



Cambridge City Council

Housing Scrutiny Committee

Date: Tuesday, 18 June 2024

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, tel:01223 457000

Agenda

- 1 Apologies
- 2 Declarations of Interest
- 3 Minutes (Pages 7 - 20)
- 4 Co-option and introduction of Tenant and Leaseholder Representatives and appointment of Vice-Chair (Tenant/Leaseholder Rep) for 2024/25
- 5 Public Questions

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

Decisions for the Executive Councillor for Housing

- 6 Report on Ekin Road Stage 2 Options Appraisal (Pages 21 - 302)

Appendix 4 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.

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

Decisions for the Executive Councillor for Housing

- 7 Compliance Update (Pages 303 - 310)
- 8 Procurement of Planned Maintenance Contractor (Pages 311 - 316)
- 9 Rent Regulation Errors - Update Report (Pages 317 -

		324)
10	HRA Outturn Report 2023/24	(Pages 325 - 348)

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

Decisions for the Executive Councillor for Housing and Homelessness

11	Greater Cambridge Housing Strategy 2024-2029	(Pages 349 - 538)
12	Update on New Build Council Housing Delivery	(Pages 539 - 574)
13	Report on Stanton House	(Pages 575 - 662)

Housing Scrutiny Committee Members: Griffin (Chair), Robertson (Vice-Chair), Baigent, Gawthrop Wood, Lee, Martinelli, Swift, Thittala Varkey and Tong

Alternates: Bennett, Nestor, Porrer, Pounds and Young

Tenants and Leaseholders: Diane Best (Leaseholder Representative), Harmony Birch (Tenant Representative), Diana Minns (Tenant Representative), Mandy Powell-Hardy (Tenant Representative) and Justyna Ulman-Jaworska (Tenant Representative)

Executive Councillors: Bird (Executive Councillor for Housing) and Holloway (Executive Councillor for Community Safety, Homelessness and Wellbeing)

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The full text of any public question must be submitted in writing by noon two working days before the date of the meeting or it will not be accepted. All questions submitted by the deadline will be published on the meeting webpage before the meeting is held.

Further information on public speaking will be supplied once registration and the written question / statement has been received.

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. Overview and scrutiny of functions relating to the management of the Council's housing stock.

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.

Membership

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.

Appointment of tenant and leaseholder members

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.

Voting

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.

Appointment of Chair

The Chair of the Scrutiny Committee shall be appointed by the Council and be a councillor and shall chair Part 2. The Vice-chair shall be nominated by the elected tenants and leaseholders and shall chair Part 1 if present. If the Chair or Vice-chair is not present, a councillor shall be appointed as the Vice-chair for that meeting.

Other matters relating to elected tenants and leaseholders

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

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HOUSING SCRUTINY COMMITTEE

12 March 2024

5.30 - 7.48 pm

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

Councillor Pounds left the meeting before the consideration of item 24/18/HSC.

Executive Councillor for Housing and Homelessness: Bird

Tenant/Leaseholder Representatives:

Diane Best (Leaseholder Representative), Mandy Powell-Hardy (Tenant Representative) and Diana Minns (Tenant Representative)

Officers:

Director, Communities Group: Sam Scharf

Assistant Director, Housing and Homelessness: Samantha Shimmon

Assistant Director, Development: Ben Binns

Committee Manager: Sarah Steed

Meeting Producer: Boris Herzog

Present virtually:

Head of Finance and Business Manager: Julia Hovells

Strategic Delivery Manager: Sean Cleary

City Services Director: James Elms

FOR THE INFORMATION OF THE COUNCIL**24/11/HSC Apologies**

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

Tenant Representative Christabella Amiteye also sent apologies.

24/12/HSC Declarations of Interest

Name	Item	Interest
Councillor Porrer	24/18/HSC	Personal: Was a member of Planning Committee. Noted that the report related to the HRA

		budget implications and would only discuss issues in relation to this.
Councillor Porrer	24/17/HSC	Personal: A friend was a Davy Road resident and could be affected by any Council decision regarding Davy Road.
Councillor Tong	24/17/HSC	Personal: Was a member of Unite.
Councillor Thittala Varkey	24/16/HSC	Personal: Was a Council Tenant.

24/13/HSC Minutes

In advance of the meeting Councillor Bennett raised a concern with the phrase contained within minute reference 24/9/HSC point ii - 'Water consumption was expected to be restricted to 99 litres per person per day'. Officers suggested revised wording to replace this sentence so that it read 'Policy 28 of the Local Plan sets a water efficiency target of 110 litres per person per day. For Newbury Farm, the water efficiency targets are 99 litres per person per day'.

The minutes of the meeting held on 23 January 2024 were approved subject to the amendment detailed above as a correct record and were signed by the Chair.

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

24/14/HSC Public Questions

Question 1

We are the Save Ekin Road community group, and we are writing to you regarding Cambridge City Council's proposals for Ekin Road. We are a group of 60 council tenants, leasehold and freehold residents. As done in the past, we wish to express our concerns regarding the investigation work and potential development of our estate.

We note the release of the "Ekin Road Options Appraisal" report by JLL, and associated statement by the Council accepting those findings, on 26 February.

We completely disagree with the conclusions of that report, and strongly object to the Council only taking forward the full demolition option to public consultation. Indeed, the JLL report itself describes that option as being the “least worst” option, which is hardly a compelling case for it.

We do, however, wish to express our tentative support for the partial demolition option, as presented in the JLL report. That option preserves 24 of the 32 houses on the estate, and achieves the same outcomes desired by the council in a near-identical way. We believe that this should have been the starting point for the public consultation, and that this option could, under an “emerging designs” approach and with close engagement with affected residents, be made to work well, for the residents, and for the council.

Nonetheless, we remain concerned by many aspects of the JLL report, by the option being taken forward for public consultation, and by the overarching processes within this project. As such, we wish to ask the following questions to you today:

Who made the decision to proceed with a public consultation on (only) a full demolition option, and why was this not brought to the Housing Scrutiny Committee to decide on? The council statement accepting the findings of the JLL report was unsigned.

Given the £300,000 expense to the Council of these investigatory works and reports, why is the Council not consulting residents on all of the investigated options from the JLL report, or at least the two “viable” options of partial, and full, demolition? It seems illogical, and wasteful, to commission all this costly work and then not make full use of it.

Why do the remaining options for the estate have no provision for additional social housing above current numbers? One of the main selling points of this project, and justification for the massive ensuing resident disruption, was the creation of additional social housing. But neither the full, nor partial, demolition option adds a single extra social-let dwelling.

How is it acceptable that the preferred option reduces the number of social-let 3 and 4 bedroom houses on the estate from 22 to just 6? There is an acute shortage in Cambridge of council houses of that size, and yet the preferred option proposes to slash the number on the estate. By comparison, the partial demolition option would retain at least 14 such houses.

Given the long timescale of this project, what urgent repair work and resident rehousing is taking place in council housing on the estate? A decant of residents in stage 1 of either option would take years, and for those in stage 2 could extend to 2030. That is far too long for many of the residents to wait; those in sub-standard or overcrowded dwellings need repairs or rehousing immediately.

Councillors, it seems clear that there are now two distinct choices for the final direction of the project. One of these presents a future for the estate that is acceptable and appreciated by practically all residents, while at the same time addressing the key issues and concerns that brought the council to consider works on Ekin Road in the first place. The other presents a future for the estate marred by conflict, delays, legal challenges, political turmoil, and ultimately uncertainty for everyone - residents and the council alike.

The Council now stands on this precipice, and thus now is the final opportunity to act. The next time we meet, a final decision will have been made. We pray that it is a good one, and that the Council uses the coming months wisely.

The Executive Councillor for Housing and Homelessness responded:

- i. It was agreed by the Leadership Team and Executive Councillor to consult residents on an emerging mixed tenure full redevelopment option.
- ii. Thanked JLL for producing their report, which had considered the outcome of the consultation with residents on the estate.
- iii. The report noted that none of the options available to the council were financially risk-free.
- iv. The JLL report assumed a net gain of social housing for the partial redevelopment (55) and full redevelopment option (114) in the 100% affordable options.
- v. The report also recommended that the council should consider alternative development or delivery options with a development partner.
- vi. The emerging design for Ekin Road which was currently being consulted on had 46 3 and 4 bed council homes, and the tenure mix was still being considered.
- vii. Officers planned to bring a report on Ekin Road to the June Housing Scrutiny Committee. Officers were meeting with tenants and leaseholders to understand individual circumstances.

Supplementary Question:

- i. Remained concerned by the Executive Councillor's response. Queried who was leading the Ekin Road project the Executive Councillor or

Officers. Did not want a bad decision – full demolition / redevelopment – to occur. If this option was pursued, residents would fight the council's decision.

The Executive Councillor for Housing and Homelessness responded:

- i. Wanted new homes for tenants who were on the housing waiting list. There were over 2000 people waiting for a property.
- ii. When redevelopment was being considered the council spoke with residents to ensure that they understood the process.
- iii. They had met with the member of the public and attended Liaison Group meetings. They were due to attend further meetings later that week.
- iv. Noted there were tenants who wanted to move out of accommodation at Ekin Road.

The Assistant Director of Development responded:

- i. As public servants, officers make recommendations to the Executive Councillor based on considered advice. Reports are brought to Housing Scrutiny Committee to be publicly scrutinised. The Executive Councillor can then choose to make a decision at this meeting.

Question 2

1. on 23rd January Cllr Bird reported that of the 72 flats damp and mouldy on Ekin Road, 5 were vacant (void works) and 67 were occupied, could she please update the meeting on how many are currently vacant and occupied.
2. on 3rd December it was reported in the Cambridge News based on information supplied by the "Action on empty homes" campaign group that within the city there were 2,437 properties classed as second homes and 131 houses that are categorized as long term empty, does the city council agree with these figures? Can the city council supply accurate current numbers for second homes and long term empty houses in the city?

The Executive Councillor for Housing and Homelessness responded:

- i. There were 70 flats at Ekin Road and Ekin Walk in Council ownership; 67 were occupied and 3 were vacant.
- ii. The figures quoted of 2437 second homes and 131 long term empty homes in the Cambridge News article were correct but were a snapshot of data on the 2 October 2023. These figures changed constantly so on 31 January 2024 they had changed to 1353 second homes and 224 long term empty.

- iii. The Council's second home figures were affected by the number of student accommodation properties which changed category once occupied for the student year. This notification was not always immediate, hence the figures from 2 October 2023 being much higher than in January 2024.
- iv. A long-term empty home is defined as one which has been empty for 6 months or more for Council Tax purposes. The Empty Homes Officer has been working with many of the owners of these long-term empty homes and has advised 12 are being refurbished, 5 are awaiting planning permission, 3 will be going to the market and 4 are sold subject to contract. It was the Council's intention to work with owners to get long-term empty homes back into occupation.

Supplementary Question

- i. Sought clarification that there were 224 long term empty houses in Cambridge (as at January 2024) and there were residents living in damp and mouldy flats at Ekin Road. These residents should be able to be moved out of their flats into the second homes. The Council should pursue the owners of the second homes to take these properties into council ownership.
- ii. During the last 3 months none of the tenants had been moved out of the damp and mouldy flats at Ekin Road.
- iii. Asked for the redevelopment proposals to be stopped.

The Executive Councillor for Housing and Homelessness responded:

- i. Noted the comments made by the public speaker.
- ii. Options for tenants would become clear once a decision had been made regarding the area.

The Assistant Director of Development responded:

- i. The Council could explore purchasing empty homes as an option. There was a legal process to follow which incurred expenditure and would take time. It was more practical to consider options over the council's existing estate as the council already owned the land / properties.
- ii. Some of the tenants at Ekin Road were actively looking on HomeLink to be rehoused, some weren't, and some were waiting until the council made a decision regarding Ekin Road, which was expected at the June Housing Scrutiny Committee.
- iii. If the redevelopment option was approved, tenants would be given emergency band status giving them a priority housing need.

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

Matter for Decision

The report provided an update on the compliance related activities delivered within the City Services Compliance Team, including a summary on gas, electrical, fire, lifts, legionella and asbestos.

Decision of Executive Councillor for Housing and Homelessness

- i. Noted the progress of the compliance related work detailed within the 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 City Services Director.

The Strategic Delivery Manager and Assistant Director for Housing and Homelessness said the following in response to Members' questions:

- i. Officers were engaging with Residents Associations to understand how the council could engage better with residents. Officers would make more use of the Open Door publication.
- ii. Advised that if residents did not have access to an electronic device, they could ask the Customer Services Team to fill in forms / complete consultations on the resident's behalf.
- iii. Advised that one leaseholder had reported damp, mould, and condensation (DCM) concerns to the council.
- iv. In response to a query whether more resource was required to deal with reports of DCM, advised that the nature of the issue meant that there would always be seasonable pressure on the Team. Consideration would also need to be given to resource levels with the increase in council housing stock through the new build programme. There was existing budget to meet the DCM demand; budgets could also be moved around without a detrimental impact on other services.
- v. Officers were working with the Housing Development Agency to ensure accurate reporting of DCM reports.

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.

24/16/HSC HRA Provisional Carry Forwards 2023/24

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

Matter for Decision

The report presented details of anticipated variances from budgets, where resources were requested to be carried forward into the 2024/25 financial year in order to undertake or complete activities anticipated to have taken place in 2023/24.

Decision of Executive Councillor for Housing and Homelessness

- i. Agreed the provisional carry forward requests, totalling £731,520 as detailed in Appendix A, subject to the final outturn position.

Reason for the Decision

As set out in the Officer's report.

Any Alternative Options Considered and Rejected

Not applicable.

Scrutiny Considerations

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

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

- i. In response to a question regarding work the council had undertaken in preparation for the council becoming regulated by the Housing Regulator:
 - a. referred to the Rent Regulation Error Refund / Remediation report (minute reference 24/20/HSC) where the council had reported rent errors to the regulator and would be correcting the errors from April 2024; and

- b. referred to the Compliance Report (minute reference 24/15/HSC) and noted that data needed to be held in a particular format so work was being undertaken to streamline the way the council held data to ensure the council could respond to queries from the Regulator.
- ii. The Council could be inspected by the Regulator at any point and the Council had put a project in place to ensure that the council was compliant with recently published consumer standards and actions were put in place where improvement was needed.
- iii. The Transformation Fund was set up to allow the Housing Service to be able to respond to changes in legislation, requirements from the Regulator and to allow the Housing Revenue Account (HRA) to contribute to the corporate costs of transformation as part of the Our Cambridge programme. Delegated authority was given to Directors to spend this fund. Officers approved the funding of two temporary fixed term posts (Housing Improvement Manager and Housing Improvement Officer) to deliver a restructure of the City Services Group to improve services in the Estates and Facilities repairs area.
- iv. DCM work was being picked up by a variety of officers; a vacant post was used to combine the work into one job role.
- v. Officers would provide information on what categories of expenditure the transformation fund was being used for within the HRA Outturn Report.

The Committee resolved (by 9 votes to 0 with 3 abstentions) 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.

24/17/HSC Update on New Build Council Housing Delivery

This item was chaired by Councillor Pounds.

Matter for Decision

The report provided a regular quarterly update on progress for the City Council's new housing delivery and 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 Assistant Director Development and a correction was made to section 5.3 on p38 of the agenda; the Fanshawe Road development should have included 39 market rent homes instead of 0.

Post meeting note from the Assistant Director Development: The St Thomas's proposals were approved at the September 2021 Housing Scrutiny Committee and were brought back to Housing Scrutiny Committee in September 2022 with a further recommendation to 'Note the further review of budget and housing mix required to be undertaken at St Thomas Road, with a further update to be brought to the Committee as design work progresses'.

Following a regular briefing with the Executive Councillor for Housing and Homelessness on all development projects, including St Thomas's there was a clear steer to officers to review the St Thomas proposals because of residents' concerns regarding open space and planning policy on open space. Officers will undertake a review of what development, if any, is possible, that keeps the current open space. This review will be brought back to Housing Scrutiny Committee in June or September for members to vote on the next steps in line with the recommendations stated in the June 2022 Housing Scrutiny Committee report. In the meantime, as stated in the March 2024 Housing Scrutiny Committee, the current proposals are on hold.

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

- i. The design proposals for Ekin Road which were currently being consulted on were for the full redevelopment of the area with a mixed tenure scheme. The JLL report explained that consideration needed to be given not only to financial considerations but also to other benefits. The partial redevelopment option did not meet the 11 'critical success factors' that the full redevelopment option would. A report on Ekin Road would be brought back to the June Housing Scrutiny Committee.

The Executive Councillor for Housing and Homelessness responded:

- i. In response to a question regarding whether it was possible to bring the consultation for Davy Road proposals forward; advised that it took time to review areas for redevelopment. Officers would contact residents to advise when the consultation would take place.

The Committee resolved by 6 votes to 1 with 2 abstentions 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.

24/18/HSC Purchase of New Affordable Housing - ATS & Murketts, 137 & 143 Histon Road

Councillor Pounds left the meeting before the consideration of this item and Councillor Robertson as Vice-Chair (Councillor) chaired this item.

Matter for Decision

The ATS & Murketts site is being developed by Cambridge Investment Partnership (CIP). The report sought approval for capital budget to purchase 28 affordable homes from the CIP as council homes.

Decision of Executive Councillor for Housing and Homelessness

- i. Approved the purchase of 28 new Council homes at ATS & Murketts and delegate authority to the Assistant Director of Development (Place Group) to approve contract terms with CIP in respect of this transaction.
- ii. Delegated authority to the Assistant Director of Development (Place Group) to agree rental tenures in line with Council Policy and planning consents for the ATS & Murketts Affordable Housing.
- iii. Approved a total budget of £6,788,000 to enable the development of 28 affordable homes at ATS & Murketts.

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 Director Development.

The Assistant Director advised that the following sentence on p57 of the agenda paragraph 8c 'Water usage will be restricted to a maximum of 99 litres per person per day, an improvement against current planning policy' should be amended to 'Policy 28 of the Local Plan sets a water efficiency target of 110 litres per person per day. For ATS Murketts, the water efficiency targets are 99 litres per person per day.

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

- i. Biodiversity Net Gain (BNG) was calculated through a government formula. The biodiversity on the site would be assessed by an Ecology Consultant before any development was carried out. The legal requirement required development to deliver 10% BNG.
- ii. Planning Officers were keen that the proposed development provided public access to the park; however, there were a number of stakeholder groups that the council would need to work with to come to a solution regarding access to the park.
- iii. The proposal was for 40% affordable housing; viability was challenging. Was aware of the need for more 3 and 4 bed houses. The number of flats had reduced from 78 to 70; it was a balancing exercise. All the flats would be accessible.
- iv. The development would be delivered as sustainably as possible.
- v. Parking provision was one space per house and less for the flats however there were good public transport connections to the site.

The Committee resolved by 5 votes to 0 with 3 abstentions to endorse the recommendations.

The Executive Councillor approved the recommendations.

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

No conflicts of interest were declared by the Executive Councillor.

24/19/HSC To Note Decision Taken by the Executive Councillor for Housing and Homelessness

9a Social Rents and Service Charges Recalculations 2024

The decision was noted.

24/20/HSC Rent Regulation Error Refund / Remediation Policy

This item was chaired by Councillor Pounds.

The report relates to a key decision that was not included on the Forward Plan for the whole 28-day requirement before the meeting because an urgent decision that now necessitated the report was not made until 26 February 2024 and legal advice was also awaited. With the permission of the Chair of Housing Scrutiny Committee the urgency procedure was invoked to suspend the 28 day requirement so that the item could be considered at Committee so it is open to scrutiny and debate rather than a decision being made through the out of cycle process.

Matter for Decision

In late 2023, the Council identified two breaches of the rent regulations, which resulted in some tenants being historically over-charged, with the need to refund any overpayment.

The report sought approval for a refund policy specific to this issue, to sit alongside any other refund policy, to ensure that there was clarity and consistency in respect of considering and making these refunds.

Decision of Executive Councillor for Housing and Homelessness

- i. Approved the Rent Regulation Error Refund / Remediation Policy as detailed in Appendix A in the officer's report.

Reason for the Decision

As set out in the Officer's report.

Any Alternative Options Considered and Rejected

Not applicable.

Scrutiny Considerations

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

The Assistant Director of Housing and Homelessness said the following in response to Members' questions:

- i. There was a mechanism with the Policy which would allow joint tenants to be dealt with separately if a need arose; noting concerns raised by members regarding tenants who were victims of domestic abuse.
- ii. Rent Officers can put a mechanism in place to ensure that if a tenant's rent is reduced (to facilitate a rent regulation error refund) that the rent level is restored once the refund is complete. The Financial Inclusion Team would support vulnerable tenants with their rent.

