The Council is committed to providing high quality homes which greatly supersede the energy efficiency of current housing stock. This investigation reviews potential delivery of new council stock meeting Passivhaus or similar performance standards. These would provide low running costs and greater alleviation to residents affected by fuel poverty.

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

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

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

None

**13. Sign off**

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

Names and job titles of other assessment team members and people consulted: Jaques van der Vyver, Programme Officer.

Date of EqlA sign off: 5 September 2023

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

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

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

**Send form**



### Item

## Compliance Update

**To:**

Housing Scrutiny Committee

19 July 2023

**Report by:**

Renier Barnard – Property Compliance and Risk Manager

Tel: 01223 457485 Email: [renier.barnard@cambridge.gov.uk](mailto:renier.barnard@cambridge.gov.uk)

**Wards affected:**

All Wards

This report is for information and not for decision.

### 1. Executive Summary

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

### 2. Recommendations

The Executive Councillor is recommended to note the progress of the compliance related work detailed within the report.

### 3. Compliance Update

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

#### 3.1 Gas Safety

We currently have 1 property (use and occupier) out of compliance. First Time access rate remain reasonably high at 81.71% with a total of 4961 safety inspections and services inclusive of carbon monoxide detector checks since November 2022.

### 3.2 Fire Safety

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

<b>Task</b>	<b>Progress</b>	<b>Target Completion</b>
Fire Door Inspection Program and Improvements to Maisonette's above 4.5 meters	Next cycle of inspections has started and a progress report on the program will be provided at the next committee meeting. We aim to improve on the previous reported no access properties. This work will be ongoing/recurring annually with no completion date. We are also looking to provide additional fire door safety information for tenants to assist with essential response repairs.	No Completion Date  Ongoing Works
Fire Alarm - Kingsway	Additional testing has commenced following changes to the cause and affect matrix on the system. Cambridge Fire and Rescue to be involved during the next stage. We have experienced contractor delays.	June 2023
Compartmentation Works - Kingsway	Compartmentation work has started. Target Completion of all 5 Blocks – still to be confirmed.	Ongoing
Fire Risk Assessment Program	Complete 100%	March 2023

### 3.3 Legionella & Water Hygiene

No issues to report regarding the Councils ongoing management of Legionella Risks. All legionella risk assessments will be reviewed in 2023/24.

### 3.4 Electrical Safety

Our contractor is making good progress with over 200 inspections completed since the last reporting period. We are still experiencing some access issues and we are working with housing and tenants.

### 3.5 Passenger Lifts & Specialist Lifting Equipment

1 Lifts are currently out of service across the portfolio. One lift at Kingsway

Flats remains out of service. We are currently awaiting 25 additional supplementary safety inspection as requested by our insurance inspectors HSB Engineering. We have experienced some inspection delays from HSB Engineering due to an internal resourcing issue.

### 3.6 Asbestos Management

Communal area reinspection's are progressing well with nearly 20% reinspected. We have undertaken urgent remedial works removing asbestos in a few communal areas in Ashbury Close, Golding Road, Minerva Way, Molewood Close, Walpole and Wycliffe Road.

## 4. Hanover Court, Princess Court & Kingsway

Risk reduction measures remains in place.

## 5. Compliance Dashboard

The Compliance Dashboard is attached Appendix A

## 6. Condensation, Mould, and Damp work

Since the previous report, there has been a decrease in reported cases of damp, mould, and condensation (DCM) issues, likely attributed to warmer weather conditions. The proactive approach of engaging with tenants, conducting surveys, and implementing preventive measures appears to be yielding positive results.

Key Updates:

1. Reduction in Reports: The recent warmer weather has contributed to a decline in reported cases of DCM issues. This demonstrates the seasonal influence on such problems and supports the effectiveness of interventions.
2. Customer Contact and Survey: The established practice of contacting customers within 2 days of a DCM report continues. We have set a new process for scheduling a DCM Survey inspection within 10 working days. Additionally, a new process introduced for the Tenant Liaison Officers to engage with customers during the initial call to assess the severity of DCM, enabling timely prioritisation of actions, including mould wash treatments.
3. Information Dissemination: A condensation and mould information leaflet is sent to tenants, advising them about DCM issues and preventive measures.

An alert is added to the housing management system to promptly identify and track reported DCM cases.

4. DCM Risk Assessment Survey Report: A new DCM risk assessment survey report has been developed. Surveyors utilise this report to assess risk levels, record findings, outline necessary follow-up actions, and capture relevant survey observations such as potential tenant health issues.
5. Follow-Up and Further Surveys: A follow-up call to tenants is conducted 8 weeks post-survey completion to ascertain if any further action is required.
6. Tenant Engagement: Collaborative efforts are planned with the resident engagement team, scheduled to commence in September. This engagement aims to enhance tenant awareness and involvement in DCM management strategies.
7. Housing Officer and Customer Service Centre Teams Involvement: Housing Officers play an active role by identifying DCM cases and communicating them through the dedicated condensation email address, facilitating effective communication and timely resolution.
8. Action Plan Implementation: The organization continues to fulfill actions outlined in the Cambridge City Council's DCM Self-Assessment Response Action Plan, indicating a commitment to meeting established standards and protocols.
9. Collaborative Initiatives: To establish a working Group with Cambridgeshire Housing Associations to support a cooperative effort to address DCM issues across the housing sector, building on successful collaborations from the previous year.

The reduction in reported DCM cases due to warmer weather is a positive trend. The comprehensive approach involving customer engagement, surveys, preventive measures, and collaboration demonstrates the organisation's commitment to effectively managing and resolving DCM issues. Continued efforts in line with the outlined strategies are likely to yield further improvements.

#### Next Steps:

1. Proactive plan in place to monitor weather patterns and DCM cases for any changes in reported cases.
2. Execute planned meetings with the resident engagement team in September.



3. Maintain proactive communication channels and collaboration with Housing Officers and other stakeholders.
4. Assess the effectiveness of the new DCM risk assessment survey report in capturing relevant data.
5. Continue action plan implementation from Cambridge City Council's DCM Self-Assessment Response Action Plan.
6. Participate actively in the resumed Working Group with Cambridgeshire Housing Associations meetings.

The number of damp, condensation and mould received since the date of the last report (5th June 2023) 99

Number of surveys completed 84

Number of no access 21

Number of reports of DCM by month

December 63

January 83

February 29

March 44

April 41

May 55

June 39

July 43

August 17

## **7. Implications**

### **7.1 Financial Implications**

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

### **7.2 Staffing Implications**

There are no new staffing implications directly relating to this report.

### **7.3 Equality & Poverty Implications**

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

included within the formal implementation papers.

#### **7.4 Environmental Implications**

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

#### **7.5 Procurement Implications**

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

#### **7.6 Consultation and Communication**

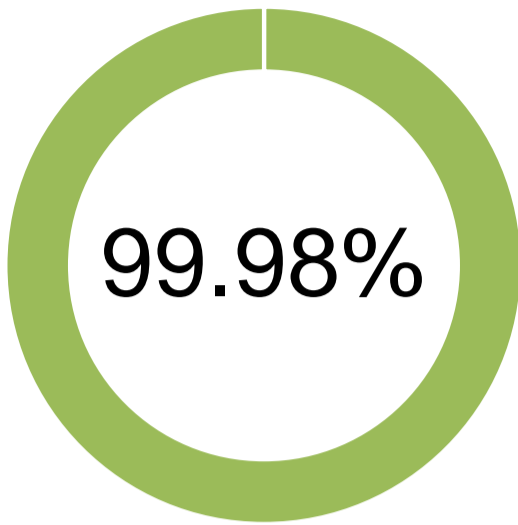
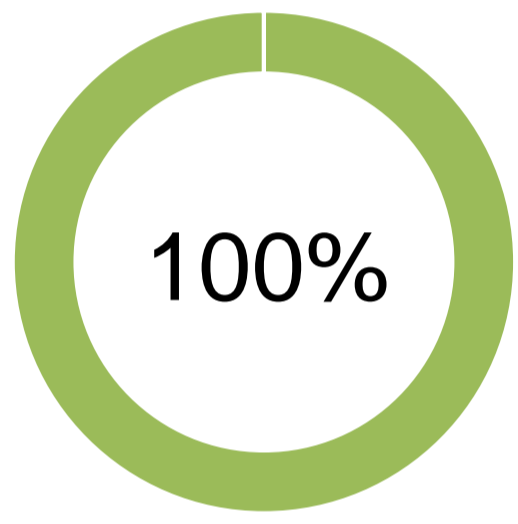
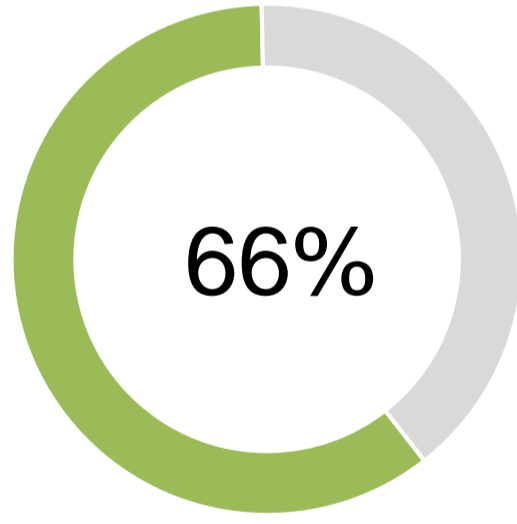
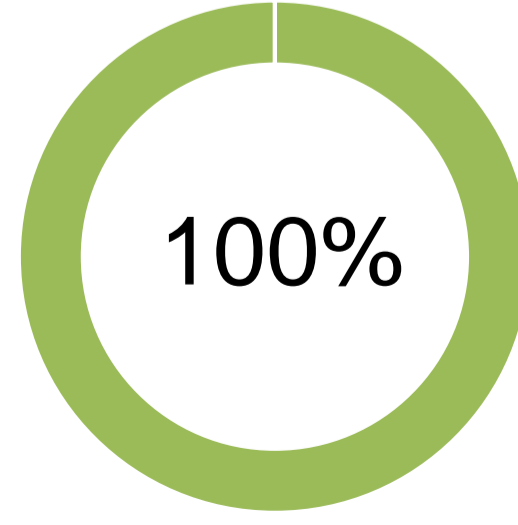
There are no new Consultation and Communication implications directly relating to the content of this report.

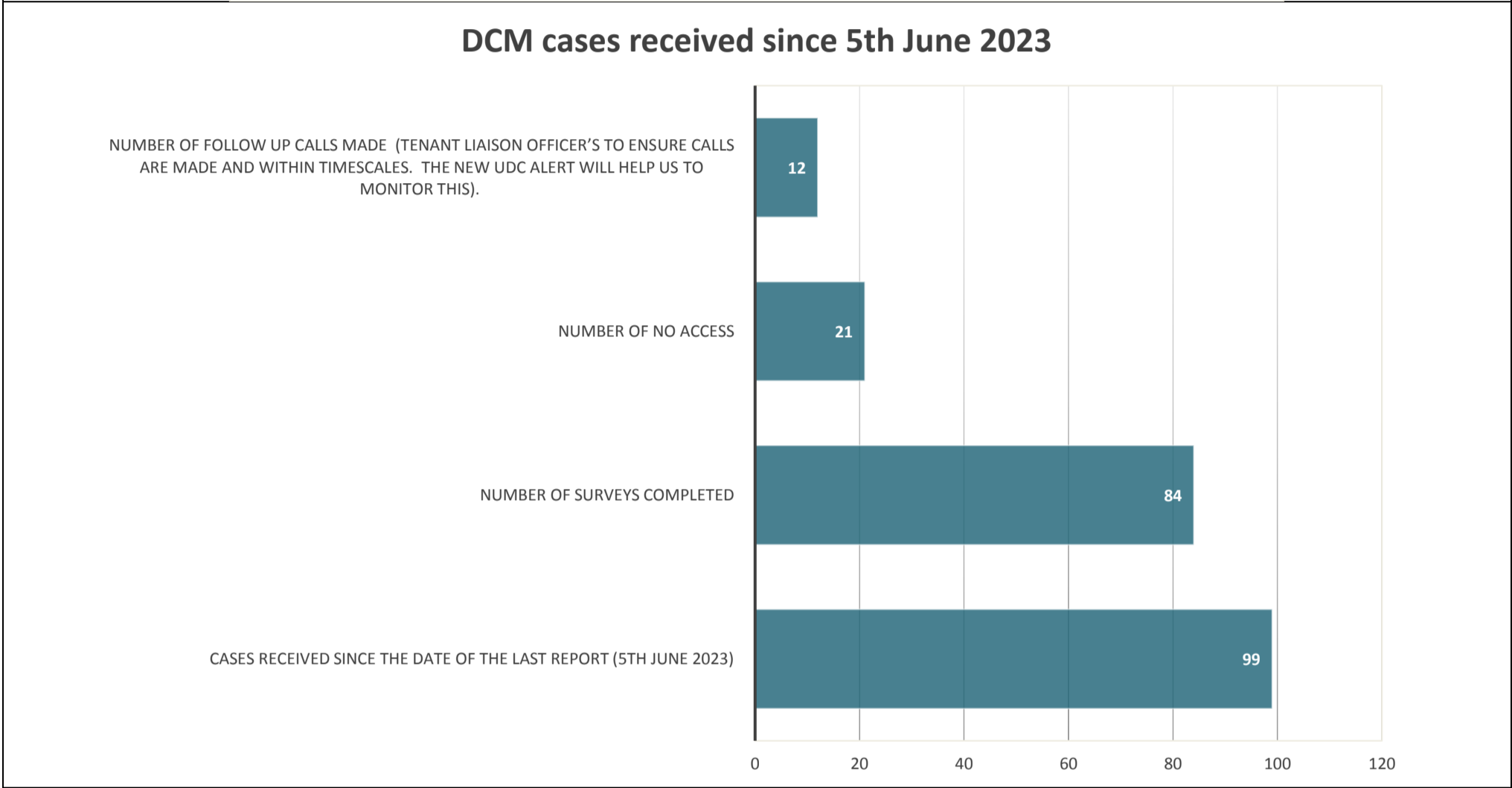
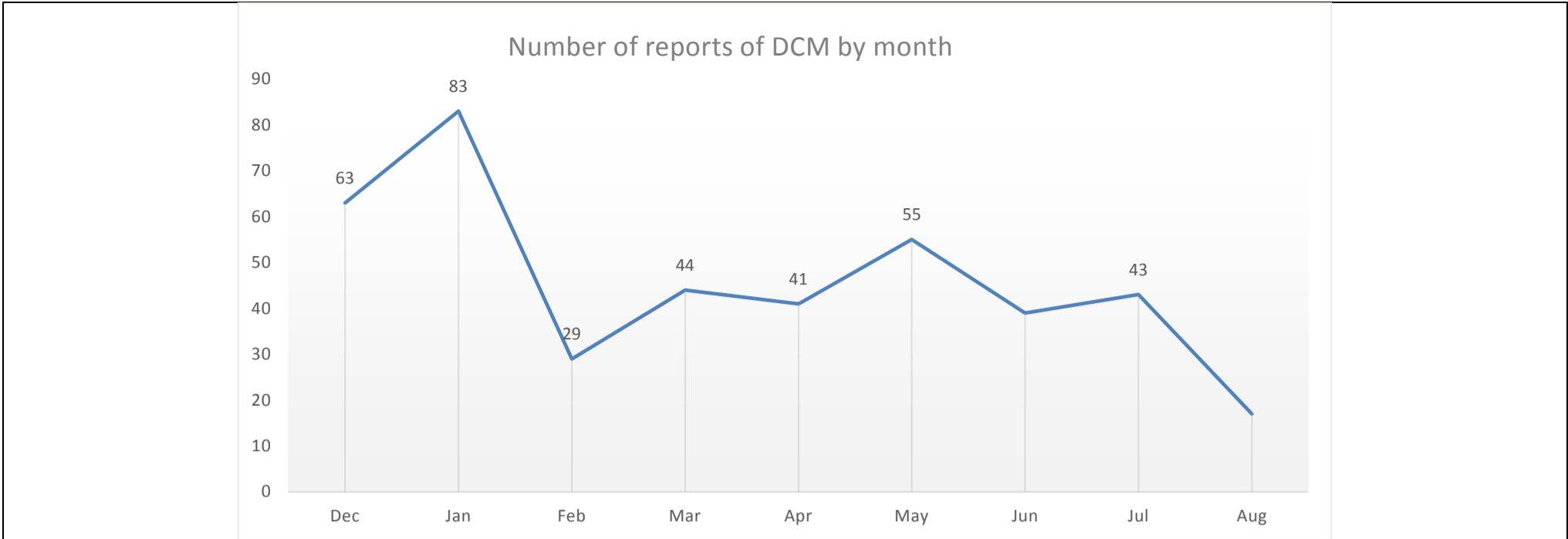
#### **7.7 Community Safety**