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 7.48 pm

CHAIR

Item

REPORT ON REDEVELOPMENT SCHEME AT EKIN ROAD

To:

Councillor Gerri Bird, Executive Councillor for Housing

Housing Scrutiny Committee 18/06/2024

Report by:

Ben Binns, Assistant Director (Development) Housing Development Agency

Tel: 07947 157707 email: ben.binns@cambridge.gov.uk

Wards affected:

Abbey

Appendix 4 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 In September 2021 HSC received a report that Ekin Road had been identified as an area where estate regeneration is being actively considered. An initial appraisal of the estate by Potter Raper in August 2020 led to the estate being identified as an area where redevelopment may serve favourable estate regeneration to tie in with the broader work considering East Barnwell
- 1.2 It was considered that although the overall condition was assessed as fair the feasibility of maintaining the estate in its current condition should be investigated in depth due to the ongoing issues with stock not meeting modern standards, particularly in relation to condition and sustainability. The flat blocks in particular – which form 72 out of the 122 homes on the estate - are of a pre-cast concrete form of construction with significant maintenance issues and little opportunity to improve insulation. Accessibility to the flats is poor. The estate layout has various deficiencies, and possibilities for increasing the number of homes while also improving the quality of the accommodation and offering a better environment should be considered.
- 1.3 In September 2022 it was reported to HSC that a tenant consultation event had taken place, that there was majority support for redevelopment, but a significant minority was opposed. A Liaison Group was created to meet with residents on a quarterly basis. In May 2023 Jones Lang LaSalle (JLL) were appointed to carry out a two-stage options appraisal. This included the employment by JLL of Marengo to carry out resident consultation.
- 1.4 This report sets out an overview of the process, presents the outcome of the JLL appraisal, the case for intervention and makes recommendations for the next steps. A consistent feature of the appraisal process was assessment against 11 Critical Success Factors (CSFs) based on the Council's policies.
- 1.5 Stage 1 of the JLL report was a high-level assessment of seven options to identify a reduced number of options for more detailed assessment. This was reported to HSC in September 2023. The three options taken forward were:
 - 1.5.1 Option 2 – Retain the buildings in existing form and undertake essential repairs and retrofitting.
 - 1.5.2 Option 6 – Partial Redevelopment involving retention of houses to the south and east.
 - 1.5.3 Option 7 – Full Redevelopment

- 1.6 A further survey was held in November 2023. This survey reinforced the view that there was majority support for redevelopment across the estate as a whole, but that a majority of residents in the houses were opposed to redevelopment.
- 1.7 JLL issued a Draft Stage 2 report in February 2024. This indicated that Option 3 (Full Redevelopment) with a flat led 100% affordable housing is the “least-worst” option as it delivers the greatest number of homes and achieves the best result when measured against the Council’s objectives (assessed in detail through the analysis of ‘Critical Success Factors’ - CSFs. This option also has the lowest financial deficit (c. -£16m) when considering capital cost and capitalised rental income. However, it assumes Homes England grant which is not guaranteed. It also requires the council to fund the initial cost which totalled nearly £90million including on costs which exposed the council to significant financial risk.
- 1.8 As part of the JLL Draft Stage 2 report the Council was advised by JLL to examine the affordability and financial risk of this option in relation to the Housing Revenue Account (HRA) against a backdrop of build cost inflation and a higher interest rate environment.
- 1.9 In response to JLL’s advice, the Council also put forward an alternative mixed tenure housing led scheme which achieved key objectives while significantly reducing the capital outlay and risk. This is an emerging scheme which offered these benefits; it:
- Secures the provision of an increased number of high-quality homes
 - Provides for an increased number of three and four bedroom homes
 - Although the number of affordable homes is lower it maintains the same level of habitable rooms for the council homes as the baseline
 - Allows for improvements in design quality and place-making
 - Fits with overall regeneration objectives in the East Barnwell area
 - Reduces capital outlay and risk

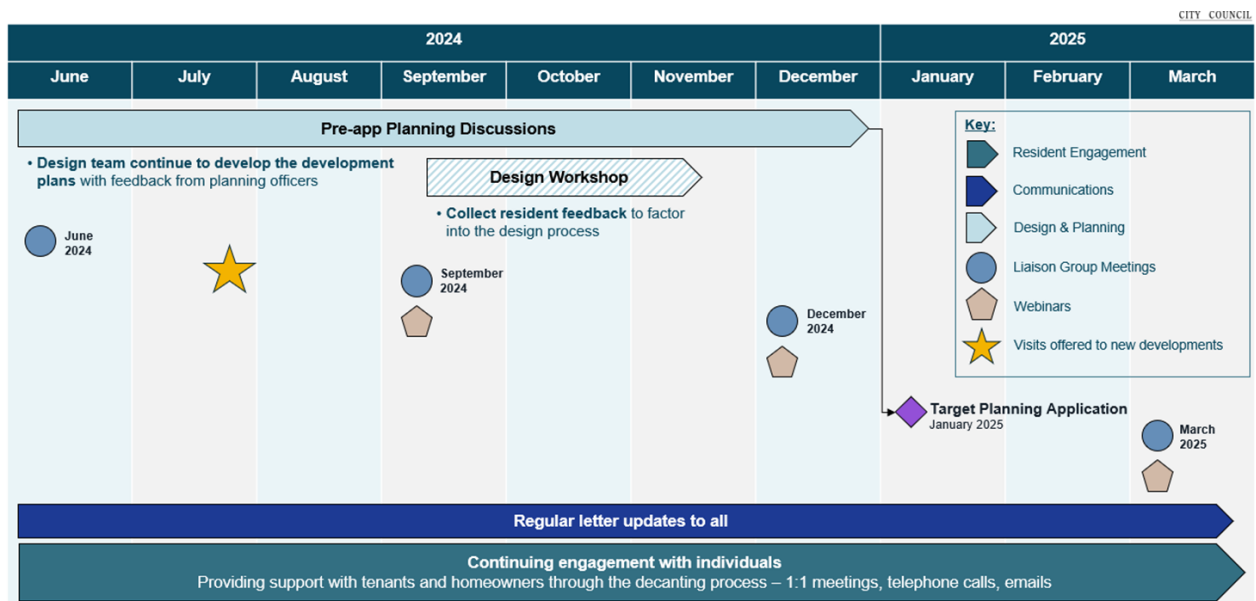
- 1.10 The JLL Draft Stage 2 Report and the council’s response was presented to the Liaison Group in March 2024. A resident consultation together with a public consultation (open to respondents beyond Ekin Road) was carried out in March – May 2024. This continued to show support from residents for redevelopment of much of the estate but continuing opposition from some residents - primarily from those living in the houses.
- 1.11 The results of this consultation were fed into **JLLs Final Report (Stages 2 and 2b)** which informs this report to HSC and the recommendation to the Executive Councillor. The recommendation is to proceed with a mixed tenure scheme which excludes the 14 houses to the south of the estate (Option 4).
- 1.12 The scheme will require further pre-application discussions with the planning authority and there will be further engagement with residents. The overall provision of the emerging design compared to the existing scheme is as follows:

	Baseline	Proposed scheme
Private	24	67
Affordable	98	64
Total	122	131
Affordable Habitable Rooms	300	302
Retained Affordable Houses	0	7

- 1.13 The council has undertaken a review of the financial exposure of mixed tenure and 100% affordable options for Option 4 and has concluded that the mixed tenure option as proposed offers the lowest financial risk in terms of upfront capital costs at a time when interest rates are unusually high.
- 1.14 The financial commitment from the Council including decant and repurchase costs and the purchase of 64 units together with the on-costs on that purchase is £19,859,734., which is the net estimated cost to the HRA. This is a lower upfront financial exposure to the HRA compared the 100% affordable option (c.£90m to deliver 236 units) outlined in the JLL Draft Stage 2 Report. The financial deficit is very similar to the 100% affordable option at c£16m.
- 1.15 With the proposed East Barnwell redevelopment nearby, this will mean the council is investing in 251 new homes in Abbey with 73% –184 – being council homes, a net gain of 76 new council homes. Together, both developments would deliver a mixture of one, two, three and four bed homes to respond to local housing need.
- 1.16 The scheme will require further pre-application discussions with the planning authority and there will be further engagement with all residents on the estate. There are currently 94 households (82 council tenants, 9 leaseholders and 3 freeholders) that will require decant.
- 1.17 It is proposed to offer emergency banding to all affected council tenants and to start decanting as soon as possible for the whole estate. Tenants required to decant are given highest priority on the Council's choice-based lettings system (Home-Link). The emergency banding status will be applied to all existing secure tenant applications from 18th June 2024.
- 1.18 This report sets out details of how the decant process will be managed. Special consideration will be given to applicants where there is damp, condensation and mould (DCM) in the property that has been inspected by the council.
- 1.19 In terms of new homes available to tenants, the Council has 130 new homes to be handed over by Dec 24 and it also has shared nomination rights with South Cambridgeshire District Council on a 50/50 allocation basis at two fringe development sites close by to Ekin Road. It is also proposed to arrange visits for tenants to view new Council developments. Tenants also have a right to return to the redeveloped scheme.

1.20 The Council will need to buy back all 9 leaseholder and 3 freehold properties which will be undertaken through negotiation with property owners. Leaseholders and Freeholders also have a right to return to the redeveloped scheme. It is recognised that sale prices of properties may be beyond the means of some leaseholders and freeholders. Consideration will be given to a shared equity option for displaced resident leaseholders and freeholders where this is necessary to make their return to the estate possible financially.

1.21 The council will be engaging with residents on the estate as set out in the plan below resident engagement strategy:



1 | © 2023 Jones Lang LaSalle IP, Inc. All rights reserved. *The timeframes outlined above have been devised with an awareness that progress will depend on pre-app planning discussions



2 Recommendations

- 2.1 Note the completion of **JLL Final Report (Stages 2 and 2b)** of the options appraisal for Ekin Road.
- 2.2 Approve that a mixed tenure scheme be brought forward, and a planning application submitted in line with the emerging design proposals set out in this report for the redevelopment of the Ekin Road estate excluding the 14 houses to the south of the estate. The development of the proposals to include further engagement with residents of the estate.
- 2.3 Authorise the Chief Operating Officer (COO) 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.
- 2.4 Authorise the Chief Operating Officer in consultation with the Executive Councillor to approve the transfer of the land known as Ekin Road and Ekin Walk (excluding nos. 33-59 odd Ekin Road and 1 – 6 Ekin Close) and shown edged red on the attached plan in Appendix 1, to Cambridge Investment Partnership (CIP) for redevelopment. The transfer will be at a value provided by a further independent valuation.
- 2.5 Authorise the Chief Operating Officer in consultation with the Executive Councillor to approve an Affordable Housing Agreement with CIP for the purchase of 64 affordable homes. This agreement will be at a value provided by an independent valuer.
- 2.6 Approve draw down of a budget of £19,859,734 from the budget approved for the delivery of new homes, to fund the purchase of the affordable homes and associated development costs including on costs, the purchase of freehold and leasehold properties and the costs of decant for residents of the estates.
- 2.7 Approve giving 82 affected council tenants required to decant the highest priority on the Council's choice-based lettings system (Home-Link). The emergency banding status will be applied to all existing secure tenant applications from 18th June 2024.
- 2.8 Delegate authority to the Chief Operating Officer to take steps preparatory to the making of a Compulsory Purchase Order (CPO) in respect of any Leasehold and Freehold properties required in order to deliver the scheme.
Hab

- 2.9 Delegate authority to the Chief Operating Officer to make a CPO in respect of any leasehold or freehold interests that cannot be acquired by private treaty within a reasonable timescale and at a reasonable cost subject to the Chief Operating Officer being satisfied that there is a compelling case in the public interest for the use of compulsory purchase powers, and that all legal and policy requirements for the making and confirmation of a CPO have been met;
- 2.10 Delegate authority to the Chief Operating Officer
- 2.11 to serve initial Demolition Notices under the Housing Act 1985.
- 2.12 Delegate authority to the Chief Operating Officer to investigate and approve a scheme of works to improve the seven Council owned properties that will be retained.

3 Overview of process to date

3.1 Initial Appraisal by Potter Raper

3.1.1 An initial appraisal of the estate by Potter Raper in August 2020 led to the estate being identified as an area where redevelopment may serve favourable estate regeneration to tie in with the broader work considering East Barnwell in a report to HSC in September 2021. Residents were informed of this.

3.1.2 Existing Homes¹

Type	Total	Council Tenancy	Leasehold / Freehold
Flats	72	62	10
Maisonettes	8	5	3
Bungalows	10	10	0
Houses	32	21	11
TOTAL	122	98	24

3.1.3 Layout of estate

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



¹ The baseline for the appraisal is the Potter Raper report completed in 2020. 6 flats and 1 house have been purchased by the Council since the Potter Raper report was completed but the Potter Raper report represents the effective commencement of the project and the configuration of the estate at that date has been retained.

3.2 Consultation June 2022

3.2.1 A consultation event for the estate was held in June 2022. This was reported to HSC in September 2022. This showed majority support for redevelopment but significant opposition from residents in the houses. The report noted that “The challenges involved in redeveloping or refurbishing the blocks of flats only will be further explained and explored in the next stage of the consultation.”

3.2.2 To take the options appraisal process forward a Liaison Group was established on the estate to meet quarterly and BPTW (architects) drew up options that retained different configurations of the existing houses.

3.2.3 The comprehensive scheme provided for 238 homes on the estate and a substantial new central park. Options that retained some of the houses inevitably provided a lower quantum of new homes. These options were presented to the Liaison Group in March 2023.

3.3 Appointment of JLL May 2023

3.3.1 In May 2023 Jones Lang Lasalle (JLL) were appointed to carry out a full options appraisal including the option to do nothing (except continue repairs) and the option to carry out a major refurbishment. The appraisal was to be carried out in two stages. The first stage would be a high-level appraisal to reduce the number of options that would be subject to more detailed evaluation.

3.4 JLL Stage 1 Report: September 2023

3.4.1 JLL’s stage 1 report was presented to the Liaison Group and to HSC in September 2023. This reduced the number of options for detailed consideration from seven to three. The option to do nothing except ongoing maintenance was rejected as inconsistent with the Council’s objective to provide good quality homes for its tenants. Of the options that retained some of the houses the retention of houses to the south (14 houses) and the east (6 houses) was taken forward for further analysis. This was on the basis that the impact of the exclusion of these areas was lower than the impact of the areas that remained within the partial scheme.

3.4.2 JLL employed Marengo as sub-contractors – a firm specialising in consultation processes – produced a resident engagement programme to provide clarity on the steps from September 2023 to June 2024 including a second survey to take place in October 2023 (Appendix 2). This plan was also published in the September 2023 HSC report.

3.5 Second Survey: November 2023

3.5.1 Details of the outcome of the survey are to be found in the JLL report Appendix 1. This survey reinforced the view that there was majority support for redevelopment but that there was opposition from residents of the houses, some of whom wished to see the existing houses retained.

3.5.2 “Save Ekin Road” - the campaign group which had been formed primarily by residents in the houses – changed its position in December 2023 to support the redevelopment of the estate on the basis that all the existing houses are retained. It also became clear at the Liaison Group that there was significant frustration with the slow progress towards a decision on redevelopment. The Council has worked with JLL to seek to ensure that the timetable set out in the summer of 2023 is followed and this has been substantially achieved.

3.6 JLL Draft Stage 2 Report: February 2024

3.6.1 In February 2024, the Draft Stage 2 report by JLL was published. The evaluation of the three shortlisted options indicated that Option 3 (Full Redevelopment) with 100% affordable housing delivers the greatest number of homes and achieves the best result when measured against the Council’s objectives (assessed in detail through the analysis of ‘Critical Success Factors’ - CSFs. This option was the “least-worst” option as it has the lowest financial deficit (c. -£16m) when considering capital cost and capitalised rental income.

3.6.2 However, this flat led 100% affordable scheme requires the council to fund the initial cost of the development estimated at nearly £90million which exposes the council to significant financial risk. It also assumes Homes England grant which is not guaranteed.

3.6.3 However, whilst it was identified as the “least-worst” option, the Council was advised by JLL to examine the affordability and risk of this option in relation to the Housing Revenue Account (HRA) against a backdrop of build cost inflation and a higher interest rate environment.

3.6.4 In response to JLL’s advice the Council also put forward an alternative mixed tenure housing led scheme which achieved key objectives while significantly reducing the capital outlay and risk. This is an emerging scheme which offered these benefits; it:

- Secured the provision of an increased number of high-quality homes
- Provided for an increased number of three and four bedroom homes
- Although the number of affordable homes is lower it maintained the same level of habitable rooms for the council homes as the baseline
- Allowed for improvements in design quality and place-making
- Fitted with overall regeneration objectives in the East Barnwell area

- Reduced financial outlay and risk

3.7 Public Consultation March-May 2024

3.7.1 A public consultation (open to respondents beyond Ekin Road) was carried out in March – May 2024.

3.7.2 The public consultation drew in participants from further afield and recorded greater opposition including from members of the public opposed in principle to regeneration of the area. These consultations have been taken into account.

3.7.3 Summary of the consultation:

- There were 111 survey responses, 107 gave postcodes as respondents were asked to do. 62% of respondents gave postcodes for the Ekin Road estate, the others lived out of the estate including 16% which lived more than 3 miles from the area.
- 76% of all respondents agree that proposal should focus on building lower, prioritising delivering more family homes
- 44% of the Ekin Road respondents agree with the emerging designs for full redevelopment compared to 33% of all respondents.
- When asked about what respondents liked about the proposals, the top 5 comments received include demolish the flats, support full redevelopment, improved living standards, more family homes and good housing mix.
- When asked what respondents would change about the proposals, the top 5 comments received include keep the houses, object in principle, more parking, concern about tenant relocation, more play areas.

3.7.4 In the light of the revised scheme, the case for excluding any or all of the four groups of houses was considered. BPTW were asked to assess the design impact of exclusion of each of the four groups of houses.

3.7.5 BPTW advised that the option proposes to retain the south houses only as BPTW indicates from both “traditional” urban and architectural design perspectives, the south houses and the urban block can be integrated within the overall arrangements of the new emerging layout to form a cohesive, successful urban design that complements the wider new, contemporary architectural language proposed.

- 3.7.6 The redevelopment of the east, north and central houses is considered required for the following reasons:
- 3.7.6.1 Redevelopment of the north houses allows for new plot boundaries and frontages which enable the primary east west street to move northwards by approximately 10 metres which creates more space for the central urban blocks. This allows for approximately three homes per urban block (i.e 15-18 homes increase across the site). Therefore, retention of the four north houses would restrict reorganisation and improvement to the urban block.
 - 3.7.6.2 The eight central houses would restrict the reorganisation and improvement to the rest of the urban block should the north houses be removed, and the primary east west street move northwards. It would result in deep front gardens and a misalignment to the surrounding new houses adjacent to them as they would be designed to a more efficient and tighter arrangement. Additionally, there would be restrictions in the creation of a focal point building to act as a wayfinding point and the provision of a key public amenity should the central houses be retained.
 - 3.7.6.3 With the adjacent apartment block demolished, should the six east houses be retained, especially given the irregular plot boundary to house number 23 and angle of the site boundary, there is a very limited opportunity to propose an efficient arrangement of homes in place of the flat block. The eastern area also presents an opportunity to better connect the passageways to the southeast of the site to Ekin Close and re-provide the quantum of open space.
- 3.7.7 The results of this consultation fed into **JLLs Final Report (Stages 2 and 2b)** which informs this report to HSC and the recommendation to the Executive Councillor. The recommendation is to proceed with a mixed tenure scheme which excludes the 14 houses to the south of the estate (Option 4). The scheme will require further pre-application discussions with the planning authority and there will be further engagement with residents.
- 3.7.8 The council has undertaken a review of the financial exposure of mixed tenure and 100% affordable options for Option 4 and has concluded that the mixed tenure option as proposed offers the lowest financial risk in terms of upfront capital costs.
- 3.7.9 The proposed scheme results in a deficit of -£16,314,102. This compares to the base case scenario of refurbishing the existing properties which resulted in a deficit of -£21,365,171 This scheme results in a £5,051,069 improvement in comparison to the base case.

4 The Case for Intervention

4.1 The JLL Final Report has reviewed the concerns that caused the Council to consider intervention. This is set out at para. 3.4 of the JLL Final Report.

4.2 Maintenance Concerns

4.2.1 Several investigations have been carried out to determine the condition of the buildings on the estate.

4.2.2 Potter Raper Options Appraisal Report

4.2.2.1 The Potter Raper report identified areas of concern with the flat blocks. The flats are Easiform Type 2 construction, typically defined as non-traditional construction. JLL note that Easiform Type 2 construction has not been designated 'defective' under the Housing Defects Act 1984 (Part XVI Housing Act 1985) but these structures can have the common inherent defect of all Pre-Cast Reinforced (PRC) structures whereby the carbonation of concrete may cause structural issues that could impact the health and safety of flat residents.

4.2.2.2 Some structural movement was also noted alongside a range of other concerns. Some of the urgent safety issues – such as balustrade heights – have been addressed.

4.2.2.3 The initial investigations concluded 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. The Potter Raper report noted the flats would require considerable investment to ensure a life span similar to those of the houses.

4.2.3 JLL Ekin Road Estate Refurbishment Feasibility Assessment

4.2.3.1 In October 2023, JLL Building Consultancy were engaged to carry out further investigations to establish the current standard and expected life expectancy of each building typology by inspecting and reporting on the condition of the traditional construction building archetypes. Inspections were conducted in one property from each of the four archetypes on the estate.

4.2.3.2 The report concluded the houses, bungalows, and maisonettes are of traditional construction with most likely strip foundations, uninsulated concrete ground floor slab, cavity walls and cut timber roofs. Windows and doors have been replaced in the past although these are now at the end of their economic life and repairs will likely increase over the coming years if not replaced. The roof tiles on the house and bungalow inspected have been replaced, although this is not typical of those archetypes. Internally, the house and bungalow are in fair condition and kitchens have been renewed since construction. The Ekin Walk flats are of later construction than the houses and bungalows and have some storey height window frames, and tiled pitched roofs. Windows and doors have been replaced since construction and again these are at the end of their economic life.

4.2.3.3 During the resident engagement and the survey many residents have stated that they are experiencing issues in their current living conditions which is impacting upon their health and wellbeing.

4.2.4 Curtins Ekin Road Estate Structural Survey

4.2.4.1 Curtins Consulting were engaged to carry out structural investigations of the non-traditional flats on Ekin Road through a high-level, non-intrusive survey. The Curtins report (Appendix AH of the JLL Report, Appendix 1) acknowledged that in 2019, Millward Integrated Engineering Consultants carried out a visual inspection to assess the condition of the six blocks and identified cracked concrete on external walls and balconies. Intrusive tests were also conducted to check for the depth of concrete cover to reinforcement and carbonation depths. The tests concluded the depth of carbonation was found to be greater than the cover to reinforcement in the majority of the test locations, indicating a high risk of corrosion due to carbonation. For the chloride content tests, the balcony edge beams in two blocks showed a moderate risk of chloride induced corrosion while the rest of the blocks showed low risk of chloride induced corrosion.

4.2.4.2 There were widespread repairs carried out to all six flat blocks to address cracks caused by the corrosion of the steel reinforcement. The repairs done in 2019 appear to have generally been carried out successfully to a high standard, but similar problems have occurred in the intervening five years. Curtins observed new defects during their inspections including:

- The presence of diagonal cracking in the render beneath windows / window boxes at all levels across the six buildings. In some locations there has been deterioration to window surrounds, with spalling of concrete and exposed reinforcement visible. There is section loss and corrosion to the underside of the external store roof slabs, along with cracks in the masonry wall of the main building which supports these roof slabs.
- Common reports of water ingress, damp, and cosmetic cracks in plaster finishes. Water ingress around windows is one of the routes by which water is entering the concrete walls and causing the steel reinforcement to

corrode. No damage to the primary structural frame of the building was observed.

4.2.4.3 Based on these findings, it was concluded the embedded steel reinforcement is no longer adequately protected from corrosion. This is in part due to the age of the building, as carbonation of the concrete is well advanced which removes protective alkaline zone around the steel. While this alone does not cause corrosion, the scale of issues in both 2019 and the present day indicates widespread water ingress in the concrete frame. The rate of corrosion is unpredictable, and it might take several years for it to cause cracking.

4.2.4.4 The buildings are also not suitable for installing external wall insulation. Installing external wall insulation to the buildings would mean that the outer leaf of the concrete construction is permanently enclosed so future defects would not be visible nor accessible. Given there is a high degree of certainty that there is ongoing corrosion throughout each block, which can lead to further cracking and, if left unattended, spalling, and potential instability, it is not practicable to install external wall insulation.

4.2.4.5 Key points from the maintenance assessment:

- The traditional construction properties have been kept in fair order with improvements carried out on a cyclical basis.
- Improvements can be done to improve aesthetic, bring all homes to a good standard of repair, and improve energy efficiency. This should extend the life expectancy of those buildings in the longer term.
- The non-traditional construction flats are at the end of their useful life. In terms of long-term planning, Curtins concluded demolition is the most appropriate solution for redevelopment of the estate.
- In the short term, if the buildings are to be kept in operation for a lengthy period, another programme of repair works should be considered. Investment would be needed to improve the standard of the flat blocks.

4.3 Fire Safety Concerns

4.3.1 Cambridge City Council carried out Fire Risk Assessments in 2022². There are a total of five risk levels ranging from Trivial Risk to Intolerable Risk. The assessment rated the buildings at the level of Tolerable Risk which ranks number two on the scale. Tolerable Risk is defined as requiring no major additional fire precautions. However, there might be a need for reasonably practicable improvements that involve minor or limited cost.

² Cambridge City Council Housing Services, Regulatory Reform (Fire Safety) Order 2005 Fire Risk Assessment (November/December 2022)

4.3.2 There are also issues with the compliance with current safety standards in particular of Building Regulations Part B Emergency Egress. Whilst there is no requirement to bring the building up to current building regulations, these findings demonstrate where the buildings fall short of current standards.

4.4 Health and Wellbeing Concerns

4.4.1 There are several health and wellbeing concerns on the estate caused by the living conditions, the anti-social behaviour and the uncertainty relating to the estate's future including:

4.4.2 Condition of accommodation

4.4.2.1 During the ongoing resident engagement and in the second survey, many residents have voiced their concerns surrounding the severity of the issue of damp, mould, and condensation in their homes. Many are worried about the impact this will have upon both their and their children's health. 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. As of January 2024, the Damp, Mould, Condensation (DMC) team have reported 18 reports of condensation related mould in different properties on the estate since 9th December 2022³.

4.4.3 External areas

4.4.3.1 Around the current estate, there are poor amenities for residents to use and enjoy with only small areas of grass in the centre of the estate that is surrounded by parking and adjacent to Wadloes Road. The flats only have small balconies. Residents have indicated in both the second survey and public consultation that they would like to see more green space to provide areas for their children to play.

4.4.3.2 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. There are opportunities presented from redevelopment of the estate to make improvements in these areas. (As noted below there are a number of existing trees in various conditions on the estate and the Green Corridor running along the west side of the estate is also important.

4.4.4 Anti-social behaviour

³ Cambridge City Council DMC Team Report

4.4.4.1 The current layout of the estate means there are a number of alleyways and circulation routes with low visibility on the estate. This does not meet Secured by Design Gold Standard that would be applied to a new development and therefore indicates there is room for improvement. There is also poor legibility for a pedestrian on the estate because of the number of dead ends and poor visibility in alleyways due to the lack of lighting. This is a security concern as these areas can be prone to anti-social behaviour which directly impacts the safety and enjoyment of the residents and their visitors. Some residents have communicated feeling unsafe on the estate with instances of anti-social behaviour in these areas being noted by residents and the Council. In the second survey, drug dealing was noted as a significant problem on the estate, particularly in these low visibility areas such as the garages.

4.4.5 Uncertainty around the future of the estate

4.4.5.1 Some residents have communicated feeling uncertain and concerned about the future of the Ekin Road Estate. Responses from the second survey shows that the mental health of some residents is being impacted by the decision process. There is uncertainty and stress around the redevelopment options, the prospect of moving and the potential loss of community.

4.4.5.2 The local GP surgery has felt the impacts of the deprivation and health and wellbeing issues in the local area which includes the Ekin Road Estate. The area in which the Ekin Road Estate is located has an IMD of 40.29⁴. IMD also known as the Indices of Multiple Deprivation is the official measure of relative deprivation for small areas in England based on the number of domains. This shows there is a high level of deprivation in the area. As a result of the deprivation levels, Ditton Walk Surgery have had to look to increase their financial investment per patient to handle the increase in residents' issues.

4.4.5.3 Four additional consulting rooms have also been created for additional staff to work from and increase patient access. A report on poor housing by BRE concluded improvements in the home to make it healthy and safe has long-term benefits for residents and society including health and wellbeing benefits and a reduction in direct care⁵. Based on this, it could be assumed improvements on the Ekin Road Estate could improve the health and wellbeing of local residents and therefore decrease the number of residents visiting the GP surgery.

⁴ Cambridgeshire and Peterborough ICS

⁵ BRE, The Cost of Poor Housing in England 2021

4.5 Sustainability Concerns

- 4.5.1 The current buildings were developed in the 1950s-1970s and are not aligned with the Council's vision of being a net zero carbon council by 2030 and delivering sustainable housing solutions. A review of the EPC ratings of the current units was conducted by Potter Raper and concluded an EPC rating of B and C for the existing flats, houses, and bungalows. B and C was noted as a good score for this type of property.
- 4.5.2 Cambridge City Council have proposed to potentially improve EPC ratings of existing properties to Band B⁶. The continuing presence of properties below this standard is impacting the operating carbon of the buildings and the energy costs that are being incurred by the residents. 41 residents selected improving sustainability as the top priority for the Ekin Road Estate in the second survey with many listing specific sustainability improvements such as insulation. Many are also experiencing problems relating to temperature control, mould, damp, and condensation.

4.6 Accessibility

- 4.6.1 The maisonettes and flat blocks are not currently accessible to meet the needs of occupants with differing needs including some older or disabled people. Currently, the flats are only accessible by communal staircases and there is no lift option.
- 4.6.2 The current layout of the estate is limits legibility and wayfinding within the estate making accessibility for both residents and their visitors poor. Additionally, existing paths and hardstanding to the communal entrances and garden areas throughout the estate are uneven, containing potential trip hazards.
- 4.7 Stage 1 of the JLL report included the option 'Do Nothing'. This was defined as "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)."

This option was considered unviable as it is not feasible to maintain the estate in its current condition due to the ongoing issues with stock not meeting modern standards, particularly in relation to condition and sustainability. The maintenance costs on these units are also increasing and many flat blocks are nearing end of life meaning significant improvements were required. This option was discounted as it was unable to facilitate these improvements.

⁶ Cambridge City Council Climate Change Strategy Action Plan 2021-2026

5 Jones Lang Lasalle Report

- 5.1 Jones Lang LaSalle (JLL) were instructed to undertake an options appraisal in two stages.
- 5.2 The council's policy objectives were captured through a series of Critical Success Factors (CSFs). These were then assigned a RAG rating Green (Good), Amber (Acceptable) or Red (Unacceptable). The CSFs identified were:

#	Critical Success Factors	Evaluation Methodology
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.
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.
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.
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.
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.
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.
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.

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.
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.
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.
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.

5.3 The CSFs were discussed in the Liaison Group in July 2023 and were amended to include CSF 11 as a result. The CSFs remained unchanged through Stages 1, 2 and 2b.

5.4 **Stage 1** published in September 2023 was an evaluation of seven options by assessing each from a high-level strategic, economic and financial perspective. This included assessment against the CSFs. Three options were selected for full appraisal

5.5 Options taken forward for Stage 2 assessment:

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

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

5.5.3 Option 7 – Full Redevelopment

- 5.6 A Draft Stage 2 Report was published in March 2024 along with a Council response. An alternate option was developed and the emerging designs were assessed in the same way as the earlier options in the **Final Report (Stage 2 and Stage 2b)**. The design selected for evaluation excluded the 14 semi-detached houses to the south of the estate – Option 4. 7 of these are owned by the Council and seven are privately owned. The assumption within the JLL report is that the seven Council owned homes will be refurbished in the way set out in that option but that the privately owned homes will not be renovated by the Council.
- 5.7 As noted above the opposition to demolition of the houses and the costs and risks associated with the alternative schemes were considered. The reasoning for the inclusion of the 18 existing houses that are to be demolished and redeveloped as part of the scheme are set out in a design note from BPTW. This is summarised in the JLL report as follows:
- 5.7.1 Redevelopment of the north houses allows for new plot boundaries and frontages which enable the primary east west street to move northwards by approximately 10 metres which creates more space for the central urban blocks. This allows for approximately three homes per urban block (i.e 15-18 homes increase across the site). Therefore, retention of the four north houses would restrict reorganisation and improvement to the urban block.
- 5.7.2 The eight central houses would restrict the reorganisation and improvement to the rest of the urban block should the north houses be removed, and the primary east west street move northwards. It would result in deep front gardens and a misalignment to the surrounding new houses adjacent to them as they would be designed to a more efficient and tighter arrangement. Additionally, there would be restrictions in the creation of a focal point building to act as a wayfinding point and the provision of a key public amenity should the central houses be retained.
- 5.7.3 With the adjacent apartment block demolished, should the six east houses be retained, especially given the irregular plot boundary to house number 23 and angle of the site boundary, there is a very limited opportunity to propose an efficient arrangement of homes in place of the flat block. The eastern area also presents an opportunity to better connect the passageways to the southeast of the site to Ekin Close and re-provide the quantum of open space.



5.8 The HM Treasury Green Book Approach was used by JLL to appraise the options by assessing the costs, benefits and risks in a five-case model

- The Strategic Case
- The Economic Case
- The Commercial Case
- The Financial Case
- The Management Case

5.9 For details of how these assessment methodologies were applied to different options please refer to the JLL report. This report highlights some of the key points and conclusions particularly in relation to the emerging design 'the house-led' option).

5.10 The Strategic Case

5.10.1 As noted above, the Strategic Case confirmed there is a case for change to meet the Council's strategic objectives which remains unchanged. The Ekin Road Estate in its current form and layout requires improvement. There are general issues in relation to the buildings' standards, health, and wellbeing as well as anti-social behaviour and accessibility across the estate.

5.10.2 The broader strategic objectives of the Council are not being met with the estate in its current form. This highlights the need for issues to be properly addressed through the transformation of the Ekin Road Estate that provides new homes, better land use and improved placemaking while resolving issues regarding housing condition and quality. It is important that the preferred option ensures the estate is fit for purpose in the long term and fulfils the needs of the residents and the Council.

5.10.3 This strategic case for change points to the need for the whole of the estate to be considered. The form of development proposed has an impact on the way in which the strategic objectives are met. In particular JLL draw attention to:

- The estate is a mix of one, two and three storey buildings 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 estate.
- There are a number of existing trees in various conditions on the estate. There are no Category A trees but there are 12 Category B trees and 37 Category C trees. Consideration is needed for the existing trees on the estate when assessing the options.
- The Green Corridor running along the west side of the estate must also be retained.
- The need to provide affordable housing and the requirement to provide 40% affordable housing at least on a development of this size
- Affordability more generally – JLL say the average house price in Cambridge is £565,016 which is significantly above the national average of £284,950. The area with a 1-mile radius of the estate is below the Cambridge average at £455,723, but this is still above the national average. In terms of the rental market, the growing gap between supply and demand is resulting in rents increasing.
- Building costs are forecasted to rise by just over 3% in the year to Q4 2024, while tender prices are expected to increase by just over 2% in the same period (BCIS).

- Viability and financing –This is a complex judgement involving financial appraisal of alternative proposals, the availability of external funding and an overall assessment of the Council’s financial position.

5.10.4 The Strategic Case points to the need for redevelopment. These factors will influence the form of that redevelopment including whether it is necessary to demolish the whole of the estate or whether there is some role for retention and refurbishment while addressing the key concerns and meeting the Council’s strategic objectives.

5.11 The Economic Case: Critical Success Factors

5.12 The Critical Success Factor evaluation of the house-led option was as follows:

#	Critical success factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	This option increases the number of units across the estate (including new and retained) to 145 of which 131 of these are new units. The increase in units also reflects a change in habitable affordable rooms from 272 to 274 rooms. However, the number of affordable units decreases from 91 to 71 (including new and retained). Therefore, there is an ability to accommodate fewer but larger households. The blended tenure of the scheme includes 50% of the estate will be affordable housing units.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	The Council has specified that there is a shortage of 3 and 4 bed family affordable housing homes in Cambridge. This option addresses this requirement by increasing the number of 3 and 4 bed units on the estate whilst still providing diversity by provisioning some flats and maisonettes. More widely, the local area surrounding Ekin Road generally comprises houses but the 100+ unit 100% affordable flat scheme almost adjacent to the estate can complement the proposed housing mix in Option 4 and therefore contributes to diversity.
3	The buildings should achieve a high standard of design and quality of new homes and communities	This option should deliver new homes that will be built to modern home standards aligned to Cambridge City Council’s Sustainability Housing Design Guidelines.
4	The buildings should improve housing conditions	This option should improve the housing condition in the majority of the homes on the estate which are currently (primarily flats, maisonettes and bungalows) that do not align with the required Cambridge standard.
5	Working with key partners to innovate and maximise available resources	This option may provide opportunities for innovation within the current building and

#	Critical success factor	Options Response
		<p>planning requirements. In terms of existing infrastructure and attributes, a small number of trees may be removed however all category B trees are likely to remain, providing a mature tree filled landscape to be utilised by placing homes within. New trees will also be planted alongside the mature trees.</p> <p>However, due to the current design of the scheme, the road will need to be altered which limited the ability to maximise the existing resources on the estate. Additionally, due to the type of materials, complexity and cost it is unlikely that many building resources will be reused in the new development.</p>
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 new homes will be built to a standard that aligns with the Cambridge Sustainability Housing Design Guide and the Council's low carbon ambitions. It is assumed retained council homes will also be refurbished in alignment with the Design Guide. This should support improving the energy efficiency of units which in turn could lower residents' energy bills.
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	General maintenance of the new builds will be required but it is likely to be lower than the current buildings on the estate. The buildings and equipment will also be subject to warranties which should reduce replacement and repair costs in the short to medium term. However, the specialised sustainability equipment may require higher maintenance costs and the retained units will likely require more costly and frequent maintenance.
8	The buildings should provide a safe and secure environment for all residents and visitors	Safety around the estate may be improved as the orientation of the new houses should provide a greater natural surveillance and create a more welcoming entrance to the site by having the new houses directly overlooking the site entrance. The option also proposes new homes orientated north south which faces onto Ekin Close to provide increased natural surveillance and activity while bringing the houses of Ekin Close into the neighbourhood. Areas prone to anti-social behaviour, such as the alleyways and central garage area would be removed, and secure boundary treatment and block access (for the flats) should provide additional security.
9	The building should be bought up to standard in terms of fire safety compliance	All buildings on the estate will be improved in alignment with the latest fire safety regulations.
10	The buildings should provide improved resident amenities and wider community benefits	By redeveloping the majority of the estate, there is some improvement to the open spaces on the estate for residents to enjoy. There will be a new green link as well as a new pocket park to the southeast of the estate. The green space to the northeast will also be retained. <p>While the overall increase in the amount of green space and number of trees is low, the</p>

#	Critical success factor	Options Response
		flow of circulation routes and the new spaces will be useable outdoor space for residents to enjoy which should make the estate feel more connected and foster a community feel.
11	Improve the health and wellbeing of residents	This option requires the decanting of residents which may negatively impact current residents' health and wellbeing due to the associated stress and uncertainty from moving. As well as moving out of their current home, some residents may potentially lose their sense of community and support networks. To minimise these potential associated impacts, the Council has a comprehensive decanting process to support tenants in finding their new home. Current homeowners will also be supported throughout the process. Although this option is likely to have a significant short-term impact on current residents, it is expected to create future long-term improvements across the whole estate. As a result, returning and new residents' health and wellbeing is ultimately likely to benefit in the long-term from the improved living conditions including improved accessibility, outdoor space, and safety.

5.13 The JLL report concluded: “Based on the critical success factor evaluation, Option 4 (house-led) can transform the estate, providing improvements in a range of CSFs whilst still retaining the south houses. There is an overall improvement in the condition, quality and design of units on the estate with the majority of units being redeveloped in alignment with modern home standards and the retained council houses being refurbished . Some additional green space can be provided including a green link, pocket park and additional trees due to the ability to reconfigure the layout of the estate. This will help the estate feel more connected and foster a community feel. Whilst this option is not producing the same number of additional units as option 3, it still positively impacts the quantum of units and increases the number of habitable rooms on the estate by providing 3 and 4 bed family units urgently required by the Council. From a “traditional” urban design perspective, the south houses can also be integrated within the overall arrangements of the new layout to form a cohesive, successful urban design.”.

5.14 Carbon Impact Assessment

5.14.1 The strategic analysis included consideration of the carbon impact. Details are to be found in the JLL report. The overall Carbon Impact Assessment is as follows: “The balance of highly efficient homes will have a positive effect due to increasing the number of carbon-efficient housing units within the Council. Refurbishing or redeveloping houses will have a very positive operational carbon impact due to the roof area available to install PVs. New Flats will provide a high number of energy efficient housing units but will not be able to achieve the same energy efficiency as Houses due to the limited rooftop area available to install PVs. As such, Option 4 can utilise the increased roof area available to install PVs and achieve higher operational efficiency. Overall, Option 4 produces the best operational carbon performance and carbon per sqm but compromises on the embodied carbon, resulting in a higher footprint per unit than the baseline (refurbishment). This is because Option 4 has more larger units, significantly increasing the residential floor area provided.”

5.15 Benefit-Cost Ratio (BCR)

5.15.1 The Benefit-Cost Ratio (BCR) analysis found that the House-led option is not able to deliver a favourable BCR result over a 10-year period for both all economy and the public purse. However, over a 30-year period, Option 4 delivers a favourable BCR result for all economy as it has a BCR of 1.66, effectively delivering £1.66 in value for every £1 spent.

5.15.2 The public purse has a BCR of 0.70. JLL comment: “Ultimately, this reflects that Option 4 should be considered an investment by the Council into the broader community as it prioritises broader benefits over its own return.”

5.16 Overall conclusion to Economic Case

5.16.1 Stage 2 concluded “Option 3 (Full Redevelopment) provides the greatest opportunity to achieve a positive transformation of the estate, aligning with strategic objectives while delivering long-term benefits for residents.”

5.16.2 Having gone on to consider the alternate emerging design JLL concluded: Overall, the economic evaluation in the Final Report concludes Option 4 (house-led) can still deliver on the strategic objectives, while retaining the south houses and balancing the needs of the residents and local community. This option reduces the number of people decanted, thus minimising the immediate impact on residents. Furthermore, a suitable level of benefits can be produced. When compared to the current state, Option 4 can deliver an estate transformation that achieve the Council’s strategic objectives and enhances the quality of life in the estate.

5.17 The Commercial Case

5.17.1 In Stage 2 the assumed commercial delivery routes were as follows:

- Option 1: Refurbishment – Cambridge City Council self-delivers via contractors
- Option 2: Partial Redevelopment – a blended mix of using a developer for the redevelopment and contractors for the refurbishment work
- Option 3: Full Redevelopment – A JV partnership

5.17.2 For the Final Report, it was assumed the commercial delivery model for Option 4 (house-led) is a blend of a developer for the redevelopment elements alongside contractors for the refurbishment work.

5.17.3 JLL concluded “All of the delivery options would provide the Council with an acceptable level of control over delivery and timings whilst ensuring the Council’s vision and Critical Success Factors are suitably met. By maintaining satisfactory control and leveraging resources and expertise, delivery can be executed effectively to result in a successful transformation of the estate.”

5.18 On this basis in the original appraisal the all-affordable comprehensive redevelopment represented the least-worst option at a deficit of £16,063,546 when considering capital cost and capitalised rental income. This compared with a base case option for a full refurbishment of the estate of minus £21,365,171. The total capital commitment of the all-affordable option for the Council of 236 units would have been £86,648,547. The forecast return relied on receipt of grant of £20,230,000 from Homes England.

5.18.1 Considering the financial risks of the ‘least worst’ option, the council consulted on an alternate mixed tenure housing led scheme (Option 4). With further planning, consultant and consultation feedback a final design was reviewed by JLL in the Final Report.

5.18.2 For Option 4, the deficit is very similar to the ‘least-worst’ 100% affordable option at circa minus £16m. It remains therefore better than the base case by circa £5m. The capital outlay by the Council will be focussed on the decant costs to secure vacant possession of the site and the purchase of the 64 new affordable units. This will total c £19m. Other costs and risks will be shared through the JV partnership and risks on construction costs will potentially be offset by market sales. The cost per unit is higher at £241,127 but these are larger family homes.

5.19 The Management Case

5.19.1 The Management Case reviewed decant, phasing, delivery, programme and risks.

5.19.2 The JLL report details assumptions about decant phasing and programme for the appraisal. There is particular concern among residents regarding decant and this is considered separately in this report. Otherwise as the JLL report notes “Through effective planning, project management, contract management and risk mitigation, the Council aims to ensure the chosen option is implemented in a timely and efficient manner in line with best practices to deliver a positive outcome for residents and the Council.”

6 Consultation

6.1 The Consultation has taken the form of

- Quarterly Liaison Group meetings to which all residents have been invited. All 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.
- Confidential appointments have taken place with council officers throughout the process to discuss personal circumstances.
- Shaping Abbey event held at The Christ the Redeemer Church on 13th March 2024.
- Information made available at the Abbey People Big Lunch community event on 9th June 2024.
- Ongoing liaison with resident groups including ‘Save Ekin Road’ and ‘Redevelop Ekin Road’.

6.2 There have been three surveys of residents at Ekin Road

6.2.1 June-Sept 2022 First Survey

6.2.2 112 people attended in person, there were 11 webinar attendees, 2,771 website views and 63 survey responses.

6.2.3 Key findings from the first survey consultation provided insight into the current state of the Ekin Road Estate⁷. Summary findings included:

- 46.2% of respondents believing their current home meets their requirements, 30.8% responding their homes do not meet their requirements and 23.1% saying they were ‘unsure’.

⁷ Ekin Road Resident Questionnaire Final Report (14th September 2022)

- 35.8% of respondents wanting new public spaces and other improvements including improved security (22.0%), improved connectivity (6.6%) and other (35.8%) such as better insulation, improve accessibility and reduced anti-social behaviour.
- Residents liking: the lack of traffic on the Estate; the GP surgery; and connectivity.
- Residents disliking: the security; parking; accessibility; damp/ mould; and energy inefficiency in the buildings.

6.2.4 In response to questions about the possibility of redevelopment

- Out of the 63 survey responses, 58.1% strongly agreed Ekin Road needs redevelopment, 19.4% 'agreed', and 6.5% responded 'strongly disagree' and 4.8% said 'disagree'. 4.8% and 6.5% of residents who responded to the survey said 'neutral' or 'unsure' respectively.
- 33.9% of respondents said they would return to the Estate after redevelopment.

6.3 October-November 2023 Second Survey

6.3.1 Completed surveys were returned from 63 households on the estate, representing a response rate of 52% of total households. Out of the total number of units per tenure, the response rates were 56% of Council tenants, 60% of leaseholders and 70% of freeholders.

- Many residents experiencing issues relating to the condition of their homes;
- Some residents having accessibility and overcrowding problems;
- Differing personal experiences living on the estate, with some enjoying living there while others have experienced instances of conflict with neighbours and anti-social behaviour; and
- A minority of residents have family/support networks in the area.

6.3.2 JLL comment: Based on these findings, it is clear many residents, particularly those in the flat blocks, are unhappy with their current living conditions. Many residents (42 respondents) are experiencing issues with mould, damp, condensation as well as accessibility issues (17 respondents) and overcrowding. 43 respondents communicated discontent in regard to personal safety with issues of anti-social behaviour occurring on the estate while 22 expressed there's a lack of available open spaces. This suggests the buildings may not be fit for purpose and therefore increasing in the quality of council accommodation was the second most important priority for residents.