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

### **8. Background Papers**

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

<p style="text-align: center;"><b>Domestic Gas Safety Compliance</b></p> <p style="text-align: center;"> <span style="color: green;">■</span> 1 Expired    <span style="color: green;">■</span> 6562 Properties         </p>  <p style="text-align: center; font-size: 2em;"><b>99.98%</b></p>	<p style="text-align: center;">Percentage Compliance Last Reported</p> <p style="text-align: center; font-size: 1.5em;"><b>100%</b></p>
	<p style="text-align: center;">Trend Since Last Report</p> <p style="text-align: center;">↓</p>
<p style="text-align: center;"><b>Communal Gas Safety Compliance</b></p> <p style="text-align: center;"> <span style="color: green;">■</span> 0 Expired    <span style="color: green;">■</span> 51 Properties         </p>  <p style="text-align: center; font-size: 2em;"><b>100%</b></p>	<p style="text-align: center;">Percentage Compliance Last Reported</p> <p style="text-align: center; font-size: 1.5em;"><b>100%</b></p>
	<p style="text-align: center;">Trend Since Last Report</p> <p style="text-align: center;">↔</p>
<p style="text-align: center;"><b>Domestic EICR Compliance</b></p> <p style="text-align: center;"> <span style="color: green;">■</span> 2663 Expired    <span style="color: grey;">■</span> 7850 Properties         </p>  <p style="text-align: center; font-size: 2em;"><b>66%</b></p>	<p style="text-align: center;">Percentage Compliance Last Reported</p> <p style="text-align: center; font-size: 1.5em;"><b>61.53%</b></p>
	<p style="text-align: center;">Trend Since Last Report</p> <p style="text-align: center;">↑</p>
<p style="text-align: center;"><b>Fire Risk Assessments Compliance</b></p> <p style="text-align: center;"> <span style="color: green;">■</span> 0 Expired    <span style="color: green;">■</span> 449 Communal Fire Risk Assessments         </p>  <p style="text-align: center; font-size: 2em;"><b>100%</b></p>	<p style="text-align: center;">Percentage Compliance Last Reported</p> <p style="text-align: center; font-size: 1.5em;"><b>100%</b></p>
	<p style="text-align: center;">Trend Since Last Report</p> <p style="text-align: center;">↔</p>





## HOUSING OMBUDSMAN DETERMINATIONS

**To:**

Councillor Gerri Bird, Executive Councillor for Housing, Homelessness and Housing Scrutiny Committee 19<sup>th</sup> September 2023

**Report by:**

Tom Lewis, Head of Legal Practice (Shared Services) and Sean Cleary Group Manager (Operations)

Tel: 01223 - 457401 Email: tom.lewis@3csharedservices.org

**Wards affected:**

All

Not a Key Decision

### 1. Executive Summary

- 1.1 The last time a report came to this committee detailing a finding of fault by the Ombudsman, in respect of a housing related service, against this authority was in 24<sup>th</sup> January 2023. Since then, there have been 1 case where fault has been found. This report provides elected members with some brief detail on this case, why fault was found and outlines the actions the council has taken to remedy the matter for the customer and identify areas for improvement in the future.
- 1.2 In these circumstances, the Head of Legal Services, as the council's Monitoring Officer, has an obligation to report the findings to the Executive. The Executive is obliged to set out what action has already been taken in respect of the findings, what action it intends to take and the reasons for taking the action.
- 1.3 The determinations highlighted in this report came from the Local Government and Social Care Ombudsman.

## 2. Recommendations

The Executive Councillor is recommended to:

- 2.1 Note the information contained within this report
- 2.2 Approve the remedial actions outlined and measures established to reduce or eliminate the risk of repeat mistakes in future cases

## 3. Background

*Page: 2*

- 3.1 The council's published Annual Complaints report for 2022-23 provides some useful contextual background. It states that:
  - The Housing Service manages close to 8460 properties within the City and has placed 391 households into temporary accommodation during the year. We have also handled 1005 homeless applications, had 872 new applicants join the Home-Link register and opened 2261 housing advice cases in the year
- 3.2 **The Case** was assessed by the Local Government and Social Care Ombudsman (LGSCO). Mrs X complained that the Council incorrectly advertised a property it offered her and failed to advise her about withdrawal rights in the process. As a result, she accepted the property and said she experienced distress and costs as a result.
- 3.3 The LGSCO concluded that there was fault which caused an injustice.
- 3.4 The council accepted the Ombudsman's findings and have complied with its suggested remedies; the Council should, within one month of the final decision:

Write Mrs F with its proposed remedy to:

- a) make a 50% financial contribution to the installation of a dropped kerb up to a maximum of £1,000, and prioritise a tenant alteration request from Mrs F. This would be subject to approval of the works by the County Council; or
- b) offer a direct let of a like for like property with off-street parking and make a £500 contribution toward any costs incurred.

Mrs F has accepted option A. £1000 has been credited into her rent account and works concluded.

- 3.5 Partly as a result of this case and, in addition to the remedies provided, the customer offer letter has been updated to include clear information advising the customer of their right to refuse an offer. The council has also expanded the lettings team and has new management in place. The manager is in the process of reviewing the current policies, end to end processes and procedures to look for areas of improvement. Going forward both the lettings team and the voids team will work together to improve information exchange, in terms of details of the property, so that the customer can see photographs of the specific property before they can decide if they would like to view the property. This will improve the customer experience and reduce officer time taken to carry out viewings.

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

*Page: 3*

The financial implications for the council are outlined in this report.

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

None

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

None.

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

None.

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

None.

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

None.

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

Please see 1.2 of this report. The council is obliged to publicly report any cases which have been to the Ombudsman where fault has been found but not remedied before it is investigated by the Ombudsman.

## **5. Background papers**

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

## **6. Appendices**

None

## **7. Inspection of papers**

If you have a query on the report please contact Sean Cleary, Group Manager (Operations), City Services Group, Cambridge City Council  
T: (01223) 458287 email [sean.cleary@cambridge.gov.uk](mailto:sean.cleary@cambridge.gov.uk)





## Item

### Update on new build council housing delivery

#### To:

Councillor Gerri Bird, Executive Councillor for Housing  
Housing Scrutiny Committee 19/09/2023

#### Report by:

Ben Binns, Head of Housing Development Agency  
Email: [ben.binns@cambridge.gov.uk](mailto:ben.binns@cambridge.gov.uk)

#### Wards affected:

All

## 1 Executive Summary

- 1.1. This is a regular quarterly report showing progress on the City Council's new housing and the housing development programme.
- 1.2. 847 new build homes have been completed across 18 sites under the City Council programmes, with 457 being net new Council homes. A further 6 existing homes have been acquired into council stock. The 847 includes handovers of completed homes at Campkin Road (75), Clerk Maxwell Road (14) and Histon Road (9).
- 1.3. While a submission for the funding of the 100% affordable regeneration scheme at Aylesborough Close Phase 2 was expected to have been resolved prior to this Committee, this has been subject to revision following Homes England's June 2023 announcement that replacement homes are now eligible for funding consideration.
- 1.4. Revised funding submissions are in process with Homes England to cover Aylesborough Close (net new and replacement) and Colville Road Phase 3 (replacement homes). Outcomes of these bids will be reported to this Committee as received.
- 1.5. Following an out of cycle urgent decision approved in June 2023, the Council has been formally allocated £840,000 of Round 2 funding by DLUHC to fund delivery of housing catering to refugees at risk of

homelessness. This sum is in addition to the funding of £4,968,683 previously allocated toward the delivery of homes earmarked for Afghan and Ukrainian refugees in Round 1.

- 1.6. Following outputs of detailed design and associated cost implications which mean that the Tedder Way scheme fails to evidence required Value For Money, the decision has been agreed to remove this 1-home scheme from the programme.
- 1.7. *In parallel with this committee report quarterly update statistics for the Councils Affordable housing delivery will be published to the Councils website to facilitate public perusal.*

## **2. Recommendations**

The Executive Councillor is recommended to:

- 2.1. Note the continued progress on the delivery of the approved housing programme.

## **3. Delivery Programme**

4.1 The current delivery programme confirms

- the 500 devolution programme consisting 929 (including market sale) homes in total and 537 net affordable homes.
- the 10-year New Homes Programme consisting of 534 homes with scheme approval. This 534 is made up of:
  - 134 net new Council rented HRA homes at Social rent or 60% of Market rent (Subject to Final Design ahead of formal planning submission).
  - 4 modular homes to be held, let and funded as Roughsleeper accommodation by It Takes a City
  - 169 net new home to be let at 80% of Market rent. (Subject to Final Design ahead of formal planning submissions).
  - 56 homes earmarked for market sale.
  - 18 market acquisitions earmarked for refugee accommodation, funded through the Local Authority Housing Fund, to be let at 60% of market rent..
  - 153 Replacement homes on regeneration sites.

4.2 While work has been progressing to date to deliver the Tedder Way scheme as a single large accessible home, Investigations undertaken to finalise designs have revealed that there were some substantial costs, most specifically related to a new requirement for foundation piling. While this single home was accepted to be a significant expenditure this was validated by the need for bespoke accessible housing. The additional costs which are now evident however, mean that this scheme fails to meet Value for Money criteria required to justify its delivery. As such the decision has been taken to remove this scheme from the development pipeline. 3 further bespoke accessible homes being delivered at Kendal Way (1) and Fen Road(2) remain deliverable and are making progress.

The tables below show the breakdown of homes and the stage they are at:

<b>500 Homes Programme</b>	<b>Completed</b>	<b>On site</b>	<b>Approved</b>	<b>Totals</b>
Total Homes	838	90	1	929
Replacement homes	76	0	0	76
Market Sale	314	2	0	316
Net new Affordable HRA homes	448	88	1	537
% of target				108%

<b>10 Yr New homes programme</b>	<b>Completed</b>	<b>On site</b>	<b>Approved</b>	<b>Totals</b>
Total Homes	15	229	290	534
Replacement homes	0	49	104	153
Intermediate (80% of market rents)	0	104	65	169
Market Sale	0	0	56	56
Net new Affordable homes	15	76	65	156
Net new 3rd Party Affordable	Breakdown below - Modular			4
Total Net New held in HRA	Includes all net HRA rental			339

<b>Modular Homes Project</b>	<b>Completed</b>	<b>On site</b>	<b>Approved</b>	<b>Totals</b>
Total Homes	16	0	4	20
Replacement homes	0	0	0	0
Market Sale	0	0	0	0
Net new HRA homes	16	0	0	16
Net new 3rd party homes	0	0	4	4

<b>LAHF Refugee Housing</b>	<b>Completed</b>	<b>In process/ On site</b>	<b>Approved</b>	<b>Totals</b>
Total homes	22	11	1	34
Existing pipeline (accounted separately)	16	0	0	16
Acquisitions	7	11	0	18

<b>LAHF Refugee Housing</b>	<b>Completed</b>	<b>In process/ On site</b>	<b>Approved</b>	<b>Totals</b>
Net new Affordable HRA homes	7	11	0	18

- 4.3 Appendix 1 shows the total housing provided per programme and scheme as well as the net gain of affordable rented Council homes. The HRA Budget Setting report approved by full Council in February 2023 includes all financial information for respective scheme budgets and net cost to the Council's Housing Revenue account.
- 4.3 A breakdown per scheme of home size and rental tenure of the ten year new homes programme is attached overleaf:



10-year new homes programme - Unit size mix as at August 2023

Scheme	Units	Social				60% Median/LHA				80% Median				Private				Decant/Replacement			
		1bed	2bed	3bed	4bed+	1bed	2bed	3bed	4bed+	1bed	2bed	3bed	4bed+	1bed	2bed	3bed	4bed+	1bed	2bed	3bed	4bed+
The Mews, Histon Road	10					3	7														
L2 orchard park revised	75	25	5																		
Colville 3	48	12	18	2						8	8							3	13		
Fen Road	12		8	3	1																
Ditton Fields	6		2	4																	
Borrowdale	3		3																		
Aragon and Sackville	14										14										
Aylesborough Close	70	24	14	3						13	15	1						22	11		
Paget Road	4			2								2									
St Thomas Road	8						4	4													
Fanshawe	84	23	13	9						1	30	8							21	1	
East Road	40	10	6							16	6	2									
Hanover and Princess Ct	138	51	31											25	31			47	35		
ITAC Modular Homes	4					4															
LAHF acquisitions	18							16	2												
<b>TOTAL</b>	<b>534</b>	<b>145</b>	<b>100</b>	<b>23</b>	<b>1</b>	<b>7</b>	<b>11</b>	<b>20</b>	<b>2</b>	<b>73</b>	<b>83</b>	<b>13</b>	<b>0</b>	<b>25</b>	<b>31</b>	<b>0</b>	<b>0</b>	<b>72</b>	<b>80</b>	<b>1</b>	<b>0</b>
		<b>1bed</b>	<b>2bed</b>	<b>3bed</b>	<b>4bed+</b>				<b>Percentage</b>	<b>1bed</b>	<b>2bed</b>	<b>3bed</b>	<b>4bed+</b>								
Net new affordable	156	80	31	42	3				Affordable	51%	20%	27%	2%								
Net new 80% Rented	169	73	83	13	0				80% rented	43%	49%	8%	0%								
<b>Pre-planning schemes unit and tenure subject to change in line with existing HSC Approvals</b>																					

## 5 Profile of Start on Sites

**Table 1: Start on Site Forecast Profiles for Council rented affordable homes in HRA**

### 500 Programme (net of replacements)

Progress to 500 starts on site	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Starts by year	2	159	158	203	14	0	1
Cumulative total	2	161	319	522	536	536	537

### 10yr New Homes Programme (net of replacements and 80% market rents)

New programme affordable starts on site	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Starts by year	10	67	30	49	0	0	0
Cumulative total	10	77	107	156	156	156	156

## 6 Scheme details

### 6.1 Schemes Completed:

Scheme Name	Net Affordable	Market Sale	Replacement	Delivery	Completion Date
<b>Total</b>	<b>457</b>	<b>293</b>	<b>76</b>		
Uphall Road	2	0	0	E&F	Jan-18
Nuns Way & Wiles Close	10	0	0	Tender	Aug-19
Ditchburn Place Community Rooms	2	0	0	Tender	Sep-19
Queens Meadow	2	0	0	CIP	Jun-20
Anstey Way	29	0	27	CIP	Jun-20
Colville Garages	3	0	0	CIP	Jul-20
Gunhild Way	2	0	0	CIP	Jul-20
Wulfstan Way	3	0	0	CIP	Sep-20
Markham Close	5	0	0	CIP	Sep-20
Ventress Close	13	0	2	CIP	Feb-21
Akeman Street	12	0	2	CIP	May-21
Mill Road	118	118	0	CIP	External works and handover of underground car park remain ongoing. Final external works and landscaping forecast across summer 2023.
Cromwell Road	118	175	0	CIP	In progress
Colville Phase 2	43	0	20	CIP	In progress
Meadows and Buchan	22	0	0	CIP	In progress
Campkin Road	50	0	25		Completed homes and community centre handed over in July 2023 and now in 1yr defects period.

Scheme Name	Net Affordable	Market Sale	Replacement	Delivery	Completion Date
Clerk Maxwell Road	14	0	0	S106 CIP	Completed homes handed over in July 2023 and now in 1yr defects period.
The Mews, Histon Road	9	0	0	S106 Laragh	9 homes handed over in July 2023 with final 1 home completed in September 2023.

## 6.2 Schemes on Site:

Scheme Name	Social, LHA and 60% of Market rent	80% Market Rent	Market Sale	Replacement	Practical Completion	Programme status
<b>Total</b>	<b>239</b>	<b>104</b>	<b>2</b>	<b>49</b>		
Cromwell Road	0	0	2	0	Dec-23	Block B (23 units) was handed over on April 2023. Block C handed over May 2023. External roadway and landscaping works will continue through Summer 2023, with final market homes for completion in December 2023 (former sales office use).
Colville Phase 2	4	0	0	0	Aug-24	Remaining 4 completions to coincide with Colville Phase 3 completion.
Meadows and Buchan	84	0	0	0	Dec-24	Foundations completed at both sites with sub structure blockwork and drainage progressing.
Aragon Close	9	0	0	0	Sep-23	Final 1 home to be completed in September 2023.
L2 Orchard Park	30	45	0	0	Feb-24	Contract extension under review to February 2024, following significant delays related to subcontractor liquidation and staffing shortages.
Fen Road	12	0	0	0	Jan-24	Subject to significant delays encountered reaching targetted airtightness levels, with associated implications for delayed associated works.
Colville Road Phase 3	32	16	0	16	Jul-24	On programme. Handover reforecast to contract end date
Ditton Fields	6	0	0	0	Feb-24	Subject to significant delays encountered reaching targetted airtightness levels, with associated implications for delayed associated works.
Borrowdale	3	0	0	0	Feb-24	Subject to significant delays encountered reaching targetted airtightness levels, with associated implications for delayed associated works.