6.3.3 In relation to the future of the Ekin Road Estate, the majority of residents believe there is a need to prioritise increasing the quality of Council accommodation, improving sustainability to assist in decreasing energy bills and reducing crime.

- *57% of responding households to the survey expressed support for a redevelopment of the estate, with some in opposition (41%).*
- *49% of responding households voiced a preference for a full redevelopment, while 24% preferred partial redevelopment.*
- *27% responded with no preference. However, from further analysis of the results, it must be noted the strong support for redevelopment is primarily from the responding leaseholders (83%) and Council tenants (62%). Among the responding freehold houses there is a high level of opposition to redevelopment (72%). This group of residents want to preserve their homes and community.*

6.4 Consultation on a full redevelopment, house-led design March-May 2024

6.4.1 This consultation was also open to the wider public. This coincided with the Local Election campaign period which attracted interest from beyond Cambridge. There was some opposition to redevelopment and regeneration within Barnwell generally. These repeat a standard formulation of "objection in principle" comments in multiple survey responses. These comments represent a small sample of the population beyond Ekin Road and do not accord with earlier surveys for the Framework for Change or the surveys for the East Barnwell proposals.

6.4.2 The survey received 111 responses, of which 62% were from Ekin Road/Ekin Walk residents.

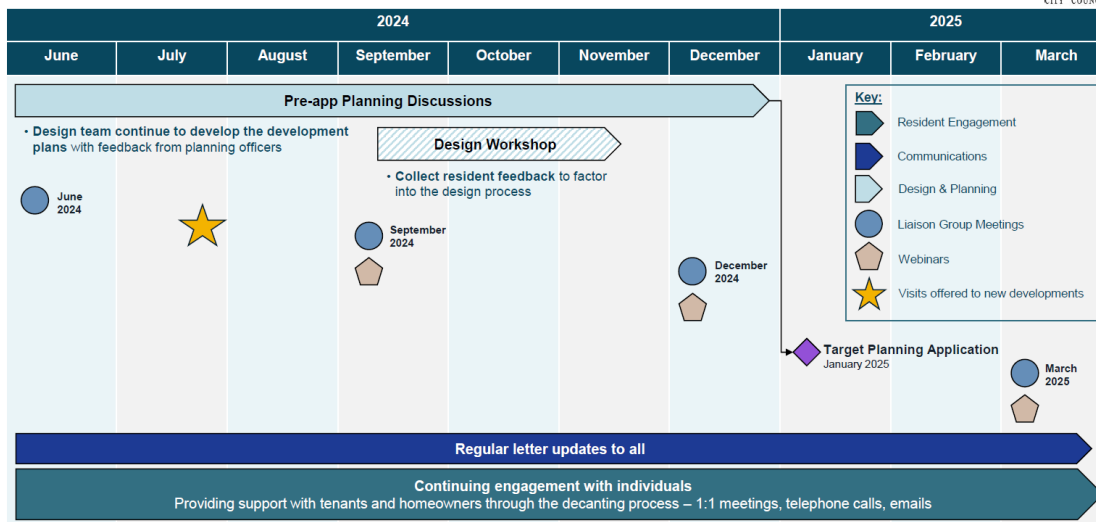
- 76% of all respondents supported building lower, prioritising delivering more family homes and 15% of Ekin Road residents indicated a priority for maximising density.
- 29 (44%) of respondents from the Ekin Road estate supported the emerging proposals, 25 (38%) opposed them, 9 (14%) neutral, and 3 (4%) not answering the question.

- When asked ‘what would you change about the proposals to redevelop Ekin Road’, a desire to retain the houses on the estate was expressed by 47 (42%) of all respondents.

6.5 The design is an emerging design at this stage. Engagement with residents affected by the proposals will continue and there will be further consultations with the Local Planning Authority prior to submission of a planning application. The LPA will then carry out its own consultation exercise.

6.6 The plan below highlights the resident engagement plan:

Resident Engagement Strategy



1 | © 2023 Jones Lang LaSalle IP, Inc. All rights reserved. *The timeframes outlined above have been devised with an awareness that progress will depend on pre-app planning discussions JLL

7 Decant

7.1 There are currently 94 households (82 council tenants, 9 leaseholders and 3 freeholders) that will require decant. The tenure breakdown is set out below and also includes properties currently let as temporary accommodation and those that are void.

Property Type	Tenancy	Numbers
Bungalows	Introductory tenancy	1
	Secure tenancy	8
	Temporary accommodation	1
Maisonettes	Introductory tenancy	1
	Secure tenancy	4
	Temporary accommodation	1
	Leasehold	1
	Void	1

Property Type	Tenancy	Numbers
Flats	Introductory tenancy	10
	Secure tenancy	46
	Temporary accommodation	7
	Leasehold	8
	Void	1
Houses	Secure tenancy	12
	Temporary accommodation	3
	Freehold	3

7.2 Tenant Decant

- 7.2.1 The decant programme will allow sufficient time to ensure that all tenants can move to an eligible property of their choosing. This will include existing council stock and forthcoming new build developments.
- 7.2.2 Tenants have a right to return. It is proposed to arrange visits for tenants to view Council properties which have been developed in recent years.
- 7.2.3 Tenants required to decant are given highest priority on the Council's choice-based lettings system (Home-Link). The emergency banding status will be applied to all existing secure tenant applications from 18th June 2024.
- 7.2.4 Tenants not registered on Home-Link will be advised how to make an application and support will be provided where required. One form of identification must be submitted with the application and processing will be undertaken on a fast-track basis within an approximate three-week timescale.
- 7.2.5 Bedroom eligibility will be assessed at point of application and will be in accordance with the Council's Lettings Policy.
- 7.2.6 Introductory tenants will have emergency banding status applied one year after their tenancy start date.
- 7.2.7 Shortlisting of applicants that have placed bids on properties will be undertaken in the following order: -
1. Earliest redevelopment 'start on site' date (should tenants decanting from more than one estate place a bid)
 2. Home-Link application priority date

7.2.8 Special consideration will be given to applicants where there is damp, condensation and mould (DCM) in the property that has been inspected by the council. Priority for shortlisting of council properties will be allocated based on severity of the DCM and the age and vulnerability of household members. These cases may supersede the two priority categories listed above.

7.2.9 Tenants will receive £8,100 home-loss payment once they have moved, less any housing-related debts. An initial £1,250 payment will be made to cover moving expenses. These amounts will be guided by updates in legislation.

7.2.10 There are currently 28 secure tenant households on the Ekin estate that are already registered on Home-Link. The majority of these are placed within bands B and D.

7.2.11 See table below for the households in the Abbey ward with band A allocation (this includes two non-homeless households from the Ekin estate). Most of these have been placed on the register in the last 1-2 years and are seeking moves to three bedroom parlour / four bedroom properties and above or require a move out of area.

Time on register	2-bed need	3/4 bed need	5-bed need	Requires move out of area
1 year	1	3	1	1
2 years			2	2
3 years		1		1
4 years +	2			

7.3 Supply

7.3.1 The council has advertised 261 properties across Cambridge in the previous six months, with an average of around ten properties listed per week.

7.3.2 The following new build developments are scheduled for handover from July 2024 onwards: -

Development	Affordable Homes	Scheduled Handover
Colville Road Phase 3	7 x 1B2P Flats	July 2024
	2 x 2B3P Flats	
	8 x 2B4P Flats	

Development	Affordable Homes	Scheduled Handover
	1 x 2B4P House	
	2 x 3B5P Houses	
Colville Road Phase 3	3 x 1B2P Flats	August 2024
	1 x 2B4P Flat	
Colville Road Phase 2	4 x 2B4P Houses	August 2024
Colville Road Phase 3	8 x 1B2P Flats	October 2024
	2 x 2B3P Flats	
	9 x 2B4P Flats	
The Meadows Block A	12 x 1B2P Flats	October 2024
	1 x 1B2P Flat (WC)	
	12 x 2B4P	
	1 x 2B3P	
The Meadows Block B	14 x 2B4P Flats	October 2024
	1 x 2B3P (WC)	
Buchan Block E	8 x 1B2P Flats	October 2024
	4 x 2B4P Flats	
	1 x 2B3P Flat (WC)	
Buchan Block F	9 x 1B2P Flats	October 2024
	6 x 2B4P Flats	
Aragon Close	7 x 2B4P	December 2024
Sackville Close	7 x 2B4P	December 2024
Aylesborough Phase 2	34 x 1B2P Flats	October 2025
	3 x 1B2P Flats (WC)	
	4 x 2B3P Flats	
	25 x 2B4P Flats	
	4 x 3B5P Flats	
Paget Road	4 x 3B5P Houses	October 2025
East Barnwell	16 x 1B2P Flats	December 2026
	2 x 2B3P Flats (WC)	
	30 x 2B4P Flats	
	6 x 3B5P Flats	

7.3.3 The Council has shared nomination rights with South Cambridgeshire District Council on a 50/50 allocation basis at two fringe development sites. Although we do not anticipate significant interest from estate residents, this information has been included due to the location of each development.

Development	Affordable Homes	Scheduled Handover
Springstead Phase 1	70 flats	TBC
	71 houses	TBC

Marleigh Phase 1b	48 flats	TBC
	39 houses	TBC
Marleigh Phase 2	109 flats	TBC
	17 houses	TBC

7.4 Leaseholder and Freeholder Decant

- 7.4.1 Leasehold and freehold property owners will be offered market rate for their homes based on a property valuation by a RICS (Royal Institution of Chartered Surveyors) valuer. In addition, statutory compensation payments are made (10% of property value if resident in the property, 7.5% for those non-resident) alongside reasonable disturbance costs.
- 7.4.2 The Council will need to buy back all leasehold and freehold properties (excluding the freehold properties located to the south between numbers 33 to 59) to redevelop the site. This will be undertaken through negotiation with property owners however if these negotiations are unsuccessful the only route available to the Council will be to instigate a Compulsory Purchase Order (“CPO”). The CPO will be considered a last resort action, and all efforts will be made to purchase both leasehold and freehold interests through agreement.
- 7.4.3 It is recognised that sale prices of properties may be beyond the means of some leaseholders and freeholders. Consideration will be given to a shared equity option for displaced resident leaseholders and freeholders where this is necessary to make their return to the estate possible financially.
- 7.4.4 Private tenants of leaseholders and freeholders will be contacted as part of the council’s engagement with estate residents during the decanting process. This may include assistance from the council’s Housing Advice Service on the options available based on individual circumstances.

7.5 Demolition Notices

- 7.5.1 Service of Initial Demolition Notices under the Housing Act 1985 suspends the Right to Buy (“RTB”). This removes the Council’s obligation to complete RTB sales for a maximum period of seven years while the notice is in place. Should the Council not proceed with demolition, tenants are able to request compensation arising from not being able to exercise their RTB during this period.

8 Demolition Notices

8.1 The report proposes that the COO is authorised to serve Demolition Notices. Service of Initial Demolition Notices under the Housing Act 1985 suspends the Right to Buy (“RTB”). This removes the Council’s obligation to complete RTB sales for a maximum period of seven years while the notice is in place. Should the Council not proceed with demolition, tenants are able to request compensation arising from not being able to exercise their RTB during this period.

9 Estate Management

9.1 Tenants will be provided with guidance on the repairs that will be carried out during the decant period.

9.2 Following decant, all properties will be assessed for use as temporary accommodation. Should this not be feasible, hoardings will be installed to windows and entrance doors to increase safety and security.

9.3 The retained Council houses will not be included in the decant as a result of this report. The requirement for decant of the seven retained council houses will be considered as the programme becomes clearer.

10 Scheme details

10.1 The proposed new build units are summarised below

10.2 Within this total it is proposed to provide 64 affordable homes with 75% provided on a social rent basis and 25% on an affordable rent (80% of median market rent) basis.

Unit	Market	Council	Council Habitable Rooms
1b2p Flat	0	13	26
2b4p Flat	0	8	32
2b4p Maisonette	0	6	24
3b5p Maisonette	0	6	30
3b5p House	22	22	110
3B6P House	26	2	10
4B6P House	0	3	18
4B6P House	20	3	18

11 Programme

11.1 The approach to decant for retrofit of the seven retained council houses will be considered as the programme becomes clearer. The Council will seek to purchase freehold and leasehold interests by agreement. In the event that CPO proceedings are required the programme will be reassessed together with any cost implications.

11.2 This overall indicative programme will be subject to the development of a detailed construction strategy including the need to maintain access to retained properties and to the progress of decant across the site.

- January 2025 – Planning Submission
- June 2025 – Planning decision
- November 2025 – Start on site
- Completion – January 2028

12 Sustainability

12.1 The carbon impact of the proposals has been assessed within the JLL report.

12.2 The design ambition is to deliver all affordable units on the scheme to low energy standards close to Passivhaus levels of sustainability performance and to be gas free. There are also sustainability targets for water, biodiversity, car park ratios which are all significant improvements on the current Local Plan. This will follow principles of the updated Sustainable Housing Design Guide (SHDG) which was approved at January 2022 HSC.

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

SHDG Range of Targets		This Development targets	
	Local Plan		Passivhaus or equivalent level of sustainability
Units			64
PHPP kWh/m²	65		Up to 28 – as close to Passivhaus level as achievable

SHDG Range of Targets		This Development targets
Water l/d	110	<99
Biodiversity Net gain	10%	20%
Car Parking ratios across schemes	0.7-0.9	<0.5 per affordable dwelling
Are there technical constraints?	PHPP: This scheme will aim to deliver Passivhaus or equivalent level of sustainability. These principles have been incorporated from the outset.	
	Water: The target is 90lppd but the detailed design to deliver this has not yet been developed.	
	Biodiversity: A 20% improvement is being targeted	
	Car Parking: Car parking provision for residential is below 0.5	
Are there financial constraints	Estimated costs have included a cost allowance for Passivhaus or equivalent standards and not certification	
Recommended Sustainability Target	Passivhaus or equivalent standards	
Additional measures included to meet Net Zero Carbon in the future	Future proofing - Measures in future are likely to include Solar PV and battery storage	

13 Finance

- 13.1 Approval is sought to identify a budget to cover the cost of decant and repurchase costs and the purchase of 64 units together with the on-costs on that purchase. The budget requested is £19,859,734. and will be drawn down from the budget already approved for the delivery of the 10 Year New Homes Programme.
- 13.2 The cost of the options appraisal (already committed) is £300,000 and is outside of the budget currently sought. A revenue budget for this feasibility work was approved in September 2023, and the expenditure has therefore been accounted for in the HRA directly.
- 13.5 The recommended scheme, when compared to a 100% affordable scheme with Homes England grant, does not perform as well in terms of long-term value for the HRA and also results in a reduction in the number of affordable homes. However, Homes England grant is not guaranteed and the recommended scheme does significantly reduce the up-front investment at a time when borrowing costs are unusually high. It also reduces the financial risk to the authority at a time when the HRA is facing significant financial pressures in other areas of the business.

13.3 The Project Plan will be subject to approval by the CIP Board and assumes:

13.4 The appraisal of the site at present indicates a transfer value of £1 but there will be further development of the scheme and market movements prior to transfer. There will be an independent valuation prior to transfer to CIP.

13.4.1 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 2024 General Fund Medium Term Financial Strategy.

13.4.2 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 2024 General Fund Medium Term Financial Strategy. The indicative interest is 5.4% (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.

13.4.3 Profit in the appraisal is 17.5%, shared 50:50

13.5 The appraisal assumes a gross cost 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. The purchase cost will be at a value validated by an independent valuer.

13.6 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 the full AHA amount. The council has sought legal advice to ensure this arrangement is appropriate.

13.7 The indicative investment plan included with the project plan contains commercially sensitive information and therefore is included as a confidential paper in Appendix 4

14 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 3. 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 was delivered by Jones Lang Lasalle who have been appointed through the Crown Commercial Services framework.

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. The project will be subject to an independent Value for Money assessment by the Employers Agent for the Council.

(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.

15 Risks

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

Risk	Probability	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. Risk of loss of units to accommodate feedback.	3	5	15	CIP will develop plans in response to comments received through the pre-application discussions with the LPA.
Cost – Market conditions in the construction industry, sale of market homes and decanting costs can all have an impact onto the feasibility of the scheme.	3	4	12	The HDA will engage an Employers Agent to scrutinise costs. The council will purchase the affordable units, which passes financial risk of market movement onto CIP. A contingency has been allocated for the decanting costs for tenants and homeowners.
Programme – Risk of delay of acquiring the properties that are not currently in Council ownership	3	4	12	Engagement with homeowners has been ongoing throughout the Options Appraisal process. Dedicated officers in place to manage the property acquisition process in line with the strategy as set out within this report together with the council's regeneration policy.
Programme – Risk of delay in relation to decanting council tenants.	2	4	8	Engagement with tenants has been ongoing throughout the Options Appraisal process. Dedicated officers in place to manage the decant process in line with the strategy as set out within this report together with the council's regeneration policy.
Sustainability – challenging to achieve Passivhaus accreditation, very stringent requirements. Risk of planning submission delay or planning rejected.	3	2	6	Training, draw on Hill experience of Passivhaus pilots to get to as close to Passivhaus certification as possible. To employ specialist consultant (Qoda) to meet high sustainability standards.

16 Background papers

16.1 21/48/HSC: Report on progress toward HRA estate regeneration programme.

16.2 22/46/HSC: Report on Proposed Development - East Barnwell

16.3 23/38/HSC: Update on Options Appraisal work At Ekin Road Estate

17 Appendices

Appendix 1 – Jones Lang Lasalle Final (Stage 2 and 2b) Report

Appendix 2 – Marengo’s Summary of Community Feedback

Appendix 3 – EQIA

Appendix 4 – CIP Appraisal – This appendix 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.

18 Inspection of papers

To inspect the background papers or if you have a query on the report please contact Ben Binns, Housing Development Agency, tel: 01223 457924, email: ben.binns@cambridge.gov.uk

Ekin Road Options Appraisal

FINAL REPORT (STAGE 2 AND 2B)

Cambridge City Council

14th May 2024

1 CONTENTS

2	Executive Summary.....	6
2.1	Introduction and project background	6
2.2	The Case for Change	7
2.3	The Options Assessed.....	7
2.4	Options Appraisal Methodology.....	8
2.5	Appraisal Outcomes	10
2.5.1	The Strategic Case.....	10
2.5.2	The Economic Case	10
2.5.3	The Commercial Case.....	11
2.5.4	The Financial Case.....	12
2.5.5	The Management Case	13
2.6	Conclusion	13
3	The Strategic Case.....	15
3.1	Introduction	15
3.1.1	Strategic Context.....	15
3.2	Council Key Objectives.....	15
3.2.1	Cambridge's Vision.....	16
3.2.2	Cambridge's Core Requirements	16
3.2.3	Sustainability and Social Value	17
3.3	Engagement with residents	17
3.3.1	June-Sept 2022 Residents' Survey	18
3.3.2	Resident groups	18
3.3.3	Stage 2 Residents' Survey	19
3.3.4	Public Consultation.....	21
3.4	The Case for Change	23
3.4.1	Maintenance Concerns	23
3.4.2	Fire Safety Concerns.....	28
3.4.3	Health and Wellbeing Concerns.....	29
3.4.4	Sustainability Concerns	32
3.4.5	Accessibility	32
3.5	Planning.....	33
3.5.1	Locality	33
3.5.2	Green space	34
3.5.3	Affordable Housing.....	35

3.5.4	Development options and constraints	35
3.6	Scope.....	35
3.6.1	Stage 1	36
3.6.2	Stage 2	39
3.6.3	Stage 2b	41
3.7	Constraints.....	42
3.7.1	Economic Context	42
3.7.2	Viability	43
3.7.3	Affordability.....	43
3.7.4	Funding.....	44
3.7.5	Requirement to Repurchase	44
3.8	Conclusion	44
4	The Economic Case.....	45
4.1	Introduction	45
4.2	Critical Success Factors (CSF) and Evaluation Methodology.....	45
4.3	Stage 2 – Approach to appraising the shortlisted options	46
4.3.1	Critical success factor Evaluation.....	47
4.3.2	Implementation Evaluation	56
4.3.3	Delivery Evaluation.....	59
4.3.4	Environmental Impact Appraisal – Carbon Assessment	65
4.4	Benefits Cost Appraisal	72
4.4.1	Stage 1 – BCR Analysis	72
4.4.2	Stage 2 – BCR Analysis	73
4.4.3	Qualitative Benefits.....	81
4.5	Stage 2b – Approach to appraising Option 4	82
4.5.1	Critical success factor Evaluation.....	83
4.6	Stage 2b – Delivery Evaluation	86
4.7	Stage 2b – Environmental Impact Appraisal – Carbon Assessment.....	86
4.8	Stage 2b – BCR Analysis	91
4.9	Conclusion	93
5	The Commercial Case	96
5.2	Introduction	96
5.3	Stage 2 – Commercial Delivery Model for the shortlisted options.....	96
5.4	Procurement Strategy.....	97
5.4.1	Procurement Process	97
5.4.2	The Cambridge Investment Partnership (CIP)	98
5.5	Stage 2b – Commercial Delivery Model for Option 4 (house-led).....	99

5.6	Conclusion	99
6	The Financial Case	101
6.1	Introduction	101
6.2	Stage 2 – Approach and Rationale.....	101
6.3	Stage 2 – Values and Assumptions.....	103
6.3.1	New Build Private Values	104
6.3.2	Refurbished Private Values.....	105
6.3.3	Existing Refurbished Social Rent Values	105
6.3.4	New Build Social Rent Values.....	106
6.3.5	Affordable Rent Values	107
6.3.6	Other Assumptions: Car Parking.....	108
6.3.7	Construction Costs	109
6.4	Stage 2 – Contingency	109
6.5	Stage 2 – Professional Fees	110
6.6	Stage 2 – Appraisal Assumptions.....	110
6.7	Stage 2 – Funding	111
6.7.1	Direct Council Investment	111
6.7.2	Grant Funding.....	111
6.8	Stage 2 – Results	113
6.9	Stage 2b – Approach and Rationale.....	114
6.10	Stage 2b – Values and Assumptions.....	116
6.10.1	New Build Private Values	116
6.10.2	Refurbished Social	117
6.10.3	New Build Social Rent Values.....	117
6.10.4	Other Assumptions	118
6.10.5	Stage 2b – Construction Costs.....	119
6.11	Stage 2b – Contingency	120
6.12	Stage 2b – Professional Fees	120
6.13	Stage 2b – Appraisal Assumptions.....	120
6.14	Stage 2b – Results	121
6.15	Conclusion	122
7	The Management Case	125
7.2	Introduction	125
7.3	Stage 2 – Deliverability.....	125
7.3.1	Planning.....	125
7.3.2	Phasing.....	126
7.3.3	Decanting	129

7.3.4	Compulsory Purchase Order.....	131
7.3.5	Vacant Possession.....	131
7.3.6	Viability.....	131
7.4	Stage 2 – Programme.....	131
7.4.1	Development Programme.....	131
7.5	Stage 2 – Contract Management.....	133
7.6	Stage 2 – Governance and Project Management.....	133
7.6.1	Option 1: Refurbishment.....	134
7.6.2	Options 2 & 3: Partial and Full Redevelopment.....	134
7.7	Stage 2 – Risk Management.....	137
7.8	Stage 2 – Contingency Arrangements and Plans.....	140
7.9	Stage 2b – Deliverability.....	140
7.9.1	Phasing.....	141
7.9.2	Decanting.....	141
7.9.3	Viability.....	141
7.10	Stage 2b – Programme.....	141
7.11	Stage 2b – Risk Management.....	142
7.12	Conclusion.....	143
8	Conclusion.....	145
8.2	Conclusion.....	145
9	Equality Impact Assessment.....	149
10	Overall Assumptions Table.....	150
11	Glossary.....	152
12	List of Sources.....	154

2 EXECUTIVE SUMMARY

2.1 Introduction and project background

The Ekin Road Estate (“the Estate”) is a local authority estate comprising 122 homes (maisonettes, flats, bungalows and houses) situated in East Barnwell in Cambridge. East Barnwell is a mixed residential and commercial area with retail, educational and industrial uses close by. The Ekin Road Estate itself comprises of a mix of traditional and non-traditional ‘Easiform’ construction buildings that are in a fair condition, benefitting from essential maintenance works. However, the buildings do not meet the current standards that are applied to new developments with many of the units having ongoing maintenance problems and structural issues.

In 2021, Cambridge City Council (‘the Council’) informed residents of a review into the condition of the Ekin Road Estate to understand the issues affecting leaseholders and tenants which identified Ekin Road 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.

In June 2023, JLL was appointed to assess the potential options in a two-stage approach. Options ranged from minimal changes through to refurbishment, partial redevelopment, or full redevelopment of the site. During the summer of 2023, JLL began Stage 1: a thorough review of the site and assessment of the options by considering the potential economic, social, environmental, financial, and strategic benefits. Three shortlisted options were identified which were presented to residents and the Housing Scrutiny Committee in September 2023 (Appendix J).

From September 2023 onwards, JLL conducted further, detailed analysis of the three shortlisted options to determine their viability. Alongside the analysis, residents were engaged with to find out their views on the three shortlisted options, their current homes, and their general wellbeing in order to complete an independent survey that informed the evaluation process. This resulted in the Stage 2 Report, published in February 2024

Following an internal Council review of the report’s recommendations and considering feedback from public consultation the Council engaged their partners and presented an alternative house-led option to be evaluated.

This Stage 2b Report incorporates the full Stage 2 evaluation, updated to include the evaluation of the new option.

2.2 The Case for Change

The 122 existing homes in their current form require improvements with the estate classified as being in a fair condition. However, there are ongoing maintenance problems, some structural issues and aspects of noncompliance with new build regulations for sustainability, accessibility and health and safety meaning the accommodation on the estate falls below the standard desired by the Council. 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

After initially evaluating seven options for the estate, three options were shortlisted and taken forward for further evaluation in Stage 2.

The three options considered for the Estate as part of the Stage 2 Report were:

- Option 1: Refurbishment of the existing council housing across all building types. The leasehold flats and maisonettes would also be included in the refurbishment programme, but the freehold houses would not take part
- Option 2: Partial Redevelopment and refurbishment of the Estate. The majority of the houses are retained with some refurbished and the remainder of the estate is redeveloped into new build housing and flats
- Option 3: Full redevelopment of the estate including the re-provision of existing Social Rented affordable housing

Sub-scenarios with different tenure mixes were explored as part of the Financial and Management Cases.

The Stage 2 Report concluded that Option 3 (Full Redevelopment) with 100% affordable housing is the “least-worst” financial option whilst achieving [all / most] of the other Critical Success Factors. It noted that the viability of the option must be seriously considered due to the financial deficit produced and it was recommended that alternative options should be considered in conjunction with the Council’s partners.

Given the outcome of the Stage 2 assessment of the options the Council put forward an alternative proposal and consulted on emerging designs that would increase the number of 3- or 4-bed family homes compared to what is currently available on the estate. The consultation proposal showed a comprehensive redevelopment of the estate. Following further assessment and consideration of the consultation responses the option put forward for evaluation in this report is:

- Option 4: a house-led option involving the redevelopment of 108 homes and refurbishment of 7 of the 14 retained homes on the Estate.

2.4 Options Appraisal Methodology

This report incorporates the full evaluation from Stage 2, updated to include the new option 4. The HM Treasury Green Book Approach has been used which builds upon the Stage 1 methodology that incorporated the strategic alignment, economic and social value alignment, lifecycle carbon impact and financial performance.

The HM Treasury Green Book Approach is used to appraise projects by assessing the costs, benefits and risks in a five-case model:

- The Strategic Case sets out the key Council policies specifically related to residential properties which were incorporated into a set of Critical Success Factors (“CSF”) in which the preferred option must meet. The Case for Change is also presented to demonstrate the current situation and the rationale for intervention. This was framed in the context of the findings from the resident engagement, planning and economic considerations.
- The Economic Case qualitatively evaluates the options against the CSFs and a rating of either Green (Good), Amber (Acceptable) or Red (Unacceptable) has been provided to reflect each option’s ability to deliver the CSFs identified in the strategic case. Additionally, options for delivery and phasing have been qualitatively evaluated. A Benefit-Cost analysis was calculated for each option with an output above 1 indicating the benefits outweigh the costs. This allowed for each option to be assessed in terms of its ability to deliver social value through broader social and economic benefits.
- The Commercial Case builds upon the evaluation of the delivery models in the Economic Case, to outline the preferred method to successfully deliver each option. The commercial mechanisms of delivering each option via the selected delivery model will also be detailed.
- The Financial Case assesses the financial impact of each option on the Council budget in terms of the cost of both capital and revenue. The cost of development/refurbishment for each option is also determined as well as any consideration of funding.
- The Management Case outlines the project management, governance, and risk management of the delivery of each option via the selected delivery route. This case also outlines the assumed phasing and how it will work.

Alongside the HM Treasury Green Book Approach, supporting documents have been created to support the five cases and inform the recommendation. These include:

- **Ekin Road Resident Survey**

Feedback from the Resident Survey (Appendix A) was analysed to identify common themes, trends and issues raised by residents. These findings are important to gain insight into the preferences and needs of the residents which can be incorporated into the Strategic Case to identify additional issues on the estate. This will support in understanding their priorities in relation to the proposals which in turn will inform the evaluation process in the Economic Case.

- **JLL Development Options Assessment**

A Development Options Assessment (Appendix I) has been conducted by the JLL Affordable Housing and Building Consultancy teams to assess the financial feasibility of each option. This analysis assisted in determining the preferred option. In Stage 2, Market led (98x Social Rented homes with the rest being private units) and 100% affordable housing scenarios (98x Social Rented units with the additional private units converted to Affordable Rent) for Option 2 (partial) and Option 3 (full) were assessed alongside the refurbishment option using Argus Developer appraisal software to calculate the deficit/surplus arising from each option.

- **JLL Ekin Road EPC Improvement Study**

An EPC Improvement Study (Appendix B) was produced to detail the potential works needed to improve the EPC ratings of the properties located on the Estate. This will inform the sustainability improvements required in the refurbishment option to improve the energy performance of each building typology. In understanding these improvements, the JLL team was able to assess the refurbishment option's ability to bring the buildings up to the standard of the Cambridge City Council Sustainability Housing Design Guide.

- **JLL Ekin Road Estate Refurbishment Feasibility Assessment**

The JLL Building Consultancy team assessed the technical and financial viability of refurbishing the Estate (Appendix H), to achieve the same standard as the redevelopment scheme, in alignment with Cambridge City Council's Sustainability Housing Design Guide and a life cycle expectation that makes the scheme viable. Inspections of the Estate were conducted alongside additional concrete testing carried out by Curtins Consultancy to report on the condition of both the traditional and non-traditional 'Easiform' construction buildings on the estate (Appendix AH). This will establish the overall life expectancies of each building type as well as the improvements required to improve their current condition.

- **Public Consultation Survey**

Feedback from the public consultation following publication of the alternative scheme full redevelopment scheme (Appendix AL) was analysed to identify common themes, trends and issues

expressed by residents and the general public in relation to the emerging designs. The general sentiment, preferences and requirements of residents and the general public were incorporated into the Strategic Case and informed the evaluation process.

Through carrying out additional studies, assessments and surveys, an informed decision can be made regarding the viability of the options.

2.5 Appraisal Outcomes

2.5.1 The Strategic Case

The Strategic Case confirms there remains a case for change. Based on technical reports and qualitative data received from surveys, the estate in its current form and layout would benefit from upgrading despite some of it being in a fair condition.

There are general issues in relation to mould and condensation, fire safety, health and wellbeing, accessibility and incidents of anti-social behaviour. The traditionally constructed properties (houses, bungalows and maisonettes) are in fair condition with improvements carried out on a cyclical basis. However, the non-traditionally constructed flats have been identified as having exceeded their design/ useful life with signs of cracking, poor thermal integrity and risk of structural degradation from the effects of carbonation. Many residents have stated they are experiencing mould and condensation problems that is impacting their health and wellbeing. This issue was also noted in the other building types.

In the absence of any redevelopment, significant investment would be required to improve the accommodation across the estate to align with the Council's objectives of providing high-quality homes and address the condition, safety, sustainability and accessibility issues.

2.5.2 The Economic Case

The Economic Case analyses each option against the 11 agreed Critical Success Factors (CSFs) to determine their ability to deliver the Council's objectives.

In Stage 2 three options were evaluated, and the following conclusions were made:

- Option 1 (Refurbishment) has four red flags and has been discounted as a viable option. This option offers short-term energy and repair improvements, but fails to fully address the wider issues, scoring poorly in the Benefits Cost Ratio (BCR).
- Option 2 (Partial Redevelopment) has no red flags and can achieve six CSFs fully and five partially through improvements in housing quality, safety, and green outdoor space. The 100% affordable housing option has the highest BCR result of 1.64. However, the market led scheme BCR was below 1, primarily based on the cost of investment. Retaining and building around the existing

houses in this option would result in a fragmented estate in terms of design and quality and fewer homes to meet housing demand. Whilst the maximum housing unit uplift would not be achieved, there are benefits from this option for residents, the wider community, and the Council.

- Option 3 (Full Redevelopment) has the potential to achieve the most CSFs (8 fully, 3 partially) by delivering a comprehensive transformation of the estate that includes the provision of modern, high-quality housing that meets sustainability standards for all residents on the Estate. Although there could be immediate positive and negative impacts on the residents' health and wellbeing from decanting, long-term benefits include improved housing conditions for existing tenants who exercise their right to return or residents who find a new home of a higher quality and better condition than their current home. Residents who will live on the estate following redevelopment will benefit from safety, accessibility improvements, better housing design and quality and improved placemaking with a new green outdoor space on the estate. The result would be a cohesive, modern estate with high-quality housing for all. This option demonstrates a positive BCR of 1.44 for the market led option and 1.29 for the 100% affordable housing option. While this BCR result is slightly lower than the partial redevelopment 100% affordable housing option due to the higher costs, there is an ability to deliver some benefits in return for this. A unified estate can be created with a greater number of new, high-quality accommodation, more amenities, and new public realms. The benefits could have wider-reaching impacts as the increased housing capacity allows for more households to be housed on the estate.

In Stage 2b, Option 4 (house-led) has been analysed using the same approach and concluded that there is an opportunity to achieve six of the CSFs. The strategic objectives of the Council can be met whilst delivering more 3 and 4 bed homes for families and retaining the south houses. This option still allows for the transformation of the estate from a "traditional" urban and architectural design perspective, the south houses and the urban block can be integrated within the overall arrangements of the new layout to form a cohesive, successful urban design. Therefore, a new, integrated estate can be created that provides improvements in the long-term health and wellbeing of residents, meets local housing needs and improves housing conditions while mitigating some of the immediate disruptions associated with a full estate decant. Furthermore, a suitable level of benefits can be created as indicated by the 1.66 BCR result for the economy. This indicates option 4 can deliver an estate transformation, making it a viable alternate option from an economic perspective.

2.5.3 The Commercial Case

The Commercial Case sets out the commercial arrangements for delivering each option.

In Stage 2, the assumed delivery route for the three options were as follows:

- Option 1: Refurbishment option – Cambridge City Council self-delivers via contractors.

- Option 2: Partial redevelopment option – Procuring a development partner to deliver the development elements and contractors for the refurbishment work.
- Option 3: Full redevelopment option – A joint venture partnership.

In Stage 2b, it has been assumed the commercial delivery model for Option 4 is a blend of a developer for the redevelopment elements alongside contractors for the refurbishment work.

These delivery routes offer an acceptable level of control for the Council that ensures the Council's vision and objectives are met. The Council has the capacity in-house to self-deliver refurbishment projects of this scale using suitably experienced contractors procured through a competitive tendering process. However, using a joint venture partnership allows the Council to leverage the expertise and resource of a joint venture partner to deliver large-scale redevelopment schemes efficiently and to a high quality that aligns with sustainability and design standards. By utilising a joint venture structure, the delivery can also be accelerated.

2.5.4 The Financial Case

The Financial Case assesses the financial viability of the options through the Development Options Assessment. At this stage, Options 2 (partial) and 3 (full) were divided into two sub-scenarios to consider tenure mix:

- Market-led Partial Redevelopment Option
- 100% Affordable Housing Partial Redevelopment Option
- Market-led Full Redevelopment Option
- 100% Affordable Housing Full Redevelopment Option

The results from Stage 2 indicated Option 3 (full) with 100% affordable provides the “least-worst” financial outcome (-£16,063,546), with all options resulting in a financial deficit. This option has a lower deficit than the market-led equivalent due primarily to accessing grant funding however it reduces the financial exposure and risk to the Council. Net cost per affordable housing unit is therefore lower and the financial burden on the Council can be reduced.

In Stage 2b, Option 4 (house-led) has been modelled and resulted in a deficit of -£16,314,102. This compares to the base case scenario of refurbishing the existing properties which resulted in a deficit of £21,365,171 (see February 2024 report). Accordingly, Option 4 results in a £5,051,069 financial improvement over the base case. Whilst this is still a significant deficit, wider benefits should also be acknowledged.

2.5.5 The Management Case

The Management Case establishes the robust arrangements for the successful delivery, monitoring and evaluation of the project.

For all options considered in Stage 2 and 2b, arrangements including planning, phasing, decanting and vacant possession are all required for delivery. However, each option has its own level of complexity meaning there are nuances in their delivery:

- The Stage 2 analysis identified the Option 2 (partial) and Option 3 (full) require significant decanting and multiple phases for delivery. Option 1 (refurbishment) also has a phased decanting but in alignment with a rolling refurbishment programme. This includes the acquisition of the leasehold flats to conduct works to the structure of the blocks and common parts. It has been assumed third party owned, freehold houses, will be excluded from the refurbishment work and remain in occupation throughout.
- In Stage 2b, the same principles were applied for the refurbishment of the south houses in Option 4 whereby only council owned houses would be refurbished. For the redevelopment of the rest of the estate, it has been assumed decanting would follow the rolling delivery programme.

Despite the nuances, all options require clear project management and governance to support the implementation of each option. This includes effective decision making and progress reviews within the selected delivery mechanisms:

- For options involving redevelopment, a joint venture partnership should deliver the redevelopment elements of the scheme. A clear governance structure with the selected development partner is needed that aligns under the Council's objectives and has equal representatives from both parties.
- For refurbishment work, a strong governance process is required that benefits from the internal governance process and resourcing already within the Council.

Risks associated with each option have been identified with the risks increasing with the higher degree of redevelopment. However, through proactive risk management these risks can be mitigated to allow the Council to implement the preferred option efficiently, in line with best practice to ensure a positive outcome for residents.

2.6 Conclusion

Based on the outcomes of the evaluation of the options considered, Option 3: Full Redevelopment (with 100% affordable housing) performed best. It most closely aligned with the Council's strategic objectives and

vision whilst addressing the current issues on the estate. This option would fully achieve the highest number of Critical Success Factors (CSFs) with 8 out of 11. It can result in the highest number of additional units and provides the greatest improvement in the quality, accessibility, and safety of housing across the whole estate, along with additional green outdoor space. This option also results in the lowest financial deficit to the Council.

However, it was viewed as the “least-worst” option as the financial viability of the option must be seriously considered. The Stage 2 report recommended that the Council should examine the affordability and financial risk of this option in relation to the Housing Revenue Account (HRA) against a backdrop of building cost inflation and higher interest rate environment.

With this in mind, the Stage 2 report recommended that alternate development and/ or delivery options should be explored with a development partner should this option prove not to be financially viable for Cambridge City Council. This led to the development of the alternative scheme (option 4: ‘house-led’ which has been evaluated in Stage 2b).

The Stage 2b evaluation of Option 4 (incorporating affordable housing) results in similar outcomes in terms of achieving positive CSF scores, BCR return and financial viability.

The Stage 2b option, whilst not producing the same number of additional units, still positively impacts the quantum of units and materially increases the number of habitable rooms on the estate by providing 3 and 4 bed family units urgently required by the Council. The nearby East Barnwell development that is providing 120 all affordable flats also means that Option 4 provides diversity in accommodation offerings whilst aligning with the broader neighbourhood stock.

Although Option 4 still results in a financial deficit of -£16,314,102, it is seen as lower risk as a market-led scheme will attract a development partner to share the risk/ rewards. The Stage 2 “least worst” option’s deficit (Option 3: Full Redevelopment with 100% affordable housing), which was also £16m, was calculated assuming grant funding would be received. However this grant funding (£20m) is not guaranteed, and if the application had been unsuccessful would have significantly increased the Council’s financial burden to £36m. Under the Stage 2b option, there is no grant funding, so this risk is not applicable.

Ultimately, the current condition of the flats and maisonettes mean that a do-nothing scenario is not a viable option for the Council to consider. Of the options evaluated as part of Stage 2 and Stage 2b, Option 4 consisting of a redevelopment of 108 homes and refurbishment on 7 of the 14 retained homes on the Ekin Road Estate into a house led scheme which incorporates mixed tenure and retains the houses on the South is the preferable option. However, once again, this option will need to be assessed in relation to the HRA and the Council’s risk appetite.

3 THE STRATEGIC CASE

3.1 Introduction

The Strategic Case sets the requirement for the transformation of the Ekin Road Estate by reconfirming the case for change. The basis for this case remains fit for purpose, aligning with the Cambridge City Council wider strategic objectives as outlined in its “One Cambridge – Fair for All” vision statement. It also considers feedback from residents which identifies the issues currently present on the estate.

Based on the case for change, planning considerations and resident feedback, it will be determined if there is still an opportunity to deliver the Council’s vision and development objectives whilst factoring in the needs and sentiments of the residents.

3.1.1 Strategic Context

The Ekin Road Estate is situated within the East Barnwell area of Cambridge with residential, retail, educational and industrial uses close by. 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.

For this report, we have adopted the tenure mix outlined in the Potter Raper report¹ to allow for consistency across reports. In August 2020, the Ekin Road Estate comprised of:

Type	Council	Leasehold / Freehold	Total
Flats	62	10	72
Maisonettes	5	3	8
Bungalows	10	0	10
Houses	21	11	32
Total	98	24	

3.2 Council Key Objectives

When identifying and evaluating the options under consideration for the Ekin Road Estate it is essential to understand the broader strategic objectives of the Council and in particular the housing strategy. Reviewing

¹ Potter Raper Options Appraisals Report (August 2020)

Cambridge's vision and understanding their core requirements is essential to determine the Critical Success Factors used to assess these options.

3.2.1 Cambridge's Vision

Cambridge City Council has a clear vision to lead a united city, 'One Cambridge – Fair for All'², 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 2022-2027³ 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; and
- Modernising the council to lead a greener city that is fair for all.

3.2.2 Cambridge's Core Requirements

The Greater Cambridge Housing Strategy 2019-2023⁴ 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; and
- Working with key partners to innovate and maximise available resources.

² Cambridge City Council Corporate Plan 2022-2027 [available at: <https://www.cambridge.gov.uk/corporate-plan-2022-27-our-priorities-for-cambridge>]

³ Cambridge City Council Corporate Plan 2022-2027 [available at: <https://www.cambridge.gov.uk/corporate-plan-2022-27-our-priorities-for-cambridge>]

⁴ Greater Cambridge Housing Strategy 2019-2023 [available at: <https://www.scambs.gov.uk/media/19971/greater-cambridge-housing-strategy-2019-2023.pdf>]

There has since been a new housing strategy for 2024 to 2029 which sets out the strategic direction and priorities in relation to new and existing homes and communities⁵. This strategy is currently out for consultation.

3.2.3 Sustainability and Social Value

Cambridge City Council has a clear vision to create a Cambridge that cares for the planet⁶. 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.

3.3 Engagement with residents

The Cambridge City Council Code of Best Practice⁷ on Consultation defines the resident consultation as the active participation of local residents and community groups in the decisions that affect their lives. To ensure that the evaluation of the options is holistic and considers all relevant stakeholders, there has been a range of engagement and consultation with Ekin Road residents in accordance with the Code of Best Practice on Consultation and associated the Council and Local Government Association's "Gunning Principles"⁸. Openness, accessibility and inclusivity, and transparency and accountability were adhered to throughout the engagement with the residents. The aim was to share information and provide a forum to voice their thoughts and opinions on the proposed options, through the following methods:

- Regular letters to all households;
- Regular Liaison Group meetings;
- Drop in events;
- Regular website updates;
- Events such as participating in community events; and
- Printed material held in the local library.

The Liaison Group met regularly where the Council kept residents engaged to ensure residents were heard throughout the process. These sessions were not decision-making groups but rather opportunities for the Council to report on progress and for residents to feedback on the information provided.

⁵ Greater Cambridge Housing Strategy 2024-2029 [available at: <https://www.cambridge.gov.uk/media/bg3hic2u/greater-cambridge-housing-strategy-2024-29.pdf>]

⁶ Cambridge City Council: Our Vision [available at: <https://www.cambridge.gov.uk/our-vision>]

⁷ Cambridge City Council, Code of Best Practice on Consultation and Community Engagement, [available at: <https://www.cambridge.gov.uk/media/7144/consultation-and-community-engagement-code-of-best-practice.pdf>]

⁸ Local Government Association, The Gunning Principles, [available at: <https://www.local.gov.uk/sites/default/files/documents/The%20Gunning%20Principles.pdf>]

3.3.1 June-Sept 2022 Residents' Survey

Initial resident engagement was conducted from June to September 2022. 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 8th June 2022. This resulted in 112 people attending in person, 11 webinar attendees, 2,771 website views and 63 survey responses.

Key findings from the stage 1 survey consultation provided insight into the current state of the Ekin Road Estate⁹. Summary findings included:

- 46.2% of respondents believing their current home meets their requirements, 30.8% responding their homes do not meet their requirements and 23.1% saying they were 'unsure'.
- 35.8% of respondents wanting new public spaces and other improvements including improved security (22.0%), improved connectivity (6.6%) and other (35.8%) such as better insulation, improve accessibility and reduced anti-social behaviour.
- Residents liking: the lack of traffic on the Estate; the GP surgery; and connectivity.
- Residents disliking: the security; parking; accessibility; damp/ mould; and energy inefficiency in the buildings.