Scheme Name	Social, LHA and 60% of Market rent	80% Market Rent	Market Sale	Replacement	Practical Completion	Programme status
LAHF Refugee Housing	18	0	0	0	Nov-23	6 Purchases completed, 11 further acquisitions in process/agreed subject to survey. 16 homes reallocated across existing pipeline now completed with first residents in occupation (excluded here to avoid duplication of figures).
Aragon Close	0	7	0	0	Jun-23	Demolition complete and Archaeological investigations being undertaken under Minor Works Contract, however formal Main contract commencement remains at risk of delay.
Sackville Close	0	7	0	0	Jun-23	Demolition complete and Archaeological investigations being undertaken under Minor Works Contract, however formal Main contract commencement remains at risk of delay.
Aylesborough Close Phase 2	41	29	0	33	Jul-23	Demolition commenced in July 2023 under Minor Works Contract, with Main works contract commenced in August 2023.

### 6.3 Approved schemes;

Scheme Name	Social, LHA and 60% of Market rent	80% Market Rent	Market Sale	Replacement	Start on Site	Programme status
<b>Total</b>	<b>158</b>	<b>41</b>	<b>80</b>	<b>104</b>		
Kendal Way	1	0	0	0	Oct-23	Way forward agreed to move this site toward commencement and address boundary dispute which is ongoing.
Paget Rd	2	2	0	0	Oct-24	Planning submission reforecast to allow further scheme design.
St thomas Rd	8	0	0	0	Oct-24	Planning submission reforecast to allow further scheme design.
Fanshawe Road	45	39	0	22	Aug-24	Decanting of tenants progressing well. Planning Authority Design Review Panel has required amendments to development plan. Now forecast for planning submission September 23.
East Road garages	16	0	24	0	Aug-24	Separate reporting being brought to this board to outline scheme design movement which has taken place to date
Hanover and Princess	82	0	56	82	Jun-25	Work in progress to review the scheme options and to consider



Scheme Name	Social, LHA and 60% of Market rent	80% Market Rent	Market Sale	Replacement	Start on Site	Programme status
						how housing might be best delivered.
Hills Avenue Roughsleeper Pods	4	0	0	0	Nov-23	Resolution to grant Planning agreed in August 2023. Firm SOS date may proceed ahead of schedule.

## 7 New Programme Funding

7.1 Funding is being provided for the following schemes through the Grant Agreement with Homes England as signed for the 21-26 HE Affordable Homes Programme for Continuous Market Engagement:

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

7.2 Funding has been allocated to support demolition and infrastructure costs at the 100% affordable housing scheme at Aylesborough Close Phase 2 through the Brownfield Land Release Fund 2 (BLRF2), delivered by the One Public Estate (OPE).

7.3 Funding of £1,000,000 has been allocated through the CPCA to fund Capital Investment at the Fanshawe Road Redevelopment Scheme.

7.4 An additional funding bid has been submitted to Homes England for the 100% affordable regeneration scheme at Aylesborough Close Phase 2. Further submissions for grant funding will be submitted to Homes England as additional schemes receive Resolution to Grant Planning, and outcomes of these bids will be reported to this Committee as received.

### 7.5 Homes England Funding for replacement homes

7.5.1 On 27 June 2023 Homes England officially announced that replacement homes being delivered on regeneration schemes are now considered eligible for funding submissions.

7.5.2 This does have a positive effect on current financial viability of the new homes programme, but it must be noted that this may be marginal where we have already been allocated high grant levels.

7.5.3 There are a number of conditions which remain in effect, most specifically

- Schemes must include overall net gain of new homes.

- Financial viability and overall need for the grant levels needs to be well evidenced.
- Funding still cannot be jointly used with Right to Buy receipts – Where RTB expenditure has occurred homes remain ineligible for grant.
- Favour is given to schemes which will commence on site by March 2025,
- A completion date requirement remains in line with the Current Homes England CME Programme completion date of end-March 2026.

Given the size and complexity of many of the councils regeneration schemes there is a limited number of properties which meet these criteria.

- 7.5.4 In line with the changed to CME eligibility, revised Bids are in process to Homes England for the following schemes:
- Colville Road Phase 3 – 16 no. replacement homes
  - Aylesborough Close – 33 no. replacement homes. The in-process funding submission for the net new homes at Aylesborough Close has been subject to delay given this new need to revise it to include this new opportunity.
- 7.5.5 Council officers will continue to engage with Homes England to ensure that this opportunity for additional funding is best implemented, and outcomes of these additional and ongoing funding submissions will be reported to this Committee in due course.

## **7.6 Funding for Refugee Housing**

- 7.6.1 In February 2023 Funding of £4,968,683 from DLUHC through the LAHF was formally allocated to the Council to fund delivery of homes earmarked for Afghan and Ukrainian refugees. This delivery is being progressed through a mix of existing on-site housing delivery and open market housing acquisitions.
- 7.6.2 In March 2023, it was announced that the Local Authority Housing Fund would be expanded by £250 million for a second round of funding (LAHF R2), with the majority of the additional funding used to house those on Afghan resettlement schemes (ARAP/ACRS) currently in bridging accommodation and the rest used to ease wider homelessness pressures.
- 7.6.3 DLUHC provisionally identified Cambridge City as eligible for this Round 2 capital grant funding (under section 31 of the Local

Government Act 2003), with an indicative additional allocation of £840,000. This funding covers two distinct elements as below:

- o Resettlement element: to fund the provision of a minimum of 3 homes.
- o TA element: to fund the delivery of a minimum of 1 home.

7.6.4 Delivery is required to be part funded / financed by local authorities, amounting to 60% of costs to be met by the Council. This requires council top up funding of £1,140,000.

7.6.5 Given the need to respond rapidly to funding opportunities, and to allow that tight programme deadlines can be met, an Urgent Decision was circulated and approved by the Executive Councillor for Housing in June 2023. This decision included approval that

- the delivery of accommodation to cater for recent humanitarian schemes identified within the second round of LAHF funding be delivered as part of the Councils 2022-2032 New Build Housing Programme.
- an indicative budget of £1,980,000 be drawn down in 2023/24 from the sum already ear-marked and approved for investment in new homes, to cover the costs associated with delivering 4 homes to serve as longer term accommodation catering for eligible families, and to recognise grant funding of £840,000 towards this expenditure. Following the meeting of this need the properties delivered will become general needs housing held within council stock.

7.6.6 For further details, members may reference report **23/Urgency/HSC/12** - Local Authority Housing Fund Refugee Scheme Round 2 – Approval to deliver 2ND round humanitarian scheme accommodation through the 2022-32 new build housing programme, partly funded by Central Government

7.6.7 Update on delivery of these homes is now incorporated into this reporting to the board.

## **8 Delivering Accessible Housing**

8.1 Cambridge City Council is committed to providing a range of housing options for residents with limited mobility. The Council adheres to the accessibility standards laid out in the Local Plan 2018. This requires

100% of new build Council homes to be M4(2) (accessible and adaptable dwellings), and 5% of new build affordable homes to be M4(3) (wheelchair user dwellings). Some of the developments attained planning on the pre-2018 local plan but the designs were changed to ensure M4(2) was adhered to and an enhanced M4(2) was also provided.

8.2 Housing schemes which remain under pre-planning design are noted as TBD and firm figures will be incorporated as these proceed or Planning Consideration.

8.3 There are currently 33 fully adapted wheelchair user dwellings and 5 enhanced M4(2) adapted homes held within the HSC-approved delivery schemes as per below:

**Table 2: Wheelchair user homes**

	Total Council rented homes (at least 100% M4 (2) wheelchair adaptable)	Of which M4 (3) wheelchair user homes	Of which Enhanced (M4(2) 1 bed	Total 1 bed M4 (3)	Total 2 bed M4(3)	Total 3 bed M4(3)	Total 4 bed M4(3)
<b>TOTAL</b>	<b>1018</b>	<b>33</b>	<b>5</b>	<b>15</b>	<b>15</b>	<b>2</b>	<b>1</b>
<b>500 programme</b>							
Mill Road phases 1 & 2	118	3	5	3	0		
Anstey Way	56	3		3	0		
Cromwell Road	118	6		4	2		
Colville Road Ph 2	69	4		0	4		
Campkin Road	75	4		1	3		
Meadows & Buchan	106	5		2	3		
Kendal Way	1	1				1	
Clerk Maxwell*1	14	0					
<b>10 Yr New homes programme</b>							
L2 Orchard Park*2	73						
Colville Road Phase 3	48	2			2		
Histon Road*1	10						
Fen Road	12	2				1	1
Ditton Fields	6						
Aragon Close	7						
Sackville Close	7						
Borrowdale	3						
Aylesborough Close Phase 2	70	3		2	1		
Paget Rd	4	0					
St Thomas Rd	8	TBD	TBD	TBD	TBD	TBD	TBD

	Total Council rented homes (at least 100% M4 (2) wheelchair adaptable)	Of which M4 (3) wheelchair user homes	Of which Enhanced (M4(2) 1 bed	Total 1 bed M4 (3)	Total 2 bed M4(3)	Total 3 bed M4(3)	Total 4 bed M4(3)
Fanshawe Road	93	TBD	TBD	TBD	TBD	TBD	TBD
East Road	16	TBD	TBD	TBD	TBD	TBD	TBD
Hanover and Princess	82	TBD	TBD	TBD	TBD	TBD	TBD
Hills Avenue Roughsleeper Pods	4	0					
LAHF Refugee housing *3	18	0					

\*1: S106 acquisition

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

\*3: Refugee housing indicates net new stock to avoid duplication of existing pipeline homes

## 9 Sustainability

9.1 The Council's 2021 Sustainable Housing Design Guide continues to guide all new schemes and the table below confirms that all schemes apart from two significantly exceed current Local Plan policy requirements. These are:

- Histon Road (The Mews) which meets the Local Plan is an off the shelf s106 scheme not designed by the council.
- LAHF Funded open market acquisitions, which are traditional build existing homes purchased off the open market and are to a variable standard.

9.2 The council now has 250 homes in development which are targeting Passivhaus or equivalent performance levels.

<b>Current 2018 Cambridge Local Plan</b>	65	19%	110	10%	n/a
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minimum target					
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	Development targets									
	HSC target					Progress to date against target				
	Energy	Carbon	Water	Bio-diversity	Car park ratios	Energy	Carbon	Water	Bio-diversity	Car park ratios
<i>What is it?</i>	<i>Energy per m<sup>2</sup></i>	<i>Carbon Emissions below 2013 building regs</i>	<i>Litres per person per day</i>	<i>% uplift</i>	<i>No. of car bays per home</i>	<i>Energy per m<sup>2</sup></i>	<i>Carbon Emissions below 2013 building regs</i>	<i>Litres per person per day</i>	<i>% uplift</i>	
<b>Scheme</b>										
L2	45	35%-40%	110	0%	0.34	45	35%-40%	110	0%-10%	0.34
Colville Road Phase 3	45	35%-40%	100-110	10%	0.5	45	35%-40%	100-110	10%	0.5
Mews Histon Rd	65	19%	110	n/a	0.7	65	19%	110	n/a	0.7
Fen Road	28	35%-40%	100	10%	1	28	35%-40%	100	10%	0.9
Ditton Fields	28	35%-40%	100	10%	1	28	35%-40%	100	10%	1
Aragon Close	28	35%-40%	100	10%	1	28-35	35%-40%	100	20%	1
Sackville Close	28	35%-40%	100	10%	1	28-35	35%-40%	100	20%	1
Borrowdale	28	35%-40%	100	10%	0.66	28	35%-40%	100	10%	0.66
Aylesborough	28	35%-40%	90	20%	0.5 or less	28-35	35%-40%	90-100	20% some offsite	0.4
Paget Road (Net Zero)	15	100%	80	20%	0.5 or less	15-28	50%-100%	90	20% some offsite	0.5-0.6
St Thomas Road (Net Zero)	15	100%	80	20%	0.5 or less	15-28	50%-100%	90	20% some offsite	0.5-0.6
Fanshawe	28	35%-40%	90	20%	0.5 or less	TBD	TBD	TBD	TBD	TBD
East Rd Garage	28	35%-40%	90	20%	0.5 or less	TBD	TBD	TBD	TBD	TBD
Hanover and Princess Court	TBD									

## 10.Risks

Risk	Likelihood	Impact	Mitigation
<p><b>Cost increases on approved projects</b></p>	<p><b>5 - Certain</b>  Risk of increased budget requirements due to Brexit, Ukraine War and inflation and supply chain cost increases are being encountered. Staffing and materials shortage and delays on SOS due to funding uncertainties increase potential for this risk.</p>	<p><b>4- Significant disruption</b>  1. Committee approval needed for additional capital funding  2. Unplanned public expenditure  3. Loss of value for money  4. Reputation risk to Council  5. Reduction in overall delivery achievable</p>	<p>1. Cost plans are regularly reviewed and updated, and contracts are fixed price to the council.  2. Latest budgets consistently reviewed as part of BSR and MTFS Process.  3. Regular updated risk management budgeting completed as part of risk reviews work across the Council. Supply chain and materials concerns under close monitoring.  4. Committee approval to progress schemes ahead of firm grant certainty mitigates cost increases ahead of entering into build contracts.  5. Depending on the extent of the additional cost this may be managed within scheme level contingencies approved in Budget Setting Report.</p>
<p><b>Securing Planning Permission on new schemes</b></p>	<p><b>2 - Some possibility</b>  1. Failure in obtaining planning permission or Conditions signoff cause delays and increase costs.  2. Delays in receiving a planning decision lead to increased costs being incurred and delays in submission of Funding Bids.  3. Additional time and effort required to redraft plans should revised applications be required.</p>	<p><b>3 - Noticeable effect</b>  Schemes are developed with planners through the pre-application process. Lack of planning resource and Planning Department staff shortages or substitution would lead to delays in arranging for the pre app meetings, and subsequently planning submissions and approvals.</p>	<p>1. Pre-app process used effectively, and schemes aim to be policy compliant.  2. Build in of additional lead time where required to ensure schemes progressing within target schedules  3. Ensuring officers and councillors are involved in decision making from project early stages</p>
<p><b>Sales risk – exposing Council cash flow forecast</b></p>	<p><b>1 - Little chance</b>  1. deceleration of sales / purchase/ acquisition cycle while City Council is reliant on sales income to support programme currently, however bulk of sales now completed on committed sites.  2. Depreciation of assets</p>	<p><b>3 - Noticeable effect</b>  Housing market fluctuations are beyond council control and current circumstances may exacerbate such fluctuations or delay buyer activities in the short-medium term. Market sales have however performed well with all plots at Mill Rd now sold and over 90% of properties sold at Cromwell Rd.</p>	<p>1. Regular updates received in the market for sales of sites. All homes at Mill Road are now sold and Cromwell Road sales are progressing with reporting through CIP processes on sales(90% sold). Currently values are being achieved in line with appraisal and sales rate in line with expectations.  2. Close engagement with market through private sector partners  3. Share risk with private sector partners  4. Financial and sensitivity analysis for the new project site selections, before project starts.</p>

Risk	Likelihood	Impact	Mitigation
<b>Decanting residents / leaseholders</b>	<p><b>3 - Strong possibility</b></p> <p>1. regeneration schemes will not be progressed if residents are not decanted.</p> <p>2. complication in buybacks where Leaseholders face difficulties for obtaining new mortgages for their onward purchase, in non-portable cases</p> <p>3. Redevelopment of estates with high % Leasehold ownership poses greater risk of CPO proceedings being required</p>	<p><b>3 - Noticeable effect</b></p> <p>Full decant of schemes within the 500 programme has now been reached. Decant of Schemes under the 1,000 programme is on-going and if this is not achieved on time there will be impact on the costs of the project</p>	<p>1. Decant and rehousing officers regularly liaising with residents requiring decanting to ensure successful rehoming.</p> <p>2. Decanting and liaison with tenants started early on in the development process. CPO and NOSP process outlined to be proceeded as necessary on future schemes.</p> <p>3. Additional resource to support this work allocated.</p>
<b>Not securing necessary grant for new schemes</b>	<p><b>2- Some possibility</b></p> <p>In case the grant is not secured or at a lower level the business plan may need to be reviewed and the level of housing and tenure delivered may need to change.</p>	<p><b>3 - Noticeable effect</b></p> <p>HE Grant funding now secured on 7 schemes approved under the new 10yr programme, with additional funding allocated from separate streams at Fanshawe Rd, Aylesborough, and for Refugee housing. Remaining grant across new programme schemes not yet secured, other than that committed by the Council. The business plan for the MTFs and BSR assumes grant.</p>	<p>1. Continual discussions with Homes England and other funding bodies are providing greater security on grant funding ability. Issues in securing the level required to support the costs of developing in Cambridge are an issue, and we will continue to review assumptions in the business plan as negotiations develop.</p> <p>2. A recent report from DLUHC has additionally highlighted major risk to the governments Affordable housing programme if grant rates remain static against current inflation.</p> <p>3. The council has welcomed the recent announcement by Homes England allowing funding of replacement homes to be considered within the ongoing 21-26 CME programme. Two revised funding bids are in process to utilise this opportunity.</p>
<b>Labour market/materials/build prices increasing</b>	<p><b>5- Certain</b></p> <p>Situation is being proactively managed and is currently seen as a short-term risk, which must be managed, but may impact programme if not price</p>	<p><b>4 - significant disruption</b></p> <p>services or materials shortages may lead to delays in project delivery and an overall increase on programme cashflow. Fixed price Contracts where utilised are minimizing cost risks which lie with CIP.</p>	<p>1. Fixed price contracts and liaising working closely with Hill to ensure all materials are placed and ordered as soon as reasonably possible and stock-piled on site or using additional storage as required.</p> <p>2. Key packages are being procured as early as possible. Hills existing supply chain relationships are being used to ensure service.</p>
<b>Insufficient Project Management Resource to complete programme</b>	<p><b>1 - Little chance</b></p> <p>1. Inability to properly manage projects</p> <p>2. Council entering into contractual obligations without proper oversight</p>	<p><b>3 - noticeable effect</b></p> <p>Too many schemes brought forward to be managed by existing team and staff overworked. Also there are increased need in adding data and compliance and fire safety statutory requirements to the projects</p>	<p>1. Appointment of new consultants</p> <p>2. Resourcing fund for new recruitments to ensure capacity</p>



Risk	Likelihood	Impact	Mitigation
<b>Future anti-development campaigns</b>	<b>4 - Probable</b> 1.Potential for reputational damage for HDA and Cambridge City Council 2.unexpected extended time frame for the project 3. complications in submission of the scheme for planning consideration and funding approval	<b>3 - Noticeable effect</b> increase in number of leaseholders/ freeholders in new larger schemes increases risk of push back against potential redevelopment activities	1.Establishing focussed steering groups early where necessary 2.Focus on early public engagement via different events and consultations 3. potential development to be informed by detailed options appraisals

## 11.New programme

### 11.1 Work in progress

- **ATS/Murketts** - S&R Committee in March 2023 approved the financing of the land purchase of ATS/Murketts by CIP.

The combined site is allocated within the local plan and design development for a proposed scheme of 70-80 homes is underway, of which 40% will be provided as affordable homes.

CIP is targeting a planning submission for late November 2023. The City Council may seek to acquire the affordable homes from CIP and it is the intention that a report will be brought to a future HSC committee following finalisation of the quantum and mix of affordable homes.

- **East Barnwell local centre** – A separate report is being brought to this Committee.
- **Eddeva Park** - A separate report is being brought to this Committee.
- **Ekin Road** – A separate update report is being brought to this Committee.
- **Hanover and Princess Court** – At the HSC in March the Council approved the principle of redevelopment of Hanover and Princess Court.

Demolition, buildability, and arboricultural assessment reports are being reviewed by the design team. The design team are to progress a single scheme proposal which will need to be balanced with overall financial viability.

Decanting is well advanced but there are still a significant number of leasehold flats to be repurchased. The Council will as on other schemes

seek to proceed by agreement but a CPO in relation to some leasehold interests may well be required.

- **Newbury Farm** - CIP acquired the site from This Land in August 2023 following approval to purchase at S&R Committee in July 2022.

The combined site is allocated within the local plan and design development for a proposed scheme of 150 homes is underway, of which 40% will be provided as affordable housing.

A planning submission is targeted for late November 2023. The City Council will seek to acquire the affordable homes from CIP and it is the intention that a report will be brought to a future HSC committee following finalisation of the quantum and mix of affordable homes.

## **12 Implications**

### **(A) Financial Implications**

The HRA Budget Setting Report approved in February 2023 includes all financial information for respective scheme budgets and net cost to the Council's Housing Revenue Account.

Further review of overall budget and financial position will be incorporated into the HRA Mid Term Financial Statement, now to be considered in November 2023.

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

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

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

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

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

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

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

Advice specific to each project.

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

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

An updated Regeneration policy outlining procedure for resident engagement was approved by the September 2021 meeting of this Committee (21/48/HSC) and guides all resident involvement exercises.

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

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

## **13 Background papers**

Background papers used in the preparation of this report:

- 23/32/HSC - June 2023 Regular Update on new Build Housing Delivery.
- 23/4/CNLa - Executive Councillor for Housing: HRA Budget Setting Report (BSR) 2023/24.
- 23/Urgency/HSC/12 - Local Authority Housing Fund Refugee Scheme Round 2 – Approval to deliver 2ND round humanitarian scheme accommodation through the 2022-32 new build housing programme, partly funded by Central Government.
- 23/75/SR - Funding to Cambridge Investment Partnership Purchase of Land.
- 22/37/SR - New Site acquisition.

## **14 Appendices**

Appendix 1: Programme milestone summary

## **15 Inspection of papers**

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

HDA Delivery Programme		04/09/2023									
Scheme Name	Ward	Net Affordable	Market homes	Total homes	Delivery	Committee	Approval date	Planning Submitted	Planning Resolution	Est. SOS	Practical Completion
<b>BUILD COMPLETE</b>											
Uphall Road	Romsey	2	0	2	E&F	HSC	Mar-15	Aug-16	Dec-16	Jun-17	Jan-18
Nuns Way & Wiles Close	Kings Hedges	10	0	10	Tender	HSC	Mar-15	Aug-16	Jul-17	Jan-19	Aug-19
Ditchburn Place Community Rooms	Petersfield	2	0	2	Tender	S & R	Sep-18	Aug-18	Nov-18	Jan-19	Sep-19
Queens Meadow	Cherry Hinton	2	0	2	CIP	HSC	Jun-17	Dec-17	Jul-18	May-19	Jun-20
Anstey Way	Trumpington	29	0	56	CIP	HSC	Mar-17	Jan-18	Jul-18	Oct-18	Jun-20
Colville Garages	Cherry Hinton	3	0	3	CIP	HSC	Sep-17	Sep-18	Nov-18	May-19	Jul-20
Gunhild Way	Queen Ediths	2	0	2	CIP	HSC	Jan-18	Jul-18	Oct-18	May-19	Jul-20
Wulfstan Way	Queen Ediths	3	0	3	CIP	HSC	Sep-17	Oct-18	Jan-19	May-19	Sep-20
Markham Close	Kings Hedges	5	0	5	CIP	HSC	Jan-18	May-18	Oct-18	May-19	Sep-20
Ventress Close	Queen Ediths	13	0	15	CIP	HSC	Mar-17	Sep-18	Mar-19	Oct-19	Feb-21
Akeman Street	Arbury	12	0	14	CIP	HSC	Jun-18	Apr-19	Jul-19	Oct-19	May-21
Mill Road	Petersfield	118	118	236	CIP	S & R	Nov-17	Dec-17	Jun-18	Aug-18	Mar-23
Cromwell Road	Romsey	118	175	293	CIP	S & R	Mar-18	Mar-19	Jul-19	Dec-19	Dec-23
Colville Phase 2	Cherry Hinton	43	0	63	CIP	HSC	Mar-18	Mar-19	Jun-19	Nov-20	Aug-24
Meadows and Buchan	Kings Hedges	22	0	22	CIP	HSC	Jan-19	Dec-19	Aug-20	Feb-21	Dec-24
Campkin Road	Kings Hedges	50	0	75	CIP	HSC	Jul-19	Nov-19	Mar-20	Mar-21	Jul-23
Clerk Maxwell Road	Newnham	14	21	35	S106	HSC	Jan-19	Dec-19	Jul-20	Feb-22	Jul-23
<b>Sub total</b>		<b>448</b>	<b>314</b>	<b>838</b>							
<b>ON SITE</b>											
Cromwell Road	Romsey	0	2	2	CIP	S & R	Mar-18	Mar-19	Jun-19	Dec-19	Dec-23
Colville Phase 2	Cherry Hinton	4	0	4	CIP	HSC	Jan-19	Jul-19	Dec-19	Nov-20	Aug-24
Meadows and Buchan	Kings Hedges	84	0	84	CIP	HSC	Jan-19	Dec-19	Aug-20	Feb-21	Dec-24
<b>Sub total</b>		<b>88</b>	<b>2</b>	<b>90</b>							
<b>PLANNING APPROVED</b>											
Kendal Way	East Chesterton	1	0	1	Tender	HSC	Jan-21	Feb-22	Jun-22	Oct-23	Oct-24
Tedder Way - Removed	Arbury										
<b>Sub total</b>		<b>1</b>	<b>0</b>	<b>1</b>							
<b>GRAND TOTAL</b>		<b>537</b>	<b>316</b>	<b>929</b>							

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Progress to 500 starts on site	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Starts by year	2	159	158	203	14	0	1
Cumulative total	2	161	319	522	536	536	537

Progress to 500 Completions	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Net Completions by year	2	0	17	54	70	188	117	89
Cumulative total	2	2	19	73	143	331	448	537

HSC Approved New programme schemes		04/09/2023												
Scheme Name	Ward	Social Rent	LHA/60%	80% of market rent	Replacement homes	Market	Total Homes	Delivery	Committee	Committee Approved	Planning Submitted	Planning Resolution	Est. SOS	Practical Completion
<b>Completed</b>														
The Mews, Histon Road	Arbury	0	9	0	0	0	9	S106 Laragh	HSC	Sep-20	May-19	Feb-20	May-21	Jul-23
<b>In process</b>														
L2 Orchard Park	SCDC	30	0	45	0	0	75	CIP	HSC	Sep-20	Aug-20	May-21	Apr-22	Feb-24
Colville Road Phase 3	Cherry Hinton	32	0	16	16	0	48	CIP	HSC	Sep-20	Jun-21	Dec-21	Sep-22	Jul-24
The Mews, Histon Road	Arbury	0	1	0	0	0	1	S106 Laragh	HSC	Sep-20	May-19	Feb-20	May-21	Sep-23
Fen Road	East Chesterton	12	0	0	0	0	12	CIP	HSC	Jan-21	Feb-21	Jul-21	Aug-22	Jan-24
Ditton Fields	Abbey	6	0	0	0	0	6	CIP	HSC	Jan-21	Feb-21	Oct-21	Sep-22	Feb-24
Borrowdale	Arbury	3	0	0	0	0	3	CIP	HSC	Jan-21	Jul-21	Nov-21	Oct-22	Feb-24
Aragon Close	Kings Hedges	0	0	7	0	0	7	CIP	HSC	Jan-21	Jan-22	Oct-22	Jun-23	Oct-24
Sackville Close	Kings Hedges	0	0	7	0	0	7	CIP	HSC	Jan-21	Jan-22	Oct-22	Jun-23	Oct-24
Aylesborough Close Phase 2	Arbury	41	0	29	33	0	70	CIP	HSC	Sep-21	Apr-22	Oct-22	Jul-23	Jul-25
Paget Rd	Trumpington	2	0	2	0	0	4	Tender	HSC	Sep-21	Oct-23	Apr-24	Oct-24	Oct-25
St thomas Rd	Coleridge	0	8	0	0	0	8	Tender	HSC	Sep-21	Oct-23	Apr-24	Oct-24	Apr-26
Fanshawe Road	Coleridge	45	0	39	22	0	84	CIP	HSC	Jun-22	Sep-23	Feb-24	Aug-24	Aug-26
East Road	Petersfield	16	0	24	0	0	40	CIP	HSC	Jan-23	Oct-23	Feb-24	Aug-24	Feb-26
Hanover and Princess	Market	82	0	0	82	56	138	CIP	HSC	Mar-23	Mar-24	Sep-24	Jun-25	Jun-27
Hills Avenue Roughsleeper Pods	Queen Edith	4	0	0	0	0	4	ITAC	HSC	Mar-23	Apr-23	Aug-23	Nov-23	Feb-24
LAHF Refugee housing net new	ALL	0	18	0	0	0	18		HSC	Feb+Jun23	NA	NA	NA	See below
<b>Total</b>		<b>273</b>	<b>36</b>	<b>169</b>	<b>153</b>	<b>56</b>	<b>534</b>							
<b>LAHF Refugee housing</b>	<b>Ward</b>	<b>Social Rent</b>	<b>LHA/60%</b>	<b>80% of market rent</b>	<b>Total Homes</b>	<b>Committee</b>	<b>Committee Approved</b>	<b>Planning Submitted</b>	<b>Planning Approved</b>	<b>Est. SOS</b>	<b>Practical Completion</b>			
Existing Pipeline	Kings Hedges	0	16	0	16	Delegated HSC	Feb-23	NA	NA	NA	Jul-23			
Acquisition 1	Queen Edith	0	1	0	1	Delegated HSC	Feb-23	NA	NA	NA	May-23			
Acquisition 2	Romsey	0	1	0	1	Delegated HSC	Feb-23	NA	NA	NA	Jun-23			
Acquisition 3	Arbury	0	1	0	1	Delegated HSC	Feb-23	NA	NA	NA	Jun-23			
Acquisition 4	Cherry Hinton	0	1	0	1	Delegated HSC	Feb-23	NA	NA	NA	Jun-23			
Acquisition 5	Cherry Hinton	0	1	0	1	Delegated HSC	Feb-23	NA	NA	NA	Jun-23			
Acquisition 6	Abbey	0	1	0	1	Delegated HSC	Feb-23	NA	NA	NA	Aug-23			
Acquisition 7	Arbury	0	1	0	1	Delegated HSC	Feb-23	NA	NA	NA	Aug-23			
Acquisitions Round 1	TBC	0	7	0	7	Delegated HSC	Feb-23	NA	NA	NA	Nov-23			
Acquisitions Round 2	TBC	0	4	0	4	Delegated HSC	Jun-23	NA	NA	NA	Mar-24			
<b>Total</b>		<b>0</b>	<b>34</b>	<b>0</b>	<b>34</b>									
<b>Net new Council Affordable Stock</b>	<b>18</b>													
<b>Net new affordable housing</b>			<b>325</b>											
<b>Net new Council - social and 60%/LHA</b>		<b>152</b>												
<b>Net new Council - 80% of Market</b>		<b>169</b>												
<b>Net new third party affordable housing</b>				<b>4</b>										
<b>New programme affordable starts on site</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>2027/28</b>	<b>2028/29</b>	<b>2029/30</b>	<b>2030/31</b>	<b>2031/32</b>			
<b>Starts by year</b>	<b>10</b>	<b>67</b>	<b>30</b>	<b>49</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>			
<b>Cumulative total</b>	<b>10</b>	<b>77</b>	<b>107</b>	<b>156</b>	<b>156</b>	<b>156</b>	<b>156</b>	<b>156</b>	<b>156</b>	<b>156</b>	<b>156</b>			
<b>New programme affordable completions</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>2027/28</b>	<b>2028/29</b>	<b>2029/30</b>	<b>2030/31</b>	<b>2031/32</b>			
<b>Net Completions by year</b>	<b>0</b>	<b>0</b>	<b>81</b>	<b>23</b>	<b>52</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>			
<b>Cumulative total</b>	<b>0</b>	<b>0</b>	<b>81</b>	<b>104</b>	<b>156</b>	<b>156</b>	<b>156</b>	<b>156</b>	<b>156</b>	<b>156</b>	<b>156</b>			

starts on site	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Starts by year	2	159	158	203	24	67	31	49	0	0	0	0	0	
Cumulative total	2	161	319	522	546	613	644	693	693	693	693	693	693	693

Completions	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Completions by year	2	0	17	54	70	188	198	112	52	0	0	0	0	0
Cumulative total	2	2	19	73	143	331	529	641	693	693	693	693	693	693

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## Item

### REPORT ON NEW COUNCIL HOUSING, Fanshawe Road

To:  
Councillor Gerri Bird, Executive Councillor for Housing

**Report by:** Benedict Binns, Interim Assistant Director, Development Housing  
Development Agency

Tel: 01223 – 457924 Email: ben.binns@cambridge.gov.uk

Wards affected: Coleridge

Appendices 1 and 2 to the report contains exempt information during which the public is likely to be excluded from the meeting subject to determination by the Scrutiny Committee following consideration of a public interest test. This exclusion would be made under paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Key Decision

## 1 Executive Summary

- 1.1 This report seeks approval to proceed with Option B of the paper [Report on proposed development Scheme at Fanshawe Road](#) which was approved at HSC on 21 June 2022. This consists of a mixed tenure scheme at 12-30b Fanshawe Road, with a mixture of affordable homes and market homes on the site, with enhanced open space, as well as improvements to the community pavilion on neighbouring Coleridge recreation ground.
- 1.2 HSC approval was given in June 2022 to proceed with a scheme of 100% affordable homes at Fanshawe Road. Option B of this paper was to provide a mixed tenure scheme of 47% market and 53% affordable.
- 1.3 The council's Sustainable Housing Design Guide 2021 states that:
- 1.3.1 "Developments must be socially inclusive, diverse, and cohesive, with a mix of homes reflecting the needs of people of different ages and abilities and the council's housing requirements"
- 1.3.2 "Developments, particularly larger ones, should look for opportunities to provide a diverse mix of homes. By bringing together homes from apartments to small and large family houses, we aim to enable inclusive, economically, and socially sustainable, mixed-income, and multi-generational living. This includes families, extended families, older people, young people and students, and people with physical disabilities or mental health needs"
- 1.4 At the same time, the council has to balance financial viability, the likelihood of successful Homes England grant applications and development costs over a 10-year housing programme. The programme relies on a mix of schemes and the update report shows the current balance of the programme