Overall, out of the 63 survey responses, 58.1% strongly agreed Ekin Road needs redevelopment, 19.4% 'agreed', and 6.5% responded 'strongly disagree' and 4.8% said 'disagree'. 4.8% and 6.5% of residents who responded to the survey said 'neutral' or 'unsure' respectively. 33.9% of respondents said they would return to the Estate after redevelopment.

Although, over half of the estate were in support of redevelopment, there were some residents who disagreed. Following consultation resident groups have formed. An option appraisal supported by additional consultation would enable the Council to arrive to an informed, evidence-based preferred option.

3.3.2 Resident groups

JLL has acknowledged that across the estate, there are different resident groups which have emerged. Cambridge City Council has worked with these groups and passed on communications and statements to JLL to ensure transparency throughout.

One group is the "Save Ekin Road" Community Group. The group is a resident group, formed following the June to September 2022 survey, who are opposed to the development but has since revised their statement, calling for the 72 flats to be demolished while retaining all 32 houses. The group considered the survey "inadequate", "problematic", and "extremely leading". Cambridge City Council

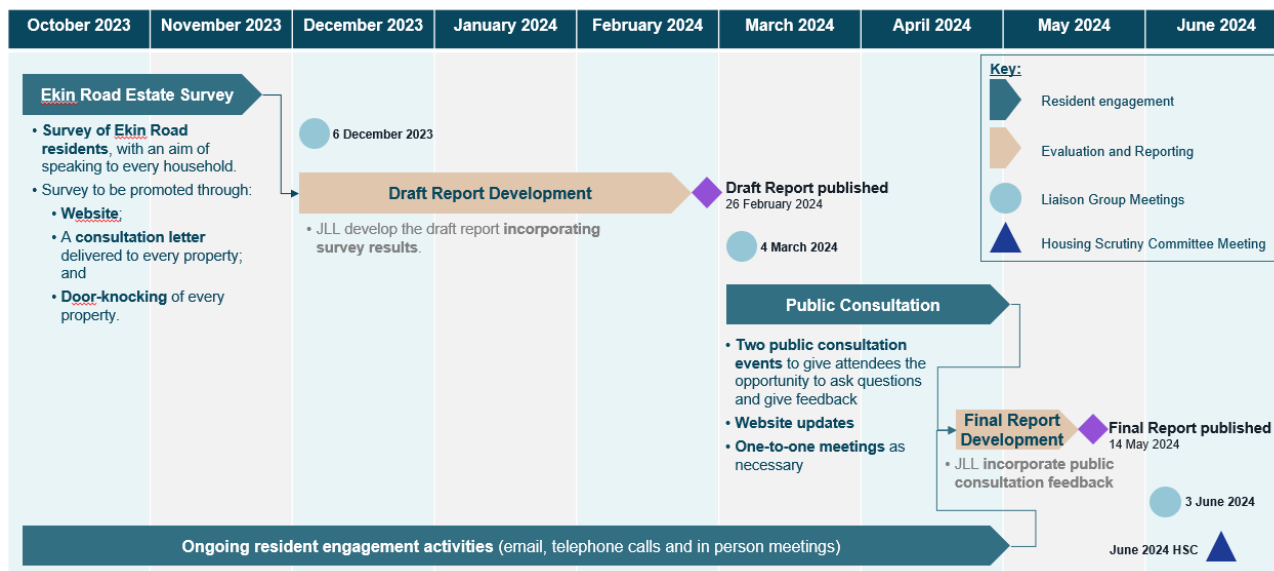
⁹ Ekin Road Resident Questionnaire Final Report (14th September 2022)

have worked with the group and shared their statements with JLL, so they are aware of all opinions. However, it is not known as to the extent of the membership of the “Save Ekin Road” Community Group on the estate.

Other groups on the estate have also been acknowledged. The Council has met with 85 householders (69 council tenants, 10 leaseholders and freeholders) including one who acts as a collective voice for the tenants in the flats. This group formed in recent months. Other residents have acted individually raising queries with the Council. All groups have been considered so all residents are treated fairly with their opinions recognised as part of the options appraisal.

3.3.3 Stage 2 Residents’ Survey

As part of JLL’s work in Stage 2 to assess the three shortlisted options for the future of the Ekin Road Estate, an independent resident consultation was conducted to engage with residents to encourage active participation in sharing their view regarding the decisions that affects their lives. JLL appointed Marengo Communications, an independent specialist public consultation company, to act independently to conduct a two-staged, comprehensive resident engagement to support the technical work. A resident engagement plan was created and published to ensure all residents had an opportunity to voice their thoughts about the three options for the estate. The resident engagement plan is detailed in the diagram below¹⁰.



As part of the resident engagement, a community survey was conducted with subsequent door knocking sessions. When engaging with residents via the selected consultation methods, Marengo Communications maintained alignment with the Council’s guiding principles and the Local Government Association’s “Gunning Principles” for undertaking consultation and community

¹⁰ JLL Resident Engagement Plan 2023

engagement. Marengo Communications ensured openness, accessibility and inclusivity, and transparency and accountability to deliver a legitimate consultation that provided results for JLL that accurately represented the view of the residents.

The aim of the survey was to listen and learn by engaging in meaningful dialogue with residents including those people who have already attended liaison groups and drop-in events and those who have not. This ensured all residents' voices are listened to and in doing so, it allowed JLL and the Council to understand the needs of the residents which will help ensure the preferred option selected through the technical work is providing the outcome that residents need. As well as the survey, residents were given the option to provide further views confidentially to members of the Marengo team in person during the door knocking exercise or via a phonenumber. Alternatively, residents were invited to arrange in-person appointments with Council officers at a local venue.

Completed surveys were returned from 63 households on the estate, representing a response rate of 52% of total households. Out of the total number of units per tenure, the response rates were 56% of Council tenants, 60% of leaseholders and 70% of freeholders.

Key feedback received from residents during the Stage 2 Residents' Survey (Appendix A) indicated:

- Many residents experiencing issues relating to the condition of their homes;
- Some residents having accessibility and overcrowding problems;
- Differing personal experiences living on the estate, with some enjoying living there while others have experienced instances of conflict with neighbours and anti-social behaviour; and
- A minority of residents have family/support networks in the area.

Based on these findings, many residents, particularly those in the flat blocks, are unhappy with their current living conditions. Many residents (42 respondents) are experiencing issues with mould, damp, condensation as well as accessibility issues (17 respondents) and overcrowding. 43 respondents communicated discontent in regard to personal safety with issues of anti-social behaviour occurring on the estate while 22 expressed there's a lack of available open spaces. This suggests the buildings may not be fit for purpose and therefore increasing in the quality of council accommodation was the second most important priority for residents.

In relation to the future of the Ekin Road Estate, the majority of residents believe there is a need to prioritise increasing the quality of Council accommodation, improving sustainability to assist in decreasing energy bills and reducing crime.

57% of responding households to the survey expressed support for a redevelopment of the estate, with some in opposition (41%). 49% of responding households voiced a preference for a full

redevelopment, while 24% preferred partial redevelopment. 27% responded with no preference. However, from further analysis of the results, it must be noted the strong support for redevelopment is primarily from the responding leaseholders (83%) and Council tenants (62%). Among the responding freehold houses there is a high level of opposition to redevelopment (72%). This group of residents want to preserve their homes and community.

Despite the split in preferences, there is a common consensus on a feeling of uncertainty with residents indicating a prompt decision on the way forward is in the best interest for the residents and the wider community.

Ultimately, whilst there are dispersed views on the estate regarding what the future of the estate will look like, many believe the current living conditions are not up to standard from a health and wellbeing perspective due to the issues expressed in the survey. This highlights the need for these issues to be properly addressed through one of the options.

For full details and results from the survey, please refer to Appendix A of this report.

3.3.4 Public Consultation

Further public consultation was carried throughout March and April 2024 following on from earlier consultation carried out by Marengo Communications on behalf of the Council. The objective of this further consultation process is to engage residents and the general public with an interest in the Estate by sharing emerging designs of the proposed housing-led redevelopment and inviting feedback for consideration and to inform a final decision, which will be taken by the Council's Housing Scrutiny Committee.

This consultation process which formally closed on 3 May 2024 consisted of two in-person public events and an online webinar, for stakeholders, residents, businesses and the wider community. Invitation flyers were posted to 426 addresses (both residential and business) on and surrounding Ekin Road. In total, 59 people attended the in-person events and 22 logged in to view the online webinar. The emerging designs of the proposed redevelopment were shared and feedback gathered was captured to inform design development.

In addition, residents, members of the wider community and other interested stakeholders were encouraged to complete a form to provide structured feedback. Feedback forms could be completed in-person or online. 111 feedback forms were collected during the public consultation period through the following methods:

- 21 responses were received through feedback forms completed at the exhibition events.
- 90 responses were received through postal and online submission.

Respondents were asked their postcodes to understand who was taking part. 107 respondents provided a valid full or partial postcode. This showed feedback was received from a range of postcodes including local residents of Ekin Road and Ekin Walk, but also from addresses further afield.

Key quantitative feedback includes:

- A strong majority (76%) of total respondents supported the approach of building lower, prioritising delivering more family homes while 14% preferred an approach of building higher, prioritising density and maximising the number of homes on the site. The residents of Ekin Road/Ekin Walk broadly mirrored these preferences with 76% preferring to prioritise more family homes, 15% indicating a priority for maximising density and 9% did not answer the question.
- Half of total respondents 55 (50%) did not support the emerging designs for Ekin Road, 37 (33%) respondents did support the emerging designs and 14 (13%) respondents were neutral on the subject. Specifically, the residents of Ekin Road/Ekin Walk were more favourable with 29 (44%) supporting the emerging proposals, 25 (38%) opposing them, 9 (14%) neutral, and 3 (4%) not answering the question.
- The majority of total respondents 62 (56%) did not support the wider proposals for investing in Abbey Ward while 34 (30%) respondents did support the proposals. Feedback from Ekin Road/Ekin Walk residents was more mixed, with 27 (41%) in support, 29 (44%) opposing, 9 (14%) neutral, and 1 (1%) not answering the question.

Additional qualitative feedback was recorded and coded to identify common themes. Firstly, residents were asked about their thoughts about the proposals to redevelop Ekin Road. The most common theme from the responses to this question was a desire to see the flats demolished (27 of total respondents, 17 of which live on the estate), alongside comments about their condition no longer being fit for purpose (15 of total respondents). Example responses for this theme include:

- “I like that Council is proposing options to take down the flats on Ekin Rd, as they are in serious need of replacement”.
- “The flats are in need of change. Multiple homes have issues with mould, damp, low temperatures inside and not able to retain heat.”

Support for the concept of full redevelopment was also expressed by 21 of total respondents, 10 of whom live on the estate. Key comments include “redevelopment is an excellent idea” and “there seems to be several viable solutions. I prefer the full redevelopment option.”

The next question asked respondents what they would change about the proposals to redevelop Ekin Road. As well as answering what they would change about the proposals, many respondents used this question to express concerns. Key themes from this question included:

- A desire to retain the houses on the estate, expressed by 47 (42%) of total respondents, of which 27 came from Ekin Road/Ekin Walk. This feedback was received both from respondents giving postcodes within Ekin Road, and also from respondents beyond the estate. Key responses include “I think the Council should seek a development option that retains all those semi-detached houses.”
- 15 respondents (14%) expressed objection to redevelopment of the estate in principle. 5 of these respondents live on the Ekin Road Estate.
- Other themes raised include wanting more parking, concerns raised around phasing of the redevelopment or relocation of tenants, wanting more play areas, and issues relating to height of new proposed homes and/or overlooking.

Finally, there was an option for any other comments about the proposal to redevelop Ekin Road. The most prominent theme was a preference for retaining the houses on the estate (38 respondents) with responses including “the residents in the houses should be allowed to hold on to their existing houses”. Another key theme was the problems with the flats and the need for their demolition (19 respondents).

For full details and results from the public consultation, please refer to Appendix AL of this report.

The above findings from the public consultation have been used to inform the evaluation process during Stage 2b of this report.

3.4 The Case for Change

When examining the Council’s vision and objectives with the feedback from the resident engagement, the Ekin Road Estate in its current form and layout requires improvement. There are several key themes that are driving the case for change which remain unchanged.

These are outlined below.

3.4.1 Maintenance Concerns

Several investigations have been carried out to determine the condition of the buildings on the estate.

- **Potter Raper Options Appraisal Report**

In August 2020 an initial option appraisal regarding the future of the Ekin Road Estate was conducted by Potter Raper. The report assessed the current condition and suitable options

regarding maintenance requirements, as well as the possibility for incorporating energy reducing measures and redevelopment options.

Areas of concern identified either through the Potter Raper Report¹¹ include:

- **Carbonation of concrete** – The flats are Easiform Type 2 construction, typically defined as non-traditional construction. Easiform Type 2 construction has not been designated 'defective' under the Housing Defects Act 1984 (Part XVI Housing Act 1985) but these structures can have the common inherent defect of all Pre-Cast Reinforced (PRC) structures whereby the carbonation of concrete may cause structural issues that could impact the health and safety of flat residents.
- **Structural movement** – Specific structural issues to the rear of each flat block were noted with evidence of structural movement around and above the rear doorway and extensive cracking observed.
- **Balustrade heights** – There are issues 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 of the flat blocks and the internal staircases in the maisonettes. This issue was critical to resolve so has already been addressed as part of urgent Council work.
- **Asbestos** – All the flat blocks have asbestos containing materials. These materials are in good condition but would require encapsulation or removal if affected by proposed works.
- **Carbon monoxide detection** – None of the flats, houses and bungalows inspected during the first investigation contained carbon monoxide detection which poses a health and safety concern to residents.

Other issues identified in initial investigations include:

- **Drainage** – In a separate investigation in 2019 it was identified there were numerous issues with the main drains and storm drains to the rear of the flat blocks due to root ingress.

¹¹ Potter Raper Options Appraisals Report (August 2020)

- **Leaks and water damage** – The responsive repairs team at the Council have had reports of leaks in almost every flat on the estate which has sometimes caused further damage and mould in the properties.

The initial investigations concluded 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. The report noted the flats would require considerable investment to ensure a life span similar to those of the houses.

There were some issues of non-compliance, some of which were essential to address for the safety of residents during the period of the options appraisal. Alongside the necessary repairs to ensure the buildings remain compliant with current safety standards, there is a requirement to carry out day-to-day repairs and planned replacements of elements which have reached the end of their serviceable life. This is a cost to the Council and leaseholders depending on the tenure, but it is required in order to maintain the buildings in their current condition.

- **JLL Ekin Road Estate Refurbishment Feasibility Assessment**

In October 2023, JLL Building Consultancy were engaged to carry out further investigations to establish the current standard and expected life expectancy of each building typology by inspecting and reporting on the condition of the traditional construction building archetypes. Inspections were conducted in one property from each of the four archetypes on the estate. Below lists the findings from their report (Appendix H) on each building type that was inspected. Please note it cannot be assumed findings are applicable across all units for each building type.

- **Bungalow**

The pitched roof has been renewed since the time of construction and appears to be generally sound although some of the detailing to the dry verge requires attention. The chimney also appears sound besides some minor cracking to the cement flaunching. The PVCU fascia board and ventilated soffit to the front and rear evaluations are in good condition but there are some stepped cracks to the front corner of the building despite repairs. Internally, the plaster boarding appears sound although many of the joints have cracked. The resident has complained that the flank wall is cold, but there is no evidence that this property has received retrospective cavity insulation and so we would recommend that this is installed.

- **House**

Both the roof and chimney appeared in sound condition. The walls also appeared straight and plumb. However, penetrating damp into ground floor w.c., caused by backfall on concrete when planter was infilled was noted. The front porch canopy was also in a poor condition being covered with moss and lichen so some of the paint was flaking, indicating that moisture may be penetrating the concrete. Internally, the plasterboard appeared sound although many of the plasterboard joints had cracked.

- **Flat**

Externally, the roof had been renewed since time of construction so appeared sound. The chimney stack was also plumb and sound. However, the tarmac paving and drying areas are in poor condition and require replacements. Internally, some of the glazing sealed units have failed.

- **Maisonette**

The roof appeared sound with no defects. There was evidence of retrospective cavity insulation being installed despite the age of construction. Internally, the ceiling appears in sound condition.

The report concluded the houses, bungalows, and maisonettes are of traditional construction with most likely strip foundations, uninsulated concrete ground floor slab, cavity walls and cut timber roofs. Windows and doors have been replaced in the past although these are now at the end of their economic life and repairs will likely increase over the coming years if not replaced. The roof tiles on the house and bungalow inspected have been replaced, although this is not typical of those archetypes. Internally, the house and bungalow are in fair condition and kitchens have been renewed since construction. The Ekin Walk flats are of later construction than the houses and bungalows and have some storey height window frames, and tiled pitched roofs. Windows and doors have been replaced since construction and again these are at the end of their economic life.

- **Curtins Ekin Road Estate Structural Survey**

Alongside the JLL Building Consultancy's work, Curtins Consulting were also engaged to carry out structural investigations of the non-traditional flats on Ekin Road through a high-level, non-intrusive survey. The Curtins report (Appendix AH) acknowledged that in 2019, Millward Integrated Engineering Consultants carried out a visual inspection to assess the condition of the six blocks and identified cracked concrete on external walls and balconies. Intrusive tests were also conducted to check for the depth of concrete cover to reinforcement

and carbonation depths. The tests concluded the depth of carbonation was found to be greater than the cover to reinforcement in the majority of the test locations, indicating a high risk of corrosion due to carbonation. For the chloride content tests, the balcony edge beams in two blocks showed a moderate risk of chloride induced corrosion while the rest of the blocks showed low risk of chloride induced corrosion.

There were widespread repairs carried out to all six flat blocks to address cracks caused by the corrosion of the steel reinforcement. The repairs done in 2019 appear to have generally been carried out successfully to a high standard, but similar problems have occurred in the intervening five years. Curtins observed new defects during their inspections including:

- The presence of diagonal cracking in the render beneath windows / window boxes at all levels across the six buildings. In some locations there has been deterioration to window surrounds, with spalling of concrete and exposed reinforcement visible. There is section loss and corrosion to the underside of the external store roof slabs, along with cracks in the masonry wall of the main building which supports these roof slabs.
- Common reports of water ingress, damp, and cosmetic cracks in plaster finishes. Water ingress around windows is one of the routes by which water is entering the concrete walls and causing the steel reinforcement to corrode. No damage to the primary structural frame of the building was observed.

Based on these findings, it was concluded the embedded steel reinforcement is no longer adequately protected from corrosion. This is in part due to the age of the building, as carbonation of the concrete is well advanced which removes protective alkaline zone around the steel. While this alone does not cause corrosion, the scale of issues in both 2019 and the present day indicates widespread water ingress in the concrete frame. The rate of corrosion is unpredictable, and it might take several years for it to cause cracking.

The buildings are also not suitable for installing external wall insulation. Installing external wall insulation to the buildings would mean that the outer leaf of the concrete construction is permanently enclosed so future defects would not be visible nor accessible. Given there is a high degree of certainty that there is ongoing corrosion throughout each block, which can lead to further cracking and, if left unattended, spalling, and potential instability, it is not practicable to install external wall insulation.

To conclude, based on all the investigations, internally and externally, the traditional construction properties have been kept in fair order with improvements carried out on a cyclical basis. Some of the cyclical works may be ad-hoc. Generally, the traditional building structures and envelope raise no

concerns, with only minor defects noted that would generally be considered catch-up repairs or maintenance. There was some historic movement in the gable end wall of the bungalow surveyed but this has been repaired with only some minor cracking reoccurring. Improvements can be done to improve aesthetic, bring all homes to a good standard of repair, and improve energy efficiency. This should extend the life expectancy of those buildings in the longer term. However, the non-traditional construction flats are at the end of their useful life. During the resident engagement and the survey many residents have stated that they are experiencing issues in their current living conditions which is impacting upon their health and wellbeing. In terms of long-term planning, Curtins concluded demolition is the most appropriate solution for redevelopment of the estate. In the short term, if the buildings are to be kept in operation for a lengthy period, another programme of repair works should be considered. Investment would be needed to improve the standard of the flat blocks. Therefore, the current condition of the buildings does not align with the Council’s requirement to deliver a high standard of design, quality and energy efficiency in new homes and communities.

3.4.2 Fire Safety Concerns

Cambridge City Council carried out Fire Risk Assessments in 2022¹². There are a total of five risk levels ranging from Trivial Risk to Intolerable Risk with Tolerable Risk ranked number two on the scale. Tolerable Risk is defined as requiring no major additional fire precautions. However, there might be a need for reasonably practicable improvements that involve minor or limited cost.

The following fire risk concerns have been identified:

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

¹² Cambridge City Council Housing Services, Regulatory Reform (Fire Safety) Order 2005 Fire Risk Assessment (November/December 2022)

Assessed Properties	Risk Grading	Impacted Sections requiring action
25-27B & 29-31B	Tolerable Risk	Arson, Housekeeping, Emergency Escape Lighting, Means of Escape and Measures to limit fire spread and development.
26-28B & 30-32B Ekin Road	Tolerable Risk	Arson, Housekeeping, Means of Escape and Measures to limit fire spread and development
61-63B & 65-67B Ekin Road	Tolerable Risk	Arson, Housekeeping, Emergency Escape Lighting, Means of Escape and Measures to limit fire spread and development.
89-91B & 93-95B Ekin Road	Tolerable Risk	Arson., Housekeeping, Emergency Escape Lighting, Means of Escape and Measures to limit fire spread and development

There are also issues with the compliance with current safety standards in particular of Building Regulations Part B Emergency Egress¹³. 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. Whilst there is no requirement to bring the building up to current building regulations, these findings demonstrate where the buildings fall short of current standards.

Additionally, in a small number of flats, the kitchen doors are missing or non-fire related and there is 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.

3.4.3 Health and Wellbeing Concerns

There are several health and wellbeing concerns on the estate caused by the living conditions, the anti-social behaviour and the uncertainty relating to the estate's future.

Some of the following themes have emerged which are impacting on residents' health and wellbeing:

- **Condition of accommodation**

As mentioned in section 3.5.1, there are maintenance concerns regarding specific structural issues to the rear of the flat blocks and elements of non-compliance within some of the buildings,

¹³ Potter Raper Options Appraisals Report (August 2020)

which may directly impact the safety and enjoyment of the buildings by its residents and their visitors.

During the ongoing resident engagement and in the Stage 2 Survey, many residents have voiced their concerns surrounding the severity of the issue of damp, mould, and condensation in their homes. This sentiment was further mirrored in the subsequent public consultation where a need to improve current living standards was flagged. Many are worried about the impact this will have upon both their and their children's health. 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. As of January 2024, the Damp, Mould, Condensation (DMC) team have reported 18 reports of condensation related mould in different properties on the estate since 9th December 2022¹⁴.