10 Yr New homes programme	Totals	%
Total Homes	534	
Replacement homes	153	28.65%
Intermediate (80% of market rents)	169	31.65%
Market Sale	56	10.49%
Net new Affordable homes	156	29.21%

- 1.5 To maintain the balance of overall tenure delivery across the ten-year programme, it is now recommended that Fanshawe Road be taken forward as a mixed tenure scheme. Mixed tenure schemes provide greater opportunities for mitigating against risks and costs than a 100% affordable scheme. Sales values can offset potential build costs increases and overall risk exposure is shared through the Cambridge Investment Partnership
- 1.6 The design proposal for Fanshawe planning submission includes 45 (53%) affordable homes and 39 (47%) market homes. This more than doubles the number of affordable homes compared with the existing site.
- 1.7 The site is currently occupied by 30 households, of which 10 are leasehold and the remaining 20 are council tenants. The unit mix is 30 no. 2 bed flats. Initially 2 Council owned houses were identified for demolition within the site further however design development showed that it would be of little benefit to the scheme to demolish these houses. The gardens of these 2 homes will be reduced to allow space for new homes to be built.
- 1.8 The design ambition is to deliver the affordable element of the scheme at as close to Passivhaus level of sustainability but at least at a minimum of 35% below 2013 building regulations and for the whole development to be gas free.
- 1.9 All affordable Homes will be owned and managed by Cambridge City Council and let on Cambridge City Council tenancies. The indicative mix of the proposed scheme (see Appendix 2) will provide 45 Council rented homes, with an overall net gain of 25 Council rented homes.
- 1.10 The scheme is indicative and subject to planning approval.
- 1.11 Nine pre-application planning consultation meetings have been carried out with the Greater Cambridge Shared Planning Service and the current design proposals have been reached with significant input from planners.
- 1.12 A planning application has been drafted and will be ready for submission by Autumn 2023.
- 1.13 The amended and reduced budget of £13,000,000 from £28.587,000 including decant costs and other on costs, assuming a discounted purchase price for the affordable housing units.
- 1.14 The council will receive a land value as detailed in the appraisal.
  - 1.14.1 40% of the total development costs will be met through equity investment by CIP partners (that is 20% Council and 20% Hill Investment Partnership). This equity investment by the council will be subject to formal approval in the forthcoming November 2023 General Fund Medium Term Financial Strategy.

- 1.14.2 The residual 60% being met by borrowings, as agreed by partners. If the council are to finance this scheme this will be to be subject to formal approval in the forthcoming November 2023 General Fund Medium Term Financial Strategy. The indicative interest is 5.65% (5-year PWLB rate), but the rate will be fixed once planning permission has been made. The current appraisal has 5% for equity finance and 7% for debt financing.
- 1.14.3 Profit in the appraisal is 17.5% shared 50:50 meaning the council is able to discount the affordable housing agreement recognising this in an HRA land site.
- 1.15 The appraisal assumes a cost per unit to be paid by the Council's HRA for purchased homes to ensure relevant value provision to HRA, which will then be discounted as identified above.

## **2 Recommendations**

The Executive Councillor is recommended to:

- 2.1 Approve that a mixed tenure scheme be brought forward in line with the design proposals set out in this report.
- 2.2 Authorise the Assistant Director for Assets and Property in consultation with the Executive Councillor for housing to approve variations to the scheme including the number of units, tenure, mix of property types and sizes outlined in this report.
- 2.3 Authorise the Assistant Director for Assets and Property in consultation with the Executive Councillor to approve the transfer of the land known as 12-30b Fanshawe Road and shown edged red on the attached plan in Appendix 2, to Cambridge Investment Partnership (CIP) for redevelopment. This transfer will be at a value provided by a further independent valuation, which will also be approved by CIP Board as detailed in the financial appraisal set out in Appendix 1. The HRA land receipt will be incorporated at the minimum value suggested in the appraisal until final valuation has been received.
- 2.4 Authorise the Assistant Director for Assets and Property in consultation with the Executive Councillor to approve the Affordable Housing Agreement with CIP for the 45 affordable homes. This agreement will be at a value provided by an independent valuer, to be approved by CIP Board as detailed in the financial appraisal set out in Appendix 1. This will mean an amended and reduced budget of £13.0m from £28.5m including decant costs and other on costs. This budget to be brought forward in the forthcoming November 2023 Mid Term Financial Strategy.

## **3 Background**

- 3.1 In June 2022 HSC:
  - 3.1.1 Approved that the scheme be brought forward and included in the Housing Capital Programme, with the latest capital budget being £28,587,000 to cover all site assembly, construction costs, professional fees and further associated fees, to deliver a 100% affordable housing scheme which meets the identified need in Cambridge City. Budget will be drawn down from the sum already ear-marked and approved for investment in new homes.
  - 3.1.2 Authorised the Strategic Director in consultation with the Executive Councillor for housing to approve variations to the scheme including the number of units and mix of property types, sizes and tenure as outlined in this report.
  - 3.1.3 Authorised the Strategic Director in consultation with the Executive Councillor for housing to adopt option b; to deliver a minimum of 44 (approx. 47%) affordable homes for Council rent and the balance as market homes for private sale, should grant not be available once the scheme is at a deliverable point, subject to continued financial viability.

- 3.1.4 Approved that delegated authority be given to the Executive Councillor for Housing in conjunction with the Strategic Director to enable the site to be developed through Cambridge Investment Partnership (CIP) subject to a value for money assessment to be carried out on behalf of the Council.
- 3.1.5 Delegated authority to the Strategic Director to commence Compulsory Purchase Order (CPO) proceedings on leasehold properties to be demolished to enable the development, should these be required.
- 3.1.6 Delegated authority to the Strategic Director to serve initial Demolition Notices under the Housing Act 1985.
- 3.1.7 Delegated Authority to the Head of Housing to amend the local lettings plan for Cromwell Road to allow for the proposed decant from Fanshawe Road to be accommodated.
- 3.2 The approved budget will be revised to reflect the change in costs from a 100% affordable scheme to a mixed tenure scheme. It is proposed the council will now sell the land to CIP and purchase the 45 units through an affordable housing agreement as stated in 2.3 and 2.4
- 3.3 Recommendations 2.1 and 2.2 are clarifications on the delegated authority provided in 3.1.2 in the original HSC report.

#### **4 Design development**

- 4.1 Since June 2022, concept design of the site has progressed and a planning application for 84 new homes has been drafted.
- 4.2 Design has been carried out by the Cambridge Investment Partnership in collaboration with Mole Architects, Carter Jonas planning consultants, the Greater Cambridge Shared Planning Service and internal client services at the Council.
- 4.3 Given the constraints on the site including a number of category A and B trees as well as 0.45 hectares of protected open space, in addition to a street scape consisting of 2 storey houses, the density of previous proposals including 93 homes has been reduced to 84.
- 4.4 The reduction in density was based on feedback from planners and the design review panel, which consists of independent planning consultants who critique schemes based on their expertise and provide feedback in order to ensure planning proposals objectively meet design requirements.
- 4.5 The proposal is for the Fanshawe redevelopment to be approved as a mixed tenure scheme comprising 53% council rented homes and 47% market sale homes.
- 4.6 Proposed Site Layout



4.7 Proposals for the mixed tenure option consist of 84 new homes, 76 of these homes will within 4 x blocks of apartments, split as follows:

<b>CCC Freehold</b>		
<b>Tenure</b>	<b>Building</b>	<b>Total</b>
Affordable	W1	28
Proposed Market	W2	14
Proposed Market	E1	17
Affordable	E2	17
		<b>76</b>

4.8 There are also 8 x houses proposed on the eastern and western fringes of the site.

<b>Market Freehold</b>		
<b>Tenure</b>	<b>Building</b>	<b>Total</b>
Proposed Market	W3	3
Proposed Market	E3	5
		<b>8</b>

- 4.9 The current proposals consist of 4 x M4(3) wheelchair accessible homes for council tenants. This is above planning policy requirement of 5%.
- 4.10 The breakdown in tenure is proposed to be 45 at affordable rent (11 homes at 80% of market rent, 34 at LHA (60% of market rent)) and 39 for market sale.
- 4.11 All affordable homes are designed to Passivhaus standard of energy efficiency to provide homes that are cheap to run in terms of energy bills.
- 4.12 A net biodiversity gain of >20% is targeted.

## 5 Reasons for the change in tenure

- 5.1 The council's Sustainable Housing Design Guide 2021 states that:
- 5.1.1 "Developments must be socially inclusive, diverse, and cohesive, with a mix of homes reflecting the needs of people of different ages and abilities and the council's housing requirements"
- 5.1.2 "Developments, particularly larger ones, should look for opportunities to provide a diverse mix of homes. By bringing together homes from apartments to small and large family houses, we aim to enable inclusive, economically, and socially sustainable, mixed-income, and multi-generational living. This includes families, extended families, older people, young people and students, and people with physical disabilities or mental health needs"
- 5.2 At the same time, the council has to balance financial viability, the likelihood of a successful Homes England grant application and development costs over a 10-year housing programme.
- 5.3 At the same time, the council has to balance financial viability, the likelihood of successful Homes England grant applications and development costs over a 10-year housing programme. The programme relies on a mix of schemes and the update report shows the current balance of the programme

10 Yr New homes programme	Totals	%
Total Homes	534	
Replacement homes	153	28.65%
Intermediate (80% of market rents)	169	31.65%
Market Sale	56	10.49%
Net new Affordable homes	156	29.21%



- 5.4 To maintain the balance of overall tenure delivery across the ten-year programme, it is now recommended that Fanshawe Road be taken forward as a mixed tenure scheme. Mixed tenure schemes provide greater opportunities for mitigating against risks and costs than a 100% affordable scheme. Sales values can offset potential build costs increases and overall risk exposure is shared through the Cambridge Investment Partnership

## **6 The Project Plan and Funding Package**

- 6.1 The Project Plan will be subject to approval by the CIP Board and assumes:
- 6.1.1 Independent valuation of the land based on RICS Red Book valuation standards. The current value is in the appraisal. An independent valuer – see appendix 2 - has valued the land and it is believed the valuers report provides comfort that the CIP land value is reasonable.
- 6.1.2 40% of the costs being met by equity provided by the CIP partners (that is 20% Council and 20% Hill Investment Partnership). This equity investment by the council will be subject to formal approval in the forthcoming November 2023 General Fund Medium Term Financial Strategy.
- 6.1.3 The residual 60% being met by borrowings, as agreed by partners. If the council are to finance this scheme this will be to be subject to formal approval in the forthcoming November 2023 General Fund Medium Term Financial Strategy. The indicative interest is 5.65% (5-year PWLB rate), but the rate will be fixed once planning permission has been made. The current appraisal has 5% for equity finance and 7% for debt financing.
- 6.1.4 Profit in the appraisal is 17.5%, shared 50:50
- 6.2 The appraisal assumes a gross cost of per unit to be paid by the Council's HRA for purchased homes to ensure relevant value provision to HRA, discounted by the Council's share of the above profit, recognising this is an HRA land site.
- 6.3 As this is a land purchase on an HRA site the CIP Board will be approving an AHA agreement that includes the council's share of the projected CIP profit to be deducted from the AHA payments. In the event the profit is not realised then the Council (via the HRA) will, in the agreement, be liable to pay up to the full AHA amount. The council will seek legal advice to ensure this arrangement is appropriate.
- 6.4 The indicative investment plan included with the project plan contains commercially sensitive information and therefore is included as a confidential paper in Appendix 1 and 2

## 7 Decanting

- 7.1 Since HSC approval in June 2022, significant work to decant existing residents has been carried out by the development team and the site is nearly ready for development.
- 7.2 A demolition notice was served on the site on 23rd June 2023.
- 7.3 Once the site is empty, it will be made secure to reduce the risk of anti-social behaviour at the locality. This is likely to be through use of hoarding or early demolition but is subject to review.
- 7.4 Property guardians have been considered to make use of empty properties until work can commence, however the Council has decided against this due to:
- 7.5 Reduced Council control over the standard of Council properties being let out
- 7.6 Homes would not be let to those on the housing register
- 7.7 Terms of tenancies and tenants' rights do not meet the Council's usual standards. For example, tenants can be removed at 28 days' notice.

## 8 Next Steps

- 8.1 Subject to approval of this report, CIP will finalise a detailed full planning application with the intention of making a submission to the Planning Authority in September 2023.
- 8.2 It is anticipated that a planning decision may be achieved in March 2024. Subject to approval, works will start on site in September 2024.
- 8.3 The target date for completion of all works on site is Summer 2026.
- 8.4 Indicative Programme below:

Action	Date
Planning Submission	Autumn 2023
Planning Approval	Winter 2024
Start on Site	Summer 2024
Completion	Summer 2026

## **9 Implications**

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

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

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

A series of EQIAs have been undertaken for the Council House Programme, the Housing Development Service and for individual schemes. The EQIAs mainly highlight the benefits of the Council retaining direct control of new housing development itself to ensure a focus on the delivery of housing that meets a diverse range of housing needs. Part of the assessment underlines the need for Affordable Housing to help those most likely to suffer poverty as well as ways in which new Affordable Housing will directly save money for tenants, such as energy saving measures and reducing the impact of fuel poverty.

### **(c) Environmental Implications**

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

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

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

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

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

## 10 Risks

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

Description of risk	Likelihood	Impact	Mitigation
Design Risk – constraints	Med – There is a risk in balancing preserving the open space, height and massing and sustainability.  Pavilion design for low cost may cause delays if design not agreed	Delays to planning submission or planning rejected	Regular meetings with LPA, council officers, members, and residents throughout the design process. Consider a simple design option that may not use so much developable area.
Passivhaus – challenging to achieve the accreditation, very stringent requirements	High – Achieving the levels of insulation required is demanding on all elements of the supply chain. Errors can have significant cost and delay implications.	High  Reputational risk if not achieved.  Higher energy costs for tenants.	Training, draw on Hill experience of Passivhaus pilots to get to as close to passivhaus certification as possible. To employ specialist consultant (Qoda) to make a final decision at pre-planning on the financial viability of certification.
Decant and leaseholder buy-back delays	Med - There is a limited risk on costs against the assessment that has been made; the risk of delay is minimised with the new Regeneration policy	Med – CPO and NOSPs can take time and delay the project.	Officer in place to manage the decant process and to liaise between all relative parties. The Council has a policy in place in relation to home loss. There is a statutory process through a CPO should negotiations not be successful
Cost: Market conditions in the construction industry can also impact on estimated costs.	High- further site investigations could uncover unknown issues; current supply chain issues may mean rising costs continue into the 2023	High-. If costs go beyond approved budget this could lead to delays to start on site and contract negotiations leading to the potential increase in costs.	The HDA will engage an Employers Agent to scrutinise costs. CIP will be tasked in providing information on impact on life-cycle costs.

Description of risk	Likelihood	Impact	Mitigation
Planning: The planning application will be subject to the observations of consultees, the assessment of planning officers, and ultimately the decision of the Planning Committee.	Med- current scheme has been through a Pre-application discussions with Planning. There is a need to balance planning policy and views of the local people and ward members.	Med- Potential change in unit mix and reduction in numbers	CIP will continue to be developed in response to the comments received from the pre-application discussions with the LPA which have been carried out. Further discussions will be carried out.