- **External areas**

Around the current estate, there are poor amenities for residents to use and enjoy with only small areas of grass in the centre of the estate that is surrounded by parking and adjacent to Wadloes Road. Residents have indicated in both the Stage 2 survey and public consultation 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 estate which can negatively impact their health and wellbeing as there is a lack of sufficient outdoor space to enjoy.

- **Anti-social behaviour**

The current layout of the estate means there are a number of alleyways and circulation routes with low visibility on the estate. This does not meet Secured by Design Gold Standard that would be applied to a new development and therefore indicates there is room for improvement. There is also poor legibility for a pedestrian on the estate because of the number of dead ends and poor visibility in alleyways due to the lack of lighting. This is a security concern as these areas can be prone to anti-social behaviour which directly impacts the safety and enjoyment of the residents and their visitors. Some residents have communicated feeling unsafe on the estate with instances of anti-social behaviour in these areas being noted by residents and the Council. In the resident survey, drug dealing was noted as a significant problem on the estate, particularly in these low visibility areas such as the garages.

¹⁴ Cambridge City Council DMC Team Report

From 1st October 2021 to date, there have been numerous incidents reported to the local police detailed in the table below¹⁵:

Category of crime/ incident	Abbey Ward	Ekin Road Estate including Ekin Walk
Criminal Damage	246	7
Robbery	31	2
Theft from person	15	2
Bicycle Theft	128	0
Theft other (incl. shoplifting)	401	3
Theft from a vehicle	124	1
Theft of a vehicle	74	0
Public Order	267	4
Burglary Business	48	0
Burglary Dwelling	86	4
Possession of drugs	37	2
Trafficking of drugs	35	0
Possession of weapons	25	1
Violence (including stalking)	822	28
Arson	10	1
Vehicle Nuisance	84	1
Rowdy Nuisance	285	3
TOTAL	2,718	59

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.

Based on these figures in relation to the number of people in each area, the Ekin Road Estate has a crime rate (number of incidents per person) of 19.34% compared to 25.21% in Abbey Ward. *(Note: it has been assumed there is an average of 2.5 people per household on the Ekin Road Estate).*

There is also a known issue of fly tipping on the estate that has been reported by the estates service team.

- **Uncertainty around the future of the estate**

Some residents have communicated feeling uncertain and concerned about the future of the Ekin Road Estate. Responses from the Stage 2 Resident Survey shows that the mental health of some residents is being impacted by the decision process. There is uncertainty and stress around the redevelopment options, the prospect of moving and the potential loss of community.

¹⁵ Cambridge Police Statistics

The local GP surgery has felt the impacts of the deprivation and health and wellbeing issues in the local area which includes the Ekin Road Estate. The area in which the Ekin Road Estate is located has an IMD of 40.29¹⁶. IMD also known as the Indices of Multiple Deprivation is the official measure of relative deprivation for small areas in England based on the number of domains. This shows there is a high level of deprivation in the area. As a result of the deprivation levels, Ditton Walk Surgery have had to look to increase their financial investment per patient to handle the increase in residents' issues. Four additional consulting rooms have also been created for additional staff to work from and increase patient access. A report on poor housing by BRE concluded improvements in the home to make it healthy and safe has long-term benefits for residents and society including health and wellbeing benefits and a reduction in direct care¹⁷. Based on this, it could be assumed improvements on the Ekin Road Estate could improve the health and wellbeing of local residents and therefore decrease the number of residents visiting the GP surgery.

3.4.4 Sustainability Concerns

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

A review of the EPC ratings of the current units was conducted by Potter Raper and concluded an EPC rating of Band C for the existing flats, houses, and bungalows. B and C was noted as a good score for this type of property.

Cambridge City Council have proposed to potentially improve EPC ratings of existing properties to Band B¹⁸. Additionally, there is a target to reach a minimum of EPC C (B where possible) in at least 140 Council Properties that are currently EPC D or below. Therefore, the EPC ratings of the existing buildings do not meet the desired EPC rating by the Council. This is impacting the operating carbon of the buildings and the energy costs that are being incurred by the residents. 41 residents selected improving sustainability as the top priority for the Ekin Road Estate in the resident survey with many listing specific sustainability improvements such as insulation. Many are also experiencing problems relating to temperature control, mould, damp, and condensation.

3.4.5 Accessibility

The maisonettes and flat blocks are not currently accessible to Part M4 Category 2 or above¹⁹. Part M4 Category 2 refers to accessible and adaptable dwellings that meet the needs of occupants with differing needs including some older or disabled people. Category 3 refers to wheelchair user

¹⁶ Cambridgeshire and Peterborough ICS

¹⁷ BRE, The Cost of Poor Housing in England 2021

¹⁸ Cambridge City Council Climate Change Strategy Action Plan 2021-2026

¹⁹ HM Government, The Building Regulations 2010: Access and use of buildings

dwelling whereby dwellings should have reasonable provisions for people to gain access and use the dwelling as well as make adaptations to meet the needs of occupants. Currently, the flats are only accessible by communal staircases and there is no lift option. This has been noted by residents during the door knocking and the Stage 2 Survey as some residents with mobility issues are struggling to access their homes via stairs. Therefore, the current accessibility of the maisonette and flat blocks is below the desired standard, and this is impacting the accessibility and movement of a wide range of people around the buildings. While improving accessibility was a low-ranking priority for residents in the resident survey, it is important these issues are addressed to ensure housing is accessible to all.

Accessibility around the estate is poor with a lack of legibility²⁰. This is due to the current routes having dead ends, bad visibility, and poor connections through the estate because of ambiguously defined routes and estate lines. The frontage along Wadloes Road was also indistinct. The current layout of the estate is therefore limiting legibility and wayfinding within the estate making accessibility for both residents and their visitors poor. Additionally, existing paths and hardstanding to the communal entrances and garden areas throughout the estate are uneven, containing potential trip hazards. 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 as part of the refurbishment work if the flats remain.

3.5 Planning

Based on the case for change, this section details the planning context that must be considered to facilitate the change.

3.5.1 Locality

The estate 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 estate 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. The scale and massing of the estate will be important in both the context of character, housing provision and residential amenity.

As shown in the image below, the estate has buildings adjacent to its southern, eastern, and northern boundaries. Residential developments exist to the north and east so the relationship the estate shares with the existing developments will be a constraint. However, there are already residential buildings on the estate neighbouring this boundary. Commercial buildings are located to the south of the estate meaning the relationship between the commercial buildings and the residential homes on the estate

²⁰ BPTW, Pre-App 4 Presentation (June 2022)

will need to be assessed. It should also be noted that vehicle access to the residential buildings on Ekin Close will need to be maintained so this is also a key construction consideration.



3.5.2 Green space

There are a number of existing trees in various conditions on the estate. There are no Category A trees but there are 12 Category B trees and 37 Category C trees as shown in the image below from BPTW²¹. Consideration is needed for the existing trees on the estate when assessing the options. The Green Corridor running along the west side of the estate must also be retained and improved. 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. Therefore, there are opportunities presented from redevelopment of the estate to make improvements in these areas including the provision of additional green space.

(Note: the number of trees is estimated, subject to confirmation from Landscape Architect and discussions with Cambridge City Council Tree Officers)

²¹ BPTW, Capacity Studies F – Success factor Assessment (January 2024)



3.5.3 Affordable Housing

The Cambridge Local Plan states on sites with a capacity of 15 dwellings or more, a minimum of 40% of affordable housing should be provided on-site²².

3.5.4 Development options and constraints

If the entire estate is developed, there will be greater opportunities to accommodate taller buildings especially to the south of the estate. 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 many significant opportunities presented from the redevelopment of the estate. The existing buildings have issues in terms of quality of accommodation and accessibility inside the buildings which can be addressed.

3.6 Scope

Based on the case for change and within the planning context, there is a need to improve the current condition of the Ekin Road Estate. The scope of this report is to identify the best way forward for the Ekin Road Estate that aligns with Cambridge's vision and objectives as well as the needs of residents.

From the long list of seven options, a two staged evaluation approach has been conducted. Options ranging from minimal changes through to refurbishment, partial redevelopment, or full redevelopment of the estate were considered. These options were initially assessed in Stage 1 through an assessment that qualitatively assessed each option from an economic, environmental, financial, and strategic perspective. The outcome

²² Cambridge City Council, Cambridge Local Plan 2018

of this assessment was a shortlist of three options. The three shortlisted options were further assessed as part of the Stage 2 report to evaluate their viability which resulted in a subsequent Stage 2b evaluation to ultimately determine the recommended option. This report will cover the Stage 2 and 2b evaluation.

3.6.1 Stage 1

In order to address the case for change, a long list of options was generated by Cambridge City Council with the support of the architects BPTW and planning consultants Carter Jonas.

The long list of seven options included:

- **Option 1 – Do Nothing**

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 could include loft insulation, PV panels, and accessibility in the buildings.

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

The flats will be demolished and redeveloped to be replaced with new high-quality homes consisting of houses and stacked maisonettes.

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

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**

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 the retention of house to the south and east**

All buildings, apart from the houses to the south and east of the estate, 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**

Demolish 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.

3.6.1.1 Evaluation of Long-list

An evaluation matrix comprising 11 Critical Success Factors derived from the Council's vision and development objectives assessed the viability of the longlist options from an economic, social, environmental, financial, and strategic perspective along with the associated benefits and impacts. The results from Stage 1 were as follows:

- **Option 1**

Option 1 was considered unviable as it is not feasible to maintain the estate in its current condition due to the ongoing issues with stock not meeting modern standards, particularly in relation to condition and sustainability. The maintenance costs on these units are also increasing and many flat blocks are nearing end of life meaning significant improvements were required. This option was discounted as it was unable to facilitate these improvements.

- **Option 2**

Option 2 (comprehensive refurbishment) had the potential to address ongoing maintenance issues as well as provide some improvements in the condition, and energy performance of buildings which aligns with some of the CSFs. Therefore, option 2 was selected for further assessment as the new baseline.

- **Options 3 & 4**

Options 3 and 4 were concluded not viable as these options are not able to provide substantial benefits for residents and the local community in terms of housing condition, quality and health and wellbeing by retaining the majority of buildings. Although it is possible to address the issues in the flat blocks, the limitations of infill development such as space constraints on the estate, inconsistent housing conditions and existing infrastructure make it challenging to

achieve comprehensive improvements across the entire estate. There is an inability to fully maximise the number of additional units to provide new homes in the area as well as enhance placemaking throughout the estate and improve housing condition, design, and quality for all. By not comprehensively implementing these improvements, the broader, long-term benefits for residents and the local community are restricted and the Council's strategic objectives are not suitably met.

- **Option 5 & 6**

The choice to further assess an option which requires the removal of the central houses was selected due to the ability to provide an overall positive transformation of the estate across the building types.

While the conditions of the houses are fair, the properties are not to the standard and condition of new builds and fail to meet sustainability standards. Therefore, through redeveloping the majority of units, there is an overall improvement in the quality, condition, and sustainability of homes. This redevelopment would also allow for a significant number of additional new units to be provided in return for the removal of the eight central houses, creating more homes in the local area that meet people's needs and ease housing demand. Issues regarding overlooking and overshadowing would be resolved through redevelopment as there is an ability to open up the estate through incorporating a new central green space for residents to enjoy. Retaining the central houses would have implications on the layout and design of the estate, impacting the estate's overall development capacity. In a flat-led scheme, retained houses in other locations were considered to have less impact on the overall design and layout of the estate, and therefore not materially hinder the overall development capacity. In all, the partial redevelopment option that retains the majority of houses could provide long-term positive impacts on residents and the wider community and thus indicated potential viability that required further assessment. Based on these findings, it was concluded option 5 was excluded during Stage 1. However, a follow-up assessment was required to determine the impact of a flat-led and housing-led scheme on the resultant net gain of houses from the removal of north four houses.

- **Option 7**

Option 7 was shortlisted because it has the potential to fully achieve a significant number of the CSFs through providing comprehensive improvements across the estate. The option benefits from the ability to maximise height and massing based on the relationship between the estate and neighbouring buildings and alter the layout of the estate. These modifications will both significantly increase the number of additional units on the estate by removing the

outer houses but also provide new amenities in the form of a large open green space for residents and the community to enjoy. Therefore, redevelopment has resultant benefits for both those living on the estate and within the local community. To exclude, this option would hinder the opportunities to comprehensively address the issues on the estate, achieve significant overall estate improvements for residents and create wider-reaching benefits in the local community. This option was therefore selected for further assessment.

3.6.2 Stage 2

A long list of seven options were evaluated within the Stage 1 report which should be referred to for full details. The report concluded three options should be shortlisted for further evaluation within the Stage 2 Report. The three shortlisted options were:

- **Option 1: Retain the buildings and refurbish the existing Council housing**

Under this option refurbishment work will be carried out to all leasehold and tenants' units on the estate. The assumption has been taken that the 11 freehold houses are excluded from the refurbishment work. The refurbishment work includes general repairs and improvements to improve their condition as well as sustainability upgrades to align with the Cambridge Sustainability Housing Design Guide.

- **Option 2: Partial Redevelopment and refurbishment involving the retention of the majority of houses and the remainder of the estate is redeveloped**

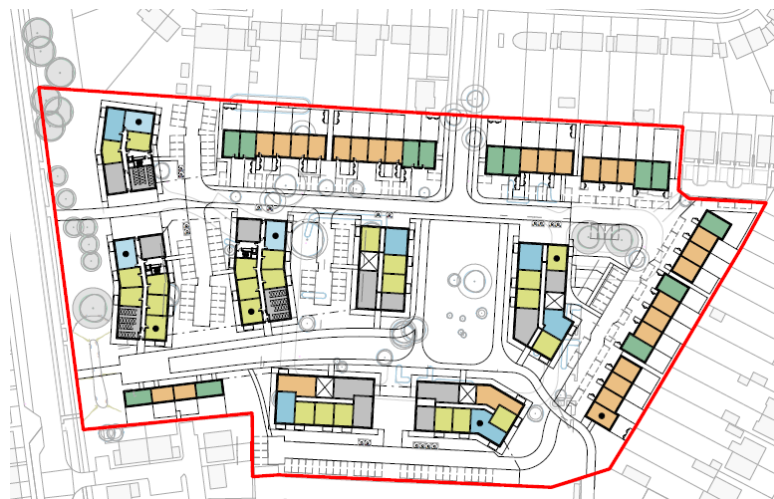
The partial redevelopment option involves the redevelopment of the majority of the estate to provide 153 new build units while retaining the 24 outer houses of which the 14 council houses will be refurbished.

A revised partial redevelopment option was created where all buildings apart from the houses to the north, east and south of the site will be demolished to provide new high-quality homes consisting of houses and stacked maisonettes. The existing Social Rented affordable housing will be re-provided.



- **Option 3: Full Redevelopment of the estate**

This option will involve demolishing all buildings on the estate to provide new buildings of various heights including houses and flats. New green routes as well as a central green space and area for play will be created to enhance the amenities on the estate.



3.6.2.1 Evaluation of the shortlisted options

Using the HM Treasury Green Book Approach, the three shortlisted options were evaluated within the five-case model. It was concluded the full redevelopment option with 100% affordable housing is the “least-worst” option and the financial viability of the option must be seriously considered. The Council should examine the affordability and risk of this option in relation to the Housing Revenue Account (HRA) against a backdrop of building cost inflation and higher interest rate environment.

With this in mind, alternate development or delivery options should be explored with a development partner should this option prove not to be financially viable for Cambridge City Council.

3.6.3 Stage 2b

As the Stage 2 Report concluded the need to explore alternate development or delivery options, the Council approached BPTW to propose alternate options. The previous options had been flat lead schemes to maximise number of units. The emerging design proposed was a house-led option that would increase the number of 3 and 4-bed family homes compared to what is currently available on the estate. This would support current residents some of whom are currently in overcrowded 1 and 2-bed flats to have opportunities to access larger family homes in the area. The result will be fewer but larger council homes, replacing all of the of habitable rooms to meet local housing need. A mixed tenure approach would also reduce the financial risk to the Council and support a balanced community. This was taken to public consultation to gather public feedback.

The public consultation showed there was broad support among all respondents for building lower, prioritising family homes but there was a prominent desire (42%) to retain the houses on the estate. Noting the desire for retaining houses where possible, the following option was drawn up by BPTW. The option is a house-led option involving the redevelopment of the majority of the estate to provide 131 new build units while retaining the 14 south houses of which the 7 council houses will be refurbished. The scheme is also mixed tenure.



The option proposes to retain the south houses only as BPTW indicates from both “traditional” urban and architectural design perspectives, the south houses and the urban block can be integrated within the overall arrangements of the new emerging layout to form a cohesive, successful urban design that complements the wider new, contemporary architectural language proposed. Consideration was given to the view that all the houses should be retained. However, to facilitate the necessary site arrangements and urban design required, the redevelopment of the east, north and central houses is considered required for the following reasons²³:

²³ BPTW, Urban Design Narrative, 2024

- Redevelopment of the north houses allows for new plot boundaries and frontages which enable the primary east west street to move northwards by approximately 10 metres which creates more space for the central urban blocks. This allows for approximately three homes per urban block (i.e 15-18 homes increase across the site). Therefore, retention of the four north houses would restrict reorganisation and improvement to the urban block.
- The eight central houses would restrict the reorganisation and improvement to the rest of the urban block should the north houses be removed, and the primary east west street move northwards. It would result in deep front gardens and a misalignment to the surrounding new houses adjacent to them as they would be designed to a more efficient and tighter arrangement. Additionally, there would be restrictions in the creation of a focal point building to act as a wayfinding point and the provision of a key public amenity should the central houses be retained.
- With the adjacent apartment block demolished, should the six east houses be retained, especially given the irregular plot boundary to house number 23 and angle of the site boundary, there is a very limited opportunity to propose an efficient arrangement of homes in place of the flat block. The eastern area also presents an opportunity to better connect the passageways to the southeast of the site to Ekin Close and re-provide the quantum of open space.

For BPTW's commentary on the urban design narrative for this new house-led option, please refer to Appendix AK.

JLL was instructed to appraise the option using the five-case model outlined in the HM Treasury Green Book Approach. This follows the same approach that was applied to the Stage 1 and 2 reports. Option 4 (house-led) has been evaluated within Stage 2b of this report.

3.7 Constraints

During the evaluation processes in both Stage 2 and 2b, the following constraints bear a weighting in impacting the strategic context for assessing a scheme's viability and deliverability so therefore must be acknowledged and considered as part of the evaluation.

3.7.1 Economic Context

- **Affordability in Cambridge**

Cambridge is an expensive place to buy or rent a home. Based on JLL's Residential Report²⁴, houses prices in Cambridge are £565,016 which is significantly above the national average of

²⁴ JLL Residential Report 2023

£284,950. The area with a 1-mile radius of the estate is below the Cambridge average at £455,723, but this is still above the national average. As a result, there is an issue of housing affordability in Cambridge. Many households are experiencing difficulty in finding affordable homes in the area and there is a growing affordability gap where middle income households are being pushed out of the market due to limited housing options for home ownership or in the private rented sectors. In the area there is also a high demand for affordable 3 and 4 bed houses. Therefore, there is a risk of not being able to house local people or attract and retain workforce within Cambridge. This could have a knock-on effect on the city's economic growth as housing and affordability are key constraints to economic growth in the city.

The city is also experiencing limited availability of development sites meaning a large proportion of new homes need to be built on existing council housing land.

- **Economic Conditions in the UK**

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 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 high interest rates are also hindering mortgage affordability causing market activity to decline with a drop in sales and house prices. In terms of the rental market, the growing gap between supply and demand is resulting in rents increasing.

Building costs are forecasted to rise by just over 3% in the year to Q4 2024, while tender prices are expected to increase by just over 2% in the same period²⁵.

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

3.7.2 Viability

A key component of this report is to determine the delivery, achievability and financial returns from the scheme in line with the Critical Success Factors.

3.7.3 Affordability

It is important to consider the affordability in the context of Cambridge City Council's overall financial position. The affordability component is focused on determining if the costs related to the scheme are affordable to the Council in terms of capital outflows and operating costs.

²⁵ BCIS, BCIS Building Forecast, [available at: <https://bcis.co.uk/news/bcis-construction-industry-forecast/#:~:text=Building%20costs%20are%20forecast%20to,in%20the%20beginning%20of%202024.>]

3.7.4 Funding

Aligned to Affordability, this constraint looks at the sources of public and private funding that the Council may access to fund any development. We will look to define the different types of funding available for the scheme.

3.7.5 Requirement to Repurchase

Given not all the units on the estate are Council-owned, the Council will look to acquire properties through a process of agreement. Full compensation will be offered to property owners as though a Compulsory Purchase Order (CPO) were in place. To date the Council has been able to reach agreement without having to enforce compulsory purchase orders. This will be considered as part of the deliverability assessment for each option.

3.8 Conclusion

The Strategic Case has confirmed there is a case for change to meet the Council's strategic objectives which remains unchanged. The Ekin Road Estate in its current form and layout requires improvement. There are general issues in relation to the buildings' standards, health, and wellbeing as well as anti-social behaviour and accessibility across the estate.

Internally and externally, the properties have been kept in fair order with improvements carried out on a cyclical basis. There were only some minor defects noted about the traditional construction buildings' structures that would generally be considered catch-up repairs or maintenance. The non-traditional construction flats on Ekin Road have reached the end of their useful life. There are structural issues that are causing cracks, poor thermal integrity and are at risk of structural degradation from the effects of carbonation. Additionally, some residents experience accessibility issues in the flats due to the lack of a lift. Many properties across the estate are also having issues with condensation and mould which are impacting residents' health and wellbeing.

Further maintenance and improvement are required for each archetype to improve aesthetic, increase energy efficiency, and bring all homes to a good standard of repair by addressing the current issues. This should extend the life expectancy of the buildings in the longer term, but investment would be needed.

The broader strategic objectives of the Council are not being met with the estate in its current form. This highlights the need for issues to be properly addressed through the transformation of the Ekin Road Estate that provides new homes, better land use and improved placemaking while resolving issues regarding housing condition and quality. It is important that the preferred option ensures the estate is fit for purpose in the long term and fulfils the needs of the residents and the Council.

4 THE ECONOMIC CASE

4.1 Introduction

The Economic Case summarises the options that are being considered in response to the scope identified in the Strategic Case. Each option is evaluated to determine their ability to deliver the Council’s vision and objectives and provide net value to society whilst factoring in the needs and sentiments of the residents. The Economic Case also assesses 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.

The three options assessed in Stage 2 are covered in sections 4.2 - 4.4. Option 4 (house-led) (Stage 2b) is covered in sections 4.5 - 4.8.

4.2 Critical Success Factors (CSF) and Evaluation Methodology

The Critical Success Factors are the key elements that need to be achieved for the scheme 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 CSFs remain fit for purpose and so are therefore unchanged from both the Stage 1 and 2 Reports.

The methodology taken for each CSF remains unchanged. The Critical Success Factors are tied to the broader Cambridge vision and development objectives, namely:

#	Critical Success Factors	Evaluation Methodology
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.
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.
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.
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

#	Critical Success Factors	Evaluation Methodology
		condition to determine the level of improvement.
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.
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.
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.
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.
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.
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.
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.