## 11 Background papers

19/42/HSC Approval for CIP scheme delivery routes

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

June 22 HSC REPORT ON NEW COUNCIL HOUSING AT FANSHAWE ROAD

## 12 Appendices

Appendix 1 – CIP Appraisal contains exempt information during which the public is likely to be excluded from the meeting subject to determination by the Scrutiny Committee following consideration of a public interest test. This exclusion would be made under paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Appendix 2 – Land valuation contains exempt information during which the public is likely to be excluded from the meeting subject to determination by the Scrutiny Committee following consideration of a public interest test. This exclusion would be made under paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Appendix 3 - Site plan

### **13 Inspection of papers**

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

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

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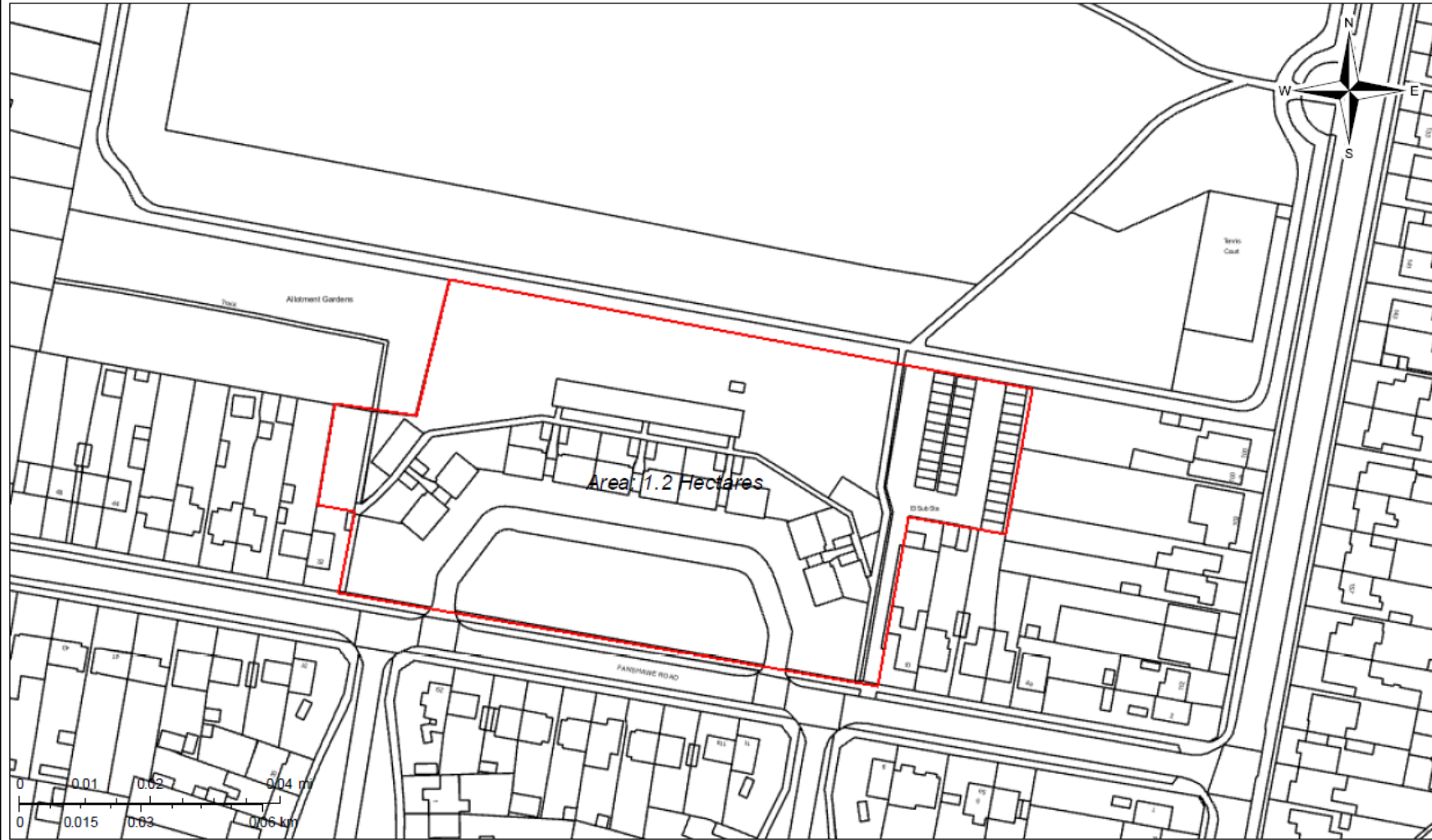
By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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Appendix 3 – Site Plan The land to be transferred to CIP for development is shown within the red line below

### Fanshawe Road Development Site



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## Item

**PURCHASE OF NEW AFFORDABLE HOUSING,  
Eddeva Park, Worts' Causeway**

## To:

**Councillor Gerri Bird, Executive Councillor for Housing**

**Report by:** Ben Binns, Interim Assistant Director, Development, Place Group

Email: ben.binns@cambridge.gov.uk

## Wards affected:

Queen Edith

## Key Decision

### 1 Executive Summary

- 1.1 The Eddeva Park site is being developed by This Land on the south-east fringes of Cambridge. The development will be located on the sites between Worts' Causeway and Babraham Road on Cambridge's urban edge.
- 1.2 Unanimous approval was given to the development by Cambridge City Council on 13 June 2023 which has secured reserved matters planning for 80 homes. The site will contain a mix of new family homes, including the provision of 48 private and 32 affordable homes to meet local demands and needs.
- 1.3 The report seeks approval for a capital budget to purchase 32 affordable units from This Land, for rent as Council homes. These will consist of the following:
  - 1 x 4 bed, 6 Person House
  - 5 x 3 bed, 5 Person House (2 of which adaptable)
  - 2 x 3 bed, 3 Person Maisonette (both adapted)
  - 7 x 2 bed, 4 Person Duplex Maisonette
  - 17 x 1bed, 2 Person Maisonette
- 1.4 The properties will be purchased via a fixed price works contract with City Council Employers requirements, signed between Cambridge City Council and This Land™.

- 1.5 The agreed upon purchase price for the 32 properties is £7,400,000 with further costs for legal, clerk of work, employees agent and other fees making the total budget £8,021,000.00.

## 2 Recommendations

The Executive Councillor is recommended to:

- 2.1 Approve the purchase of 32 new Council homes at the Eddeva Park, Worts' Causeway and delegate Authority to the Assistant Director of Asset and Property to approve contract terms with This Land™ in respect of this transaction.
- 2.2 Delegate Authority to the Assistant Director to vary rental tenures in line with Council Policy and planning consents for the Eddeva Park Affordable Housing.
- 2.3 Approve a total budget of **£8,021,000.00** to enable the development of 32 homes at the Eddeva Park, Worts' Causeway, with this budget bid subject to approval in the forthcoming November 2023 Mid Term Financial Strategy.

## 3 Background

- 3.1 Eddeva Park is located between next to Worts Causeway and Babraham Road just south-east of Cambridge city border and adjacent to the Babraham park and ride. It is situated within the Cambridge City Council boundary, and located within Queen Edith's ward, southeast of Cambridge Central.
- 3.2 It is adjacent to Newbury Farm which has recently been purchased by Cambridge Investment Partnership (CIP) from This Land to develop 150 homes of which it is expected that 60 affordable homes will be recommended for approval to be purchased by the council at January 24 HSC. A reserve matters application is expected to be submitted in the Autumn of 2023.
- 3.3 To the west of the site existing suburban development forms the current Cambridge southern urban edge. In close proximity is Addenbrookes Hospital site.



3.4 200m east of the site is located The Babraham Road Park, and the closest transport service is the Babraham Park and Ride service, which runs a service into central Cambridge. Transport links mainly consist of buses located near the site. The closest railway stations to the site are Cambridge and Shelford which both run services to London.

3.5 The affordable homes on site are outlined below and include:

- 1 x 4 bed, 6 Person House
- 5 x 3 bed, 5 Person House (2 of which adaptable)
- 2 x 3 bed, 3 Person Maisonette (both adapted)
- 7 x 2 bed, 4 Person Duplex Maisonette
- 17 x 1bed, 2 Person Maisonette

4.1 MASTERPLAN OVERVIEW

Affordable And M4(3) Accessible Units

Affordable Housing Provision has been allocated within two masterplan areas, (Zone H and J). The design of the affordable housing provision has been coordinated with a registered affordable housing provider, and aims to create high quality housing that engenders a sense of community. As per CCC planning policy 2 affordable housing units are designed to Part M4 (3) accessible standard.



4261 | EDDEVA PARK | DESIGN & ACCESS STATEMENT | MAY 2022

- 3.6 This project contributes to the Council’s key Corporate Objectives of tackling the City’s housing crisis.
- 3.7 The affordable housing units are being delivered as part of the S106 agreement between This Land and the local planning authority. Subsequently, the Council’s proposal to purchase these homes has been accepted by This Land, pending Approval by the HSC and finalisation of the purchase agreement.
- 3.8 Cambridgeshire County Council is a shareholder in This Land and is committed to building high quality homes and help drive the delivery of new communities across Cambridgeshire and the surrounding counties in the east of England.
- 3.9 Local Housing Need
  - 3.9.1 There is a recognised need for more affordable housing across the city. The table below demonstrates the number of households on the Housing Needs Register as of March 2023. There are currently 2,429 households in need of housing, %78 of them seeking 1 or 2 bedroom homes, while %21 of them are in need of 3 and 4 bed properties to call home.

Date	Applicants 1 bed	Applicants 2 bed	Applicants 3 bed	Applicants 4 bed+	Unknown size need	Total applicants
Mar-23	1,328	581	405	115	0	2,429



## 4 Site Details

- 4.1 4.1 Development was approved unanimously by Cambridge City Council on 13 June 2023 which has secured reserved matters planning for 80 homes.
- 4.2 The site is identified in Cambridge City Local plan as an area suitable for development to contribute towards Cambridge's 2031 aspirations. The site and an adjoining field to the north of Worts Causeway are identified as GB1 and GB2 (GB2 being the current site). These sites are allocated as to be released from Cambridge Green Belt for residential development.
- 4.3 The current S106 agreement for the site identifies affordable and intermediate homes as a 75%/25% split of the 32 home affordable component. This does not align with the Council internal policy which identifies homes delivered as part of planning obligations to be let at 60% of market rent or Local Housing Allowance. Officers are reviewing opportunities to ensure agreement on tenures and discussions have confirmed that agreement can be reached. This acquisition is currently based on a variation to the S106 agreement to see all 32 homes to be let at 60% of market/LHA, but discussions remain in progress.
- 4.4 The scheme will deliver:
- 4.4.1 New highly sustainable homes in compliance with Future Homes Standards (gas free and utilising Air Source Heat Pumps) with lower running costs.
  - 4.4.2 Combination of unit sizes including provision of family homes/maisonettes ranging from 1 to 4 beds responding to the current increasing housing needs.
  - 4.4.3 Promotes sustainable by providing cycle and pedestrian access onto Babraham Road (A 1307), a major road link into Cambridge City Centre
  - 4.4.4 Enhance the existing green spaces and improved green and open space for residents
  - 4.4.5 Biodiversity
  - 4.4.6 Secure cycle parking
  - 4.4.7 parking per dwelling/ disabled parking
  - 4.4.8 secured by design
- 4.5 The proposed scheme layout is included as Appendix 1
- 4.6 This Land have agreed to deliver the scheme to meet the Councils Employers Requirements. The Council would employ an Employers Agent and Clerk of Works to ensure quality is monitored throughout. NHBC (or equivalent) build mark choice warranty provision will be in place.

## 5 Planning Application

- 6.1 Development was approved by Cambridge City Council on 13 June 2023 (Decision notice to be issued and the documents within the conditions to be fully confirmed). Planning application reference is 22/02646/REM,

## 6 Programme

- 6.1 The indicative start on Site for the development is Feb 2024, with a 26 month build period scheduled.

## 7 Financial Implications

- 7.1 The total indicative capital cost of the Eddeva Park affordable housing is estimated at **£8,020,500** This includes the purchase price of the dwellings and all associated internal and external fees.
- 7.2 It is proposed that the investment will be jointly met from HRA resources and use of Right to Buy receipts.
- 7.3 This will result in the following initial mix of funding:

Right to Buy receipts:	£2,005,250
Devolution Grant:	£0
HRA resources:	<b>£6,015,750</b>
General Fund	£0
Total:	£8,021,000

- 7.4 The housing capital budget will be £8,021,000, with this budget bid subject to approval in the forthcoming November 2023 Mid Term Financial Strategy.

## 8 Implications

### (a) Staffing Implications

The development scheme will be managed by the Housing Development Agency, Development, Place Group.

### (b) Equality and Poverty Implications

A series of EQIAs have been undertaken for the Council House Programme, the Housing Development Service and for individual schemes. The EQIAs mainly highlight the benefits of the Council retaining direct control of new housing development itself to ensure a focus on the delivery of housing that meets a diverse range of housing needs. Part of the assessment underlines the need for Affordable Housing to help those most likely to suffer poverty as well as ways in which new Affordable Housing will directly save money for tenants, such as energy saving measures and reducing the impact of fuel poverty.

### (c) Environmental Implications

A Renewable Energy Assessment informed the Development proposal This Land as approved. PV panels were the preferred option, and these are required through a Planning Condition.

## (d) Procurement Implications

n/a. This Land have selected the Council as its affordable housing provider as required by the S106, and acquisition will be supported by a RICS Valuation.

## (e) Community Safety Implications

There are no recognised implications on Community Safety with the proposed developments. The scheme will be built in accordance to Secure by Design guidelines as set out within the City Councils Design Brief.

## 9 Risks

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

<b>Description of risk</b>	<b>Likelihood</b>	<b>Impact</b>	<b>Mitigation</b>
<b>Cost Risk – Construction works</b>	Low – the council aims to enter into a fixed-price work contract.	Increased build cost.	Fixed work costs agreed on signing of contract mitigate this risk.
<b>Construction - Delivery</b>	Med- Market led development therefore may be affected by market factors. However, Planning Approval is in place and underlying demand in Cambridge remains strong.	Failure to deliver the council rented homes. A risk of some delay to the programme but risk of non-delivery is low.	Confirmation planning approvals are in place. Due diligence before contract and payment structure to ensure Council payment is on certificates of actual work.
<b>Construction -Quality</b>	Med- risk of CCC design & spec requirements not being met, and Risk of poor quality control on site during construction. The Council have not worked with this developer before due diligence will be undertaken prior to contracting as well as quality control.	Med- will impact potentially on quality standards of completed buildings; increased defects.	CCC to employ EA and Clerk of Works to oversee scheme. Contract will include agreed specification and drawings for the units.
<b>Developer insolvency</b>	Med- the construction and development industry may be impacted on further by changes to the economy.	Med- would delay delivery and potentially increase costs whilst administrators managed process.	Undertake financial checks on company, include performance bond and parent company guarantee and NHBC contractor insolvency in requirements

Description of risk	Likelihood	Impact	Mitigation
<b>Resources</b>	Low- Allocation of resource is within CCC control	Low	Project management of scheme can be contained within current HDA resourcing

## 10 Background papers

Further detail on the proposed development may be accessed through the Greater Cambridge Planning portal using reference 22/02646/REM.

## 11 Appendices

Appendix 1 – The proposed scheme layout

## 12 Inspection of papers

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



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## Item

### **Update Report on work toward a Cambridge City rooftop development pilot scheme**

#### **To:**

**Councillor Gerri Bird, Executive Councillor for Housing**

**Report by:** Jaques van der Vyver, Head of Housing Development Agency

Tel: 01223 – 457218 Email: [jaques.vandervyver@cambridge.gov.uk](mailto:jaques.vandervyver@cambridge.gov.uk)

#### **Wards affected:**

Coleridge, Cherry Hinton

## **Key Decision**

### **1. Executive Summary**

- 1.1. Upward (rooftop) development of housing above existing flatted blocks has been under consideration since late 2020 and has the potential to combine the provision of additional homes on HRA-held land with significant improvements to existing housing stock.
- 1.2. Work to date had culminated in a report to this committee in September 2021(21/48/HSC), delegating authority for selection of a pilot scheme and approving a selected delivery route subject to further investigation. This further investigation has now progressed to selection of OJEU compliant procurement as the best avenue for delivery of a small pilot scheme, managing long term risk to the council.

- 1.3. This report sets out the rationale for the selection of 243 - 313 Odds Lichfield Road, 1-12 Bracondale, 1-18 Fernwood, and 1-18 Heatherfield as priority sites for in-depth feasibility investigation, ensuring that refurbishment improves the living conditions of sheltered tenants while at the same time mitigating risk associated with high numbers of leasehold properties on other estates.
- 1.4. Approval is sought for a budget to support feasibility work, with this budget allocation to be formalised in the forthcoming November 2023 Mid Term Financial Strategy.
- 1.5. Should feasibility work recommend a deliverable regeneration scheme, a report outlining such scheme will be brought to a future meeting of this committee.

## **2. Recommendations**

- 2.1. The Executive Councillor is recommended to:
- 2.2. Note the selection of the sheltered housing schemes at Lichfield Road (243 - 313 Odds) and Walpole Road ( 1-12 Bracondale, 1-18 Fernwood, 1-18 Heatherfield) as approved candidates for pilot scheme consideration.
- 2.3. Approve the bringing forward of pilot feasibility studies through a specialist and OJEU compliant Procurement Framework.
- 2.4. Approve that a revenue budget of £190,000 be identified to support feasibility work, with this budget bid subject to approval in the forthcoming November 2023 Mid Term Financial Strategy.

## **3. Background**

- 3.1. Upward (rooftop) development of housing above existing flatted blocks has been under consideration since late 2020 and has the potential to combine the provision of additional homes on HRA-held land with significant improvements to existing housing stock.
- 3.2. Best use of limited available land, reduction of disruption to residents relocating for redevelopment, and retaining existing built fabric (reduced carbon generation) are all key advantages of this approach, while



further benefits can be achieved through a particular focus on areas of sustainability and level access improvements.

3.3. Work to date has included:

- High Level capacity studies for two separate estates.
- Shortlisting of candidate estates with a high likelihood of deliverability in liaison with specialist consultants who have delivered projects to date across the UK.
- 2021/22 work toward identifying a preferential delivery route – this is of utmost importance to ensure a successful scheme be delivered, as while offering significant avenues for regeneration, rooftop development schemes pose a number of specific risks associated with resident engagement, the intrusive nature of refurbishment activities and complexities related to changing existing service installations.

3.4. This prior work led to approvals in September 2021(21/48/HSC) as below:

“Modular rooftop development – Part 7

*2.9 Note the work done to date toward investigating the potential for modular rooftop and infill development across the Council’s holdings as outlined in Part 7.*

*2.10 Approve the inclusion of airspace developments in the programme of new housing development for which finance has already been made available.*

*2.11 Approve the outline approach of proceeding with a Joint Venture partnership as the preferred method for implementation of modular rooftop (airspace) development, subject to further investigation and a further report.*

*2.12 Authorise the Head of the Housing Development Agency to approve a site for a pilot project subject to consultation with the Executive Councillor for Housing, the Head of Housing, the Head of Finance and the Ward Members.”*

3.5. As noted a Joint Venture approach seeking an experienced specialist partner was considered, subject to further investigation. Officers have proceeded with further work in this regard and given learning to date have excluded this avenue moving forward, informed by:

- The high level of administration this route entails.
- A risk management approach, aiming to develop a first pilot scheme of a limited size to allow proof of feasibility. A joint venture approach, given the delivery numbers required to sustain such an approach,

would increase potential risk and overexposure for the council should a pipeline of delivery not proceed.

- Current broader national financial uncertainty has increased potential risk of overextending joint venture working arrangements and a small proof of concept approach has taken priority as the preferred route.

3.6. There has been significant movement in the sector which is now facilitating procuring an experienced delivery team, and it is now felt that this delivery mechanism is ready to again be brought forward. Risk Management is key, and an approach is now identified which will allow the council to:

- Prove feasibility through delivery of a first pilot scheme of 15-20 homes.
- Design such a scheme on the basis of an existing building archetype which is prominent across the city, allowing the design input work undertaken to be incorporated into a larger ongoing programme should a pilot scheme be successfully delivered, with long term cost mitigation opportunities and lessons learned.

3.7. Additionally, in recent years the council has increased the focus on enhancing our existing housing stock, recognising the increasing gap in standards between efficient new homes being delivered and ageing existing housing stock. A number of pilot schemes are underway investigating retrofit/ refurbishment of existing housing to varying performance levels, primary among these being an ambitious net zero project being undertaken on Ross Street, Cambridge.

3.8. Collaborative working between Council's maintenance and development teams to deliver both objectives of new homes and improvements in existing housing standards is an ongoing process, and the proposal included herewith is an outcome of this approach: The HDA have been working together with colleagues in Estates and Facilities to best coordinate a pilot scheme which can tie-in to options for asset management, refurbishment and energy efficiency works.

3.9. Current rooftop/airspace development is part of a movement toward Modern Methods of Construction (MMC). The construction sector is facing significant supply-chain constraints; MMC is an important part of the response to this. Our existing programme is using circa 30% MMC and the Solohaus/It takes a City modular homes for the homeless are another MMC element in the programme. The move to greater adoption of MMC is encouraged by Homes England which has set a 25% MMC

delivery requirement for Strategic Partners, which we aim to meet at a minimum to allow greater funding eligibility.

#### 4. Objectives

This proposal aims to address the below Key Corporate Objectives of the Council:

##### 4.1. **Priority 1** – Leading Cambridge’s response to the climate change and biodiversity emergencies:

The Councils vision for a net zero Cambridge by 2030 is reliant on:

- reducing carbon emissions from council buildings, land, vehicles and services to net zero by 2030,
- Reduce energy consumption and carbon emissions from homes and buildings in Cambridge.
- provides for enough housing to meet our needs, and
- plans for the right infrastructure in the right places at the right times to serve our growing communities.

##### 4.2. **Priority 2** - Tackling poverty and inequality and helping people in the greatest need:

- By directly address the high cost of housing, improving housing conditions and reducing homelessness.

##### 4.3. **Priority 3** - Building a new generation of council and affordable homes and reducing homelessness:

There is a recognised need for more council housing across the city. As of March 2023, there were 2,429 households on the housing needs register.

The investigative work being recommended, should it lead to a deliverable pilot scheme, will directly address the Council’s strategic objectives under this theme, as set out in the Greater Cambridge Housing Strategy, ie:

- Increasing the delivery of homes, and in particular affordable housing, including Council homes, to meet housing need
- Diversifying the housing market and accelerating housing delivery

- Achieving a high standard of design and quality of new homes and communities
- Improving housing conditions and making best use of existing homes
- Preventing and Tackling Homelessness and Rough Sleeping
- Working with key partners to innovate and maximise available resources.

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

- continuously improvement of the services we provide so that they best meet the needs of those who use them.
- review of our assets to ensure they are delivering optimum value to the Council and wider community, increasing social capital.

## 5. Candidate sites for pilot project

5.1. A number of factors affect whether an estate has potential for rooftop development, including:

- Good existing structural conditions.
- Flat or low-pitched roofs preferred.
- External stairwells favoured /space for lift installation serving multiple units.
- Broader build type preferable to long/thin construction footprint.
- Opportunities for improvements to the existing homes and estates.

5.2. Shortlisted candidate sites considered to date and discussed with internal stakeholders through the Estate Improvement Scheme and Housing Programme Board have included the sheltered housing schemes at Bracondale, Fernwood, Heatherfield and Lichfield Road. These have now been agreed internally as favoured candidates, with there being some key benefits of both estates:

5.2.1 Lichfield road flats - ability to address the ongoing sulphur attack on the buildings which has a rolling annual works budget allocation, the heating and energy works as noted.

5.2.2 Bracondale, Fernwood and Heatherfield – Roofing works are needed as well as painting, and this expenditure could be reduced if delayed and coordinated with full rooftop redevelopment. Roofing works are overdue, but currently there isn't an urgent requirement to undertake the works, and as such, we can move to delay this while we confirm a pilot scheme and further programme.

5.2.3 The homes being considered are fully council tenanted (further flat Blocks at Lichfield Road have a limited number of leaseholds but these are not currently being considered). The main stumbling block for rooftop development is leaseholder buy-in and targeting a fully council tenanted pilot site would significantly reduce risk. This further improves deliverability long term, if a proven concept can be promoted to leaseholders should this methodology be adopted more broadly in Cambridge.

5.2.4 The Council has recently purchased an additional sheltered housing block in Queen Ediths Ward – This provides some possible catchment for required decanting and will be refurbished by late 2023.

5.2.5 These sheltered schemes are dated in comparison to other offerings across the city and fringe areas. Improvements to energy efficiency and specifically level access/lift installation would benefit overall lettings favourability and significantly improve quality of life for tenants.

5.2.6 Safety concerns have been raised at these estates with associated requests for improving access arrangements/secure access provision to the flat blocks.

5.3. The Key addresses for each are below as currently being considered, and plans showing are boundaries appended:

Lichfield Road, Coleridge:

- 243 - 313 Odds Lichfield Road

Walpole Road, Cherry Hinton:

- 1-12 Bracondale
- 1-18 Fernwood
- 1-18 Heatherfield

- 5.4. These blocks as listed above are designated sheltered housing. Given the structure and issues known, full decanting may be required. While any decanting, specifically on such sheltered housing schemes, is a complicated procedure, it is hoped that a phased approach will limit the impact for existing tenants. This would preferable, however would be subject to size and timing of the redevelopment works and a best-case scenario aiming to limit on-site disruption to affected and surrounding residents.
- 5.5. In line with the Council's regeneration policies, full compensation and a right to return for tenants would be enacted. Improvement works contemplated will also be significantly beneficial in the long term and it is felt that the potential benefits significantly favour this proposed approach, specifically in terms of the quality-of-life improvements which can be offered to the tenants of these sheltered blocks.
- 5.6. 243-313 odds Lichfield Rd, Bracondale, Fernwood and Heatherfield have been indicated as suitable by consultants to date, but more work is needed to review design options and to ensure viability.

## 6. Planned works

- 6.1. The Draft 5-year maintenance programme identified works as below which covered both estates:

Possible Airspace	Energy Works	Heating	Roofing	Masonry Painting
Lichfield Road	required	required	NA	NA
Bracondale – Walpole Road	NA	NA	required	required
Fernwood – Walpole Road	NA	required	required	required
Heatherfield – Walpole Road	NA	NA	required	required

- 6.2. Key to this proposal is delaying the works at these blocks so that they can be integrated into joint rooftop and refurbishment works; We don't want to progress with plans which may undo recently completed or to be undertaken works and lead to cost duplication. Maintenance and development teams are coordinating to ensure that this is the case.
- 6.3. Maintenance colleagues have confirmed that from the planned works point of view, the proposals will not adversely affect their plans or previous works undertaken:

- 6.3.1. The windows at Lichfield have recently been replaced, along with replacing the slabbed communal walkways, with tarmac, this project is about 50% complete.
- 6.3.2. There are ongoing condensation issues at Lichfield Road in the communal stairwells. The condensation is building up on the underside of the upper floor ceilings, dripping onto the flooring below. Various means of prevention have been trialled, but to date none have been successful. The problem occurs after a cold spell, when warmer, damp, air enters the stairwells. As airspace development would directly affect the communal accesses, this is likely to address the issue at the same time.
- 6.3.3. A number of the doors onto the communal areas have had their fire doors upgraded. This is a necessity for H&S purposes and does not limit further refurbishment works.

## **7. Programme**

- 7.1. We are progressing toward a firm agreement on the sites listed above as shortlisted candidates for further investigation. Maintenance and development teams are in accord and member briefings have been held to affirm the selection of these estates as areas which hold opportunity for improvements.
- 7.2. Currently we are targeting high level studies and surveys across winter 2023/24, with a report in early/mid 2024 proposing a deliverable pilot scheme.

## **8. Financial Implications**

- 8.1. This report recommends for approval a revenue budget of £190,000, to support feasibility work, with this budget bid to be formalised in the forthcoming November 2023 Mid Term Financial Statement. This budget is sought to cover costs associated with feasibility assessment works, early stage design, detailed surveys and associated legal and investigatory services.
- 8.2. These fees would be abortive should a firm scheme not be confirmed and will be accounted for as such across the councils allowance for such works as detailed within HRA budgetary processes.

**8.3.** A primary focus of this study is sustainability uplift/energy efficiency, tied into the separate workstreams being undertaken by Maintenance and Assets looking at efficient retrofit of existing properties. Achieving improved levels of energy efficiency requires significant investment, and there is a challenge facing the Housing Revenue Account as to how to finance this required level of expenditure. The proposed development model offering mixed tenure regeneration as outlined may feasibly offer a return which might offset a portion of this expenditure.

## **9. Implications**

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

The delivery of this scheme will be jointly coordinated by existing Housing Development, Maintenance and Housing Services officers. Specialist service providers will be procured as required to undertake feasibility works.

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

Work contemplated under this proposal will seek to identify all opportunities and constraints related to any regeneration scheme which will be brought to Committee as an outcome. As part of this procedure a full scheme specific EQIA will be completed.

### **(c) Environmental Implications**

Proposed outcomes aim to directly address energy efficiency improvements to existing properties, while delivering new homes in line with the Councils 2021 Sustainable Housing Design Guide.

A Carbon Rating Assessment will as part of this process be completed to inform the design of any regeneration scheme which may be brought forward as an outcome.

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

Appointments for work to be undertaken through this investigatory process will be conducted through use of OJEU Compliant Procedures. Successful delivery of these complex regeneration projects is highly reliant on joint working with an experienced delivery team. An OJEU Compliant Rooftop Development Framework has been identified which



will facilitate selection of a specialist team with experience based on evidenced successful delivery to date of both Rooftop development and energy efficiency refurbishment.

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

Proposed outcomes aim to directly address improvements to existing Housing stock, which fall short of current safety standards. Regeneration proposals will be in line with Secure by Design Guidance to achieve a noticeable improvement on any scheme which may be brought forth as an outcome.

## **10. Consultation and communication considerations**

- 10.1. Briefings with Ward Councillors of Coleridge and Cherry Hinton have been held ahead of this report being brought to Committee.
- 10.2. Residents will be engaged via letter drop and holding of drop-in sessions where Officers will be available to outline the pilot study and address any concerns or inputs which they may have. Formal reporting on this engagement will be incorporated to any formal scheme report which may progress to this Committee.
- 10.3. Housing Strategy and Housing Officers have been consulted in regard to sheltered housing need, current tenancy data for these estates, and inputs to potential improvements to the estates which would positively influence tenancy uptake and tenant quality of life.
- 10.4. Should a pilot proceed a communications strategy for ongoing resident engagement would be drafted.

## **11. Risks**

11.1. Below is a table setting out key risks associated with the project:

<i>Risk</i>	<i>Likelihood</i>	<i>Severity</i>	<i>Mitigation</i>
<i>Cost duplication should planned works proceed independently.</i>	<i>High if not coordinated. Low given current coordination</i>	<i>High – impact on HRA finances</i>	<i>Internal agreement and coordination of retrofit and development works</i>
<i>Scheme viability</i>	<i>Medium - - No perfect site is identified, and studies are needed to detail</i>	<i>Low – cost of preliminary studies would be marginal, and would provide certainty for ongoing consideration</i>	<i>Early consultation already undertaken to shortlist candidate sites with external specialist inputs</i>

<i>Risk</i>	<i>Likelihood</i>	<i>Severity</i>	<i>Mitigation</i>
	<i>the viability of this mode of development</i>		
<i>Decant – inability to get vacant possession for works</i>	<i>High - Some level of full decant may be required. Sheltered housing holds considerable risk for this type of redevelopment</i>	<i>Low – These properties require significant planned works as well as having potentially significant opportunities for quality of life improvement</i>	<i>Early engagement with Housing management and tenants. Right to return and Compensation in line with existing policies  Earmarking of catchment sites for potential decant need</i>
<i>Costs – exceeding budget for investigatory works</i>	<i>Low – Significant cost certainty together with limited budget requirement</i>	<i>Medium – impact on HRA finances</i>	<i>Clear programme of works set out with consultant specialist inputs to inform budget setting</i>

## 12. Background papers

21/48/HSC: Report on progress toward HRA Estate Regeneration programme Including a report on a proposed scheme at Aylesborough Close

## 13. Appendices

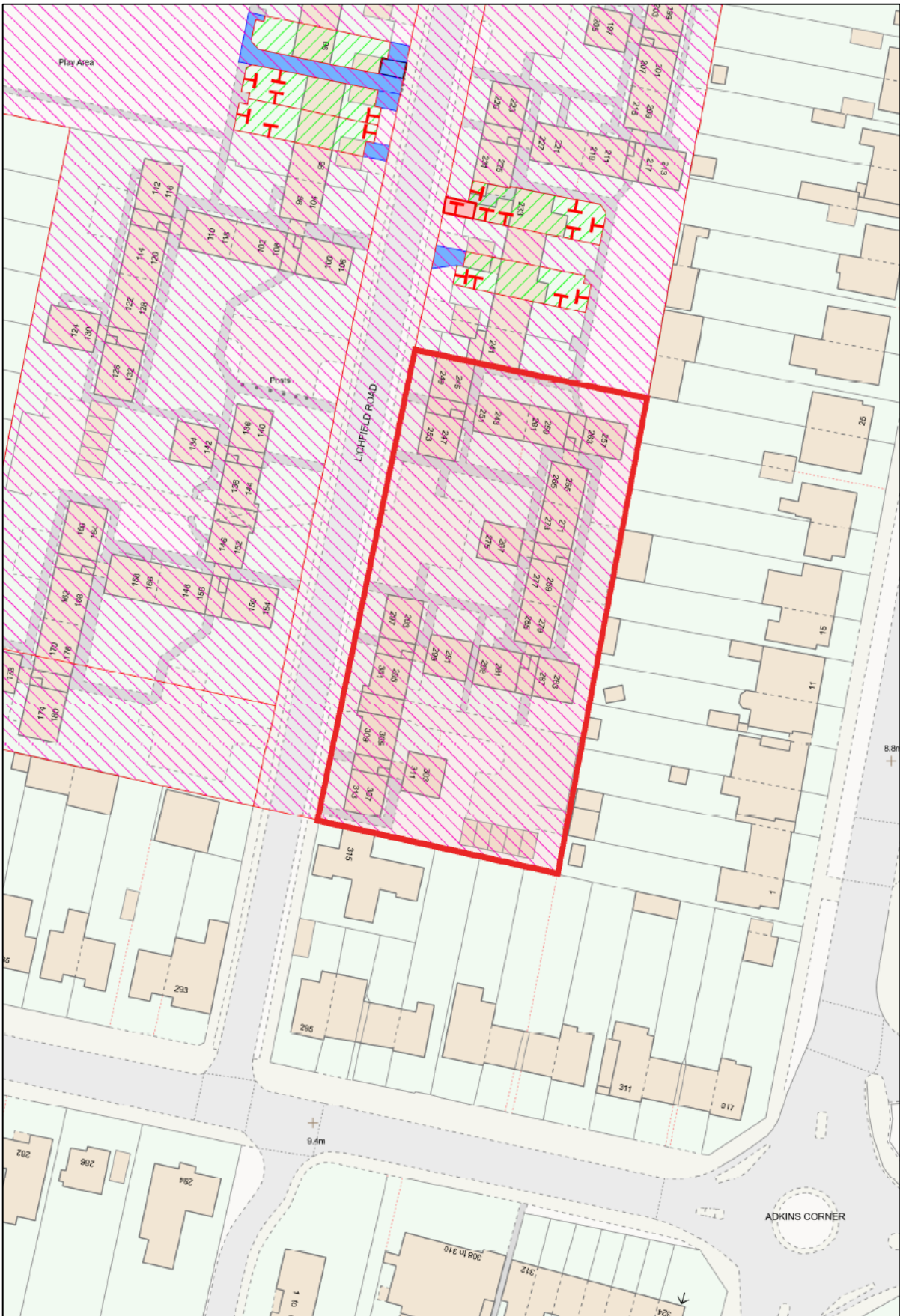
Appendix 1 – Location Plan – Lichfield Road

Appendix 2 – Location Plan – Bracondale, Fernwood and Heatherfield

## 14. Inspection of papers

To inspect the background papers or if you have a query on the report please contact Jaques van der Vyver, Housing Development Agency, tel: +44 1223 457218, email: [Jaques.vandervyver@cambridge.gov.uk](mailto:Jaques.vandervyver@cambridge.gov.uk)

Appendix 1 – Location Plan – Lichfield Road



Appendix 2 – Location Plan – Bracondale, Fernwood and Heatherfield



## Cambridge City Council

### Record of Executive Decision

#### **Local Authority Housing Fund Refugee Scheme Round 2 – Approval to deliver 2ND round humanitarian scheme accommodation through the 2022-32 new build housing programme, partly funded by Central Government**

Decision of: Councillor Bird, Executive Councillor for Housing and Homelessness

Reference: 23/Urgency/HSC/12

Date of decision: 30/6/23

Date Published on website: 30/6/23

Decision Type: Key

Matter for Decision: Urgent approval to deliver 2nd round humanitarian scheme accommodation through the 22-32 new build housing programme, partly funded by the department for Levelling Up, Housing and Communities

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

The Executive Councillor's decision:

- 2.1. Delegate Authority to the Section 151 Officer to enter into a Memorandum of Understanding with the Department for Levelling Up, Housing and Communities to allow for the Round 2 payment of allocated funding to the Council.
- 2.2. Approve that the delivery of accommodation to cater for recent humanitarian schemes identified within this second round of LAHF

funding be delivered as part of the Councils 2022-2032 New Build Housing Programme.

- 2.3. Approve that an indicative budget of £1,980,000 be drawn down in 2023/24, from the sum already ear-marked and approved for investment in new homes, to cover the costs associated with delivering 4 homes to serve as longer term accommodation catering for the eligible cohort as defined in 3.2 and to recognise grant funding of £840,000 towards this expenditure. Following the meeting of this need the properties delivered will become general needs housing held within council stock.
- 2.4. Authorise the Assistant Director (Assets and Property) to approve the purchase of open market properties into council stock to serve as housing for the eligible cohort as defined in 3.2, subject to consultation with the Director of Communities and the Chief Financial Officer.

Reason for the decision: The date for formalising the agreement and entering into a Memorandum of Understanding with DLUHC falls between committee cycles and cannot wait for the next Housing Scrutiny Committee date in September 2023. As detailed further in Appendix A.

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

Report: [Document 230623Urgent Decision - Local Authority Housing Fund Refugee Scheme Round 2 - Cambridge Council](#)

Conflict of interest: None.

Comments: The Chair, Opposition Spokes Councillors and the Vice-Chair Tenant Leasehold Representative all supported the decision.

Part 4C section 6.1 of the Councils Constitution, permits decisions to be taken which are outside of the budget framework if the decision is:

- a matter of urgency (this is correct)

- it is not practical to convene a quorate meeting of the Council, (this is correct); and
- the Chair of the Housing Scrutiny Committee agrees the matter is of urgency (the Chair agreed).

Given the deadline for delivery and the requirement to ensure adequate time to allow completion of property acquisitions this approval does not fit within the timeframes for a full council decision on 20 July 2023, or the Housing Scrutiny Committee meeting set for 19 September 2023.

The decision will be reported back to the Housing Scrutiny Committee at the next meeting in September 2023.

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**Local Authority Housing Fund Refugee Scheme Round 2 – Approval to deliver 2<sup>ND</sup> round humanitarian scheme accommodation through the 2022-32 new build housing programme, partly funded by Central Government**

Decision of: Councillor Bird Councillor Bird, Executive Councillor for Housing and Homelessness

Reference: 23/Urgency/HSC/12

**Appendix A**

**1. Executive Summary**

- 1.1. In March 2023, it was announced that the Local Authority Housing Fund would be expanded by £250 million for a second round of funding (LAHF R2), with the majority of the additional funding used to house those on Afghan resettlement schemes (ARAP/ACRS) currently in bridging accommodation and the rest used to ease wider homelessness pressures.
- 1.2. This Second Round follows on from the £500m LAHF funding for housing of Ukrainian and Afghan refugees, for which the Council successfully entered into agreement in February 2023.
- 1.3. The Department of Levelling Up, Housing and Communities (DLUHC) has provisionally identified Cambridge City as eligible for capital grant funding (under section 31 of the Local Government Act 2003), with an indicative additional allocation of £840,000 in funding. This funding covers two distinct elements as below:
  - Resettlement element: to fund the provision of a minimum of 3 homes.
  - TA element: to fund the delivery of a minimum of 1 home.
- 1.4. Delivery is required to be part funded / financed by local authorities, amounting to 60% of costs to be met by the Council. This would require council top up funding of £1,140,000.

- 1.5. A budget is requested to be drawn down from the sum already ear-marked and approved for investment in new homes. The cost is to cover the costs associated with delivering a minimum of 4 homes to serve as longer term accommodation for eligible families housed under the Afghan Citizen Resettlement Scheme (ACRS) and Afghan Relocations and Assistance Policy (ARAP) resettlement scheme, with this stock to become available to support wider local authority general housing and homelessness need after the immediate needs of the eligible cohort have been addressed.
- 1.6. DLUHC funding pre-allocated under this scheme is significant and could allow the potential to increase the overall new build housing delivery across the 10-year programme in the long term.
- 1.7 Delivery is requested by a target date of 29 March 2024.

## **2. Recommendations**

The Executive Councillor is recommended to:

- 2.1. Delegate Authority to the Section 151 Officer to enter into a Memorandum of Understanding with the Department for Levelling Up, Housing and Communities to allow for the Round 2 payment of allocated funding to the Council.
- 2.2. Approve that the delivery of accommodation to cater for recent humanitarian schemes identified within this second round of LAHF funding be delivered as part of the Councils 2022-2032 New Build Housing Programme.
- 2.3. Approve that an indicative budget of £1,980,000 be drawn down in 2023/24 from the sum already ear-marked and approved for investment in new homes, to cover the costs associated with delivering 4 homes to serve as longer term accommodation

catering for the eligible cohort as defined in 3.2 and to recognise grant funding of £840,000 towards this expenditure. Following the meeting of this need the properties delivered will become general needs housing held within council stock.

- 2.4 Authorise the Assistant Director (Assets and Property) to approve the purchase of open market properties into council stock to serve as housing for the eligible cohort as defined in 3.2, subject to consultation with the Director of Communities and the Chief Financial Officer.

### **3. Background**

#### 3.1. Funding

3.1.1. The Local Authority Housing Fund (LAHF) is an innovative capital fund that supports local authorities in England to obtain housing for those who are unable to find settled accommodation on resettlement schemes.

3.1.2. Round 1 provided £500 million of funding for local authorities to obtain accommodation for families with housing needs who have arrived in the UK via Ukrainian and Afghan resettlement and relocation schemes – Cambridge City Council was successfully allocated funding under this first round, with an urgent decision taken by the Exec Councilor for housing on 8 February 2023 to enter into agreement with DLUHC and 30 homes to be delivered as part of the councils new build housing programme.

3.1.3. Round 2 now sets out to provide a further £250 million of funding for the 2023/24 financial year, with the majority of the funding used to house those on Afghan resettlement schemes currently in bridging accommodation and the rest used to ease wider homelessness pressures.

3.1.4. The objectives of LAHF R2 are to:

- Provide sustainable housing to those on Afghan resettlement schemes at risk of homelessness so that they can build new lives in the UK, find employment and integrate into communities.
- Reduce local housing pressures beyond those on Afghan resettlement schemes by providing better quality temporary accommodation to those owed homelessness duties by local authorities.
- Reduce emergency, temporary and bridging accommodation costs
- Reduce impact on the existing housing and homelessness systems and those waiting for social housing. Both rounds of LAHF will provide a lasting affordable housing asset for the future. The funding will reduce the impact of recent arrivals on existing housing pressures and in the longer term will provide a new and permanent supply of accommodation for local communities, increasing the number of homes in the wider social and affordable housing system.

3.1.5. Cambridge has provisionally been identified as eligible for capital grant funding (under section 31 of the Local Government Act 2003), with an indicative allocation of £840,000 in funding. This funding covers two distinct elements as below:

- a) Resettlement element: to fund the provision of a minimum of 3 homes.
- b) TA element: to fund the delivery of a minimum of 1 home.

3.1.6. Government funding equates to 40% of total capital cost (calculated on a median property value within the city) plus £20,000 per property to fund additional works / fees.

3.1.7. Delivery is required to be part funded / financed by local authorities, amounting to the sum £1,140,000 to be incurred by the Council.

3.1.8.30% of the funding provided by DLUHC will be paid in Q2 2023/24 and 70% in Q3 2023/24 (the second payment is due once the LA has spent 60% of their 2022/23 funding.

### 3.2. Eligible Cohort

3.2.1. Given the objectives of the fund, those eligible for accommodation through this ACRS and ARAP resettlement scheme element housing are those who are on:

- a) Afghan Citizen Resettlement Scheme (ACRS – including eligible British Nationals under this scheme) or
- b) those assisted under the Afghan Relocations and Assistance Policy (ARAP),

and who are currently in bridging accommodation or who have left bridging hotels and are homeless, at risk of homelessness, or living in unsuitable temporary accommodation.

3.2.2. Those eligible for the accommodation provided by the temporary accommodation element of the fund are those owed a homelessness duty by the local authority. Given the purpose of this funding, it is expected by DLUHC that families will be the primary recipients.

## 4. Identified Housing Need

4.1. All the eligible families but one housed temporarily by the Council to date have been allocated / moved out of properties utilising the first round of LAHF funding as well as other available properties, so for the 2nd round the Council would be working with EEGLA to arrange matches to properties for people who are in bridging accommodation in neighbouring local authority areas. Initially this will be from the East of England cohort (750 families) and if needed will go out further than that.

4.2. 5,829 people remain in bridging accommodation across the country who all have been given notices to vacate. This is a

third of the original figure when the Afghan arrivals came in a few years ago.

- 4.3. In March 2020, the Council pledged to welcome and rehome 200 refugees by 2025. This Pledge was enshrined through an approach approved by Housing Scrutiny Committee in June 2021. While strides have been made toward meeting this objective, the Council remains short of this target, notably due to complications arising from the covid-pandemic through 2020-early 2022. Housing earmarked through Round 1 of this LAHF funding has played an important role in raising the council's performance and this further round of funding will allow the Council to move closer toward delivering on its targets, meeting its ambition to continue to be seen as a City of Sanctuary.

## 5. Delivery

- 5.1. The Funding identified by the DLUHC Scheme requires priority to be placed on acquiring larger properties which can accommodate a family as those with larger families have found it particularly difficult to find accommodation.
- 5.2. The minimum target delivery to serve the funding is 4 homes. Outcomes of the current acquisition programme for Phase 1 indicates that this can be met within the funding allowance indicated.
- 5.3. To this end the council will target acquisition of the below profile, subject to budgetary constraints and market availability, with smaller homes acquired if financial constraints apply:

Unit size mix

Scheme	1Bed	2Bed	3Bed	4Bed
Market acquisitions	0	0	4	0

- 5.4. Properties will be let at an affordable rent, ie 60% of market rent or LHA, whichever is lowest.
- 5.5. Properties delivered under element 3.2.1a of this funding scheme will be provided as permanent tenancies for qualifying households. Properties delivered under element 3.2.1b of this funding scheme will be let as Temporary Accommodation.
- 5.6. All properties will become general needs accommodation in future as the specific need is reduced.
- 5.7. Officers have confirmed that the properties to be provided will be eligible for Right to Buy, as all of our existing new build programme is currently. (for the Temporary Accommodation property, this will come into effect once the property becomes general needs.
- 5.8. For First Round funding, focus was requested by members to ensure that EPC standards across council stock are still met. Officers confirm that this is being taken into account for this 2<sup>nd</sup> phase.
- 5.9. Programme and comment.

The indicative programme for the project is as follows:

<b>Tasks</b>	<b>dates</b>	
Approval to enter into funding agreement	June/July 2023	
Signing of funding agreement	July 2023	
First tranche payment	July/August 2023	Contingent on completion of funding agreement by either 14/07 (with 14/08 available as a fall back)
2 <sup>nd</sup> tranche payment	September/October 2023	Contingent on spend of 60% of tranche 1

Completion date for overall delivery targets	29 March 2024	
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## **6. Implications**

### **a) Financial Implications**

Assuming that the full budget is drawn down for this project from the existing funds ear-marked for new homes in the 10 Year New Homes Programme, there will not be any increase in gross expenditure. A gross budget of £1,980,000 will be re-allocated from existing approved resources for this specific project. The Council will also need to recognise the additional grant income associated with the project, which will replace assumed grant from Homes England, but will be at a higher grant rate per unit than that already built into financial assumptions. Subject to this urgent decision, funding will be revised as part of the Medium Term Financial Strategy to be presented to Housing Scrutiny Committee later in 2023.

### **b) Staffing Implications**

This project would be managed by existing staff complement of the Council.

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

A focused EQIA was undertaken for the first round of funding. This EQIA will be revised to ensure assessment of any impacts which may additionally arise from Round 2.

### **d) Environmental Implications**

A specific Climate Change Rating Tool will be completed. Market purchases will be added to the works programme for sustainability improvements being delivered by Estates and Facilities.



### e) Procurement Implications

None.

### f) Community Safety Implications

None. Acquisitions are to be scattered across the city and will be incorporated not the Councils general Housing Stock.

### g) Consultation and communication considerations

There will be early engagement with Members to identify potential concerns.

## 7. Risks

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

Risk	Likelihood	Impact	Mitigation
<b>Delivery failure</b> The funding required best endeavours from the council. DLUHC is committed to funding any contract LAs enter into, even if occupation occurs after the March 24 deadline date.	Medium	Reputational risk to the council. Repayment of allocated funds.	Early identification of opportunities to mitigate delivery failure risk. Open discussion with DLUHC regarding proposed approach and inherent risk.
<b>Failure to complete on Market purchases</b> Significant competitive pressure on market acquisitions.	Low	Delivery Failure	Early progression of purchase opportunities. Progress at early stage to ensure ability to meet target date.

<p><b>Public opposition /Member buy-in</b> Significant local housing pressure may lead to negative public opinion of prioritising foreign nationals</p>	<p>Low</p>	<p>Reputational Risk. Delivery Failure</p>	<p>It will be important to engage with the local ward Cllrs early on to identify opportunities and issues. The full buy-in by national government needs to be relied upon.</p>
<p><b>Exceeding proposed budget</b> due to reliance on open market acquisitions or required increased purchase value for market homes</p>	<p>Medium</p>	<p>Additional HRA funding required</p>	<p>Strategic approach to property selection, ensuring Value for Money on completed acquisitions.</p>

## 8. Background papers used in the preparation of this report

- 21/36/HSC - Refugee Resettlement – Delivering the pledge to resettle 200 more refugees
- 20/35/HSC New Council Housing Programme - i. Approved the bringing forward of a development programme to provide new housing in 2022-32 by the Council
- 23/URGENCY/HSC/2 - £500M LOCAL AUTHORITY HOUSING FUND REFUGEE SCHEME – APPROVAL TO DELIVER LONGER TERM HUMANITARIAN SCHEME ACCOMMODATION THROUGH THE 22-32 NEW BUILD HOUSING PROGRAMME, PARTLY FUNDED BY CENTRAL GOVERNMENT

## 9. Appendices

None.

### Inspection of papers

To inspect the background papers or if you have a query on the report please contact Jaques van der Vyver, Housing Development Agency

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[jaques.vandervyver@cambridge.gov.uk](mailto:jaques.vandervyver@cambridge.gov.uk).

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