4.3 Stage 2 – Approach to appraising the shortlisted options

The shortlisted options considered within the Stage 2 Report were evaluated using the following three key categories which have been assessed in a linear process:

- Critical success factor Evaluation – choices in terms of specifications and coverage of the options in relation to the CSFs (the “what”)
- Implementation Evaluation – choices in terms of the phasing (the “when”)
- Delivery Evaluation – choices in terms of method of delivery (the “how”)

4.3.1 Critical success factor Evaluation

Each of the three options were further assessed against the equally weighted CSFs as part of an evaluation matrix that uses 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 YCSF requirement has been met or exceeded.

It is necessary to evaluate each option against the CSFs to ensure the preferred option successfully delivers the objectives. The number of flags has been used as the primary assessment regarding the options' ability to meet the required standard.

4.3.1.1 Option 1: Refurbishment

#	Critical success factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	This option maintains the status quo. The number of units does not increase, so while this does not negatively contribute to this CSF, there is an inability to meet housing demands and needs through this option.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	This option maintains the status quo meaning there is no diversification in the housing market which does not positively or negatively contribute to this CSF. As a result, there is an inability to provide the right type of homes to meet housing needs through this option.
3	The buildings should achieve a high standard of design and quality of new homes and communities	Refurbishment will contribute some improvements to the buildings' internal quality and design, but structurally, the design of the buildings will remain unchanged. This means the ability to incorporate lifts in the flat blocks is challenging.
4	The buildings should improve housing conditions and making best use of existing facility	The buildings' condition will be improved via refurbishment by making best use of the existing buildings. Some improvements in condition can be achieved from ongoing repairs but the extent of repair work required will not solve the overall condition of the buildings. Even with refurbishment work, the long-term condition and standard of accommodation is likely to deteriorate

#	Critical success factor	Options Response
		and could require redevelopment in the future.
5	Working with key partners to innovate and maximise available resources	There will be limited innovation through the refurbishment work. However, all trees will be retained meaning there should be a lower impact on the biodiversity of the estate.
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	Most properties will experience an uplift in EPC rating through the installation of sustainability features including LED lighting, double-glazed windows, heat pumps systems and mechanical ventilation for each property. Solar PVs are proposed for all buildings, but the number of PVs will vary by property type which can have an impact on EPC ratings. Additional loft insulation will also be added but the inability to install external wall insulation on the flats will impact their thermal efficiency. Therefore, the flats' EPC rating will not improve and align with the Council's low carbon ambitions.
7	The building should result in a reduction of planned and preventative maintenance costs compared to the current level	All planned maintenance will need to be carried out as part of the refurbishment work. However, by refurbishing the units there should result in a reduction in ongoing maintenance costs.
8	The buildings should provide a safe and secure environment for all residents and visitors	While the security of buildings can be improved, given the layout is not altered, areas such as alleyways, dead ends and garages that are conducive of anti-social behaviour may remain. Therefore, there would be little reduction in anti-social behaviour from refurbishment.
9	The building should be bought up to standard in terms of fire safety compliance	Any fire safety compliance issues within the buildings will be addressed as part of essential works.
10	The buildings should provide improved resident amenities and wider community benefits	The current amenities including the number of parking space and minimal open green space will not be improved through refurbishment as the layout of the estate is unchanged.
11	Improve the health and wellbeing of residents	The improvements to residents' health and wellbeing cannot be maximised through refurbishment. The need to decant residents in order to achieve refurbishment will impact residents' health and wellbeing due to the stress of moving. While there would be some improvements in the condition of units which would have associated health and wellbeing improvements, the ability to bring about

#	Critical success factor	Options Response
		significant long-term improvements is limited.

4.3.1.2 Option 2: Partial Redevelopment

#	Critical success factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	There is considerable improvement in the number of units provided increasing the number of units from 122 to 177 units on the estate of which 153 new units will be provided which has a positive impact on housing options in the area. By demolishing the central 8 houses, additional homes for individuals or families can be provided as there is a better use of land. However, the relationship between the new build units and existing houses means height and density cannot be maximised.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	There is a replacement of housing units with some additionality and diversification as a greater number of 3 bed units (flats, and terrace houses) can be provided to meet housing needs. This will help support a wider range of demographics including young people who find it difficult to get onto the housing ladder. The provision of additional accessible homes will also support older people as well as those with mobility issues. However, the increase in flats provided by this option does not meet the need for affordable 3 and 4 bed houses in the area. There is also a risk the area will be oversaturated by affordable flats given the East Barnwell site, located across the road from Ekin Road, will provide c.120 affordable flats.
3	The buildings should achieve a high standard of design and quality of new homes and communities	The new builds will likely be of a high standard of design and quality which will help better accommodate more residents in high-quality housing. The new units will be built to modern home standards and Cambridge City Council's Sustainability Housing Design Guidelines. Through improving the design and quality of buildings, residents' living experiences within the buildings will improve as a result. Aspects such as lifts which are desired by some residents can be incorporated more easily.

#	Critical success factor	Options Response
4	The buildings improve housing conditions and making best use of existing facility	Redevelopment of the majority of the estate will improve housing conditions in most units. All new builds will be constructed to modern day standards meaning on average across the estate there is overall a positive uplift in terms of housing standard for residents.
5	Working with key partners to innovate and maximise available resources	There are some opportunities to innovate and maximise resources in the redeveloped buildings. This option also maintains all category B trees, and plants over 30 new trees in varying types and sizes across the development. New trees are also proposed to the existing green verge along Wadloes Road to continue the line of existing planting. There is an inability to innovate and incorporate biodiverse roofs to create a balance between PV's and biodiversity within the estate. However, circa 12 category C trees will need to be removed on the estate.
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 redeveloped buildings will be built to a standard that aligns with the Cambridge Sustainability Housing Design Guide and the Council's low carbon ambitions. All undeveloped units will receive sustainability improvements during refurbishment work. This includes the installation of PV panels, mechanical ventilation, LED lighting and space heating and domestic hot water via heat pumps. This will support improving the energy efficiency of units which in turn could lower residents' energy bills.
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	It is assumed the general maintenance of redeveloped units will be lower than retained units but one-off maintenance payments for sustainable features will be higher. The retained houses will require ongoing maintenance and should eventually reach end of life.
8	The buildings should provide a safe and secure environment for all residents and visitors	The redesigned layout and orientation of the buildings and estate will create natural surveillance on all sides and over public spaces. Alleyways will be opened up with a small green space and garages, courtyards and dead ends to the west and centre of the estate will be removed, thus reducing the areas prone to anti-social behaviour. New and improved external lighting across the estate will also improve

#	Critical success factor	Options Response
		resident safety. Legibility can be increased through opening up the alleyways, extending roads to connect to the green verges along Wadloes Road and the new central green space that will increase connections between access points.
9	The building should be bought up to standard in terms of fire safety compliance	The redeveloped units will be built in accordance with the latest fire safety regulations and any fire safety compliance issues in the remaining buildings can be addressed as part of essential works.
10	The buildings should provide improved Resident amenities and wider community benefits	By redeveloping the centre of the estate, new amenities can be incorporated as well as improvements to the existing connections through the estate that will enhance the availability to local facilities for residents. New central green space, tree lined green corridor routes to the south of the estate that incorporate play elements and biodiverse green roofs on the flat blocks can be provided. This alongside appropriate height and massing will improve community amenities, resolve issues of overlooking and open the estate to the wider community and connect adjacent public spaces.
11	Improve the health and wellbeing of residents	The decanting of residents will be required which can induce stress and uncertainty as well as disrupt the community established on the estate. This will have knock-on impacts that can directly affect current residents' health and wellbeing. However, to minimise the associated impacts, residents who are decanted will be supported through the Council's decanting process. Existing residents could move to accommodation with improved living conditions, thus potentially having a positive effect on their health and wellbeing. Those living on the estate following redevelopment will benefit from improvements in housing condition, accessibility, wayfinding and open space which should create long-term health and wellbeing improvements.

4.3.1.3 Option 3: Full Redevelopment

#	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 significant increase in the number of units on the estate, increasing from 122 to 236 units, thus providing new housing stock in the market to help reduce housing demand in the area. By demolishing the 24 outer houses, a significant number of additional units can be delivered in its place. By completely redeveloping, height and massing can be maximised on the estate to facilitate greater development capacity.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	Full redevelopment will provide the greatest variety of new flats and houses to the local housing market. Some of this will be replacement but there is a significant amount of diversification from the additional units provided. These new units will be the right type of housing to meet people's housing needs. A large number are flats which will help support a wider range of demographics including young people who find it difficult to get onto the housing ladder. The provision of additional accessible homes will also support older people as well as those with mobility issues. However, the increase in flats provided by this option does not meet the need for affordable 3 and 4 bed houses in the area. There is also a risk the area will be oversaturated by affordable flats given the East Barnwell site, located across the road from Ekin Road, will provide c.120 affordable flats.
3	The buildings should achieve a high standard of design and quality of new homes and communities	All units on the estate will be new builds of a high standard of design and quality which will allow all residents living on the estate to benefit from more high-quality housing that better accommodates their needs. The homes will be built to modern home standards and Cambridge City Council's Sustainability Housing Design Guidelines. Through improving the design and quality of buildings, resident's living experiences within the buildings will improve as a result. Aspects such as lifts which are desired by some residents can be incorporated more easily.
4	The buildings should improve housing conditions and making best use of existing facility	Redevelopment of the entire estate will improve housing conditions for all units on the estate. All units will be new build,

#	Critical success factor	Options Response
		constructed to modern day standards meaning there is uplift in terms of housing standard for all residents on the estate.
5	Working with key partners to innovate and maximise available resources	Full redevelopment should provide opportunities for innovation, but it is assumed resources cannot be fully re-used. There is a small number of trees removed from estate, but all category B tree will remain. This allows the mature tree filled landscape to be utilised by placing homes within it. New trees will be planted throughout the estate in the pocket gardens and the public realm. The species selected will be resilient to climate change, visually interesting and support biodiversity.
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 on the estate will be built to a standard that aligns with the Cambridge Sustainability Housing Design Guide and the Council's low carbon ambitions. This will support improving the energy efficiency of units which in turn could lower residents' energy bills.
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	General maintenance of the new builds will be required but it is likely to be lower than the current buildings on the estate. However, the specialised sustainability maintenance could be higher.
8	The buildings should provide a safe and secure environment for all residents and visitors	Safety around the estate should improve through increased surveillance, secure boundary treatment to provide secure block access and removal of anti-social prone area such as alleyways and garages. Gateway buildings will help improve legibility and wayfinding while the orientation of the new buildings provides natural surveillance over the central green to provide a safe public realm for residents.
9	The building should be bought up to standard in terms of fire safety compliance	All buildings on the estate will be built in alignment with the latest fire safety regulations.
10	The buildings should provide improved resident amenities and wider community benefits	By redeveloping the whole estate, there is a greater ability to provide more extensive amenities and community benefits. A larger central green, play area and green walk. The linking green routes will increase not only biodiversity on the estate but provide additional open space and clear cycle and pedestrian paths for residents and visitors. These green routes will also be car-free so residents and the

#	Critical success factor	Options Response
		community can safely and easily get to and enjoy.
11	Improve the health and wellbeing of residents	This option requires the full decanting of residents which will impact current residents' health and wellbeing due to the associated stress and uncertainty from moving that will impact resident's lives. As well as the loss of their home, residents could lose their community and support networks. To minimise the associated impacts, the Council has a comprehensive decanting process to support tenants in finding a new home. Homeowners will also be supported throughout the process. Therefore, this option ultimately has a significant short-term impact on current residents but creates future long-term improvements across the whole estate. Both new and existing residents' health and wellbeing could benefit in the long-term from improved living conditions. There will also be improvements in accessibility, outdoor space, and safety which will have positive impacts.

The critical success factor evaluation uses the 11 Critical Success Factors identified from the strategic objectives and vision of the Council to assess the three shortlisted options on a qualitative basis. The summary of the overall RAG for the shortlisted options is summarised in the table below.

#	Critical success factor	Option 1 (Refurbishment)	Option 2 (Partial)	Option 3 (Full)
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	Red	Yellow	Green
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	Red	Yellow	Yellow
3	The buildings should achieve a high standard of design and quality of new homes and communities	Yellow	Green	Green
4	The buildings should improve housing conditions and making best use of existing facility	Yellow	Green	Green

#	Critical success factor	Option 1 (Refurbishment)	Option 2 (Partial)	Option 3 (Full)
5	Working with key partners to innovate and maximise available resources	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	Yellow	Green	Green
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	Yellow	Yellow	Green
8	The buildings should provide a safe and secure environment for all residents and visitors	Red	Green	Green
9	The building should be bought up to standard in terms of fire safety compliance	Green	Green	Green
10	The buildings should provide improved resident amenities and wider community benefits	Red	Green	Green
11	Improve the health and wellbeing of residents	Yellow	Yellow	Yellow

Based on the strategic analysis of each option against the CSFs, Option 1 (Refurbishment) has four red flags and has been discounted as a viable option. By retaining all buildings, it would comprise the potential opportunities on the estate to improve the number of units, the diversification of the housing market and the quality and condition of homes across the estate. While the buildings would have improved energy performance and some improvements in condition from refurbishment work, the extent of the work required will not solve the overall condition of the buildings, particularly in the flat blocks which are at the end of their useful life. This would impact residents' health and wellbeing. Refurbishment has a small impact on residents' health and wellbeing from decanting but in the long term, issues relating to health and wellbeing will remain.

Option 2 (Partial Redevelopment) has no red flags and can achieve six CSFs fully and five partially through improving the overall condition and quality on the estate through redeveloping the majority of units and refurbishing the retained houses to a better standard. Though it must be noted, at some point in the future the retained units will reach end of life and may require redevelopment. Redevelopment of the majority of the estate can support wider placemaking improvements by provisioning a larger outdoor space for residents and removing some of the areas prone to anti-social

behaviour including the dead-ends and alleyways. By removing these areas, not only would safety improve on the estate but also wayfinding and legibility. However, there were some limitations from the exclusion of the outer low-density buildings as infill development limits the overall house gains on the estate and therefore the extent of the benefits for residents and the wider community.

Option 3 (Full Redevelopment) has the potential to achieve the most CSFs (8 fully, 3 partially). Full redevelopment has the greatest immediate impact on the health and wellbeing of residents due to the need for decanting. This will be a positive impact for some (who are keen to move) and a negative impact for others (who do not want to move). Once a decision is made, residents will be able to move, ending the uncertainty surrounding redevelopment and the residents who are decanted will be supported throughout the process. The long-term health and wellbeing impacts are positive due to the ability to provide a complete, positive transformation of the estate. All buildings would be redeveloped into modern, high-quality housing that meet the needs of residents from a quality, sustainability, and accessibility perspective by aligning with the Cambridge Sustainable Housing Design Guide. New resident amenities and improved safety can be provided across the estate through a new large outdoor space for residents and the wider community to enjoy and the removal of areas prone to anti-social behaviour. This would have an overall positive impact on long-term health and wellbeing for both residents and the wider community. The limitation of the full redevelopment option is the need to decant residents, but support would be provided to help with relocation and minimise disruption.

4.3.2 Implementation Evaluation

There are two options to consider for the implementation of the three shortlisted options. It is assumed both partial and full redevelopment should be phased in the same manner.

The phasing options are:

Option 1 (Refurbishment)		Options 2 (Partial) & 3 (Full)	
<u>Single Phase:</u>	<u>Multiple Phases:</u>	<u>Single Phase:</u>	<u>Multiple Phases:</u>
All the required services could be delivered in a rolling programme	Refurbishment completed in separate phases	All the required services could be delivered within one, single phase of the project.	Phased redevelopment in two stages

To determine the viability of the implementation options, we considered the advantages and disadvantages.

4.3.2.1 Option 1: Refurbishment

Phasing Options	Advantages	Disadvantages
Single Phase	<ul style="list-style-type: none"> • There is a timing advantage of delivering the scheme in one phase as the speed of delivery will most likely be quickest with this option compared to the Council's current maintenance programme. • There could be cost efficiencies as a quicker rolling programme could have lower overall costs. • Ability to refurbish multiple units alongside one another to reduce disruption and shorten the timeline of delivery. • Potential ability to use completed blocks as permanent accommodation for tenants. 	<ul style="list-style-type: none"> • There is a risk of a lack of availability of suitable housing. • Potential lack of available of construction workers to carry out all the work within a single timeframe. • Some of the part of the estate may not be available for refurbishment at the same time as others. • Potentially longer vacant periods for properties meaning there is a risk of rent loss and vandalism/theft
Multiple Phases	<ul style="list-style-type: none"> • A phased approach would enable work to begin on vacant parts of the estate while more work can be done to unlock other parts of the estate for refurbishment. • A longer-phased decanting of residents allows for the opportunity to use completed blocks as permanent accommodation for residents. This will allow some residents to remain on the estate, thus decreasing the impacts of decanting. 	<ul style="list-style-type: none"> • There may be negative implications for existing tenants who will remain on the estate while the other phases are being delivered. • Some of the estate may remain undeveloped for some time which could cause issues from residents who want to move. • Longer construction timeline with each phase requiring separate pre-construction processes.

It was assumed the refurbishment option should be completed in a single phase. Opting for a single phase in a rolling programme allows for a quicker delivery compared to the Council's current maintenance programme which will improve cost-effectiveness and minimises long-term disruption. All refurbishment work required for a building could be completed at the same time so the timeframe can reduce. Tenant relocation would be required given the type of refurbishment work, but it can be aligned with the refurbishment programme which could allow some residents to be decanted within the estate. Therefore, not only is the rolling programme the faster option but also minimises work costs and inflation and provides lower long-term disruption to residents. To ensure the estate is ready for work to commence, appropriate time prior should be given to ensure residents are successfully decanted. There should be a suitable stock of properties in the Cambridge area available at the time to facilitate decanting. Ultimately, choosing a single-phase refurbishment is a strategic decision that optimises efficiency while prioritising the needs of residents.

4.3.2.2 Options 2 & 3: Redevelopment

Phasing Options	Advantages	Disadvantages
Single Phase	<ul style="list-style-type: none"> • The timing advantage of delivering the scheme in one phase as the speed of delivery to the end state will most likely be quickest with this option. • In an all-affordable redevelopment scheme, there is a stronger ability to secure full grant funding in a single all-affordable phase. • There would be cost efficiencies as a single phased redevelopment scheme could have lower overall costs compared to a phased approach. • Reduced disruption as a single phased approach will have a shorter timeline 	<ul style="list-style-type: none"> • Greater peak funding and debt costs through the presence of high upfront costs. • Limited ability to successfully decant all residents in the same period as there could be a risk of a lack of available housing. • Availability of construction workers to carry out all the work within a single timeframe cannot be guaranteed. • Some parts of the estate would not be available for redevelopment at the same time as others due to tenure. This can cause delays in work commencement due to the need to secure a vacant possession. • Constraints on providing access to Ekin Close for the duration of the work. • Risk of oversupplying the market with market homes in a full redevelopment market-led scheme which can lower the profitability of the scheme.

Phasing Options	Advantages	Disadvantages
Multiple Phases	<ul style="list-style-type: none"> • Potential cross-subsidy across the estate whereby the value achieved from the first phase can enable the delivery of the second phase. • Some parts of the estate may not be available to redevelop immediately due to existing tenancies, decanting constraints and accessibility to Ekin Close. A phase approach would enable the work to begin on parts of the estate that can be redeveloped immediately while more work can be done to unlock other parts of the estate. • Greater flexibility for the Council and development partner • There will be a lower impact to Ekin Close as only one phase of the work would impact access. • A phased approach allows for a phased decant of residents. • Ability to decant residents into the completed buildings from phase so residents can remain on the estate. • Dispersing costs for the Council and development partner so peak funding and debt should be lower. • Ability to achieve greater unit pricing uplift in the second phase. 	<ul style="list-style-type: none"> • There may be negative implications for residents who are part of phase 2 as they may have to remain on the estate while the other phase is being brought forward for delivery. • Some of the estate may remain undeveloped for some time which could cause issues for residents who want to move. • Coordination complexities given the scale of the project – effective coordination and communication across the stakeholders is required. • Disruption issues could arise with the undeveloped adjacent properties. • Potential heightened security risk for residents who are part of the later phases. • Longer construction timeline with each phase requiring separate pre-construction processes.

A phased redevelopment was assumed as it offers the advantage of greater flexibility for the Council and developer in the project timeline if some areas of the estate are not ready for redevelopment while prioritising resident decanting. This would minimise disruption and impact on residents and the surrounding properties such as Ekin Close. Residents can be decanted in phases meaning there is potential to be decanted into completed units from phase 1, thus minimising the number of residents leaving the estate. This could reduce the impacts on residents while allowing for lower costs and greater unit price uplift. Costs can be dispersed and units in phase 2 could achieve a higher value, thus allowing for a more sustainable financial model. Therefore, from a practicality and financial perspective, a phased approach to the development options was preferred.

4.3.3 Delivery Evaluation

There are a range of delivery routes available for Cambridge City Council to deliver the shortlisted options. Delivery routes were divided into redevelopment and refurbishment as it is assumed

regardless of which shortlisted options is selected, the delivery model for redevelopment and/or refurbishment elements are the same.

Options 2 (Partial) & 3 (Full)			Option 1 (Refurbishment)
1	2	3	1
Cambridge City Council self-deliver via procuring a contractor	Joint Venture (JV) with a development partner	Disposal of the land to a developer	Cambridge City Council manage the contractors

4.3.3.1 Options 2 & 3: Redevelopment Route

The three proposed delivery routes for the redevelopment options were evaluated against 10 key criteria:

	Critical factor	success	CCC Self-deliver	JV partnership	Disposal	Commentary
1	Cost burden on Cambridge City Council <i>What is the cost burden on Cambridge City Council?</i>					<p>Schemes delivered in-house with Cambridge City Council have been delivered at a lower cost, but required significant management input from the Council which was not reflective in the cost burden.</p> <p>In a JV partnership, Cambridge City Council would share the cost with the development partner. The Council would not have to cashflow the planning risk, nor provide any running costs. The JV partner would provide the forward funding to progress planning and design as well as the cost of delivery.</p> <p>Disposing of the land would have the lowest cost burden on the Council.</p>

	Critical success factor	CCC Self-deliver	JV partnership	Disposal	Commentary
2	<p>Housing Objectives</p> <p><i>How well does each route achieve Cambridge City Council Housing objectives?</i></p>				<p>Using a development partner via a JV partnership will ensure alignment with Cambridge City Council's housing objectives through the greater certainty in the scheme's design and housing mix.</p> <p>Self-delivering could mean the Council achieve a higher percentage of their housing objectives due to the level of control and input allowed in the scheme's design, but this is subject to viability.</p> <p>Disposing of the land to a developer would reduce the Council's input into the outcome of the scheme.</p>
3	<p>Cambridge City Council Control</p> <p><i>How much control does Cambridge City Council maintain?</i></p>				<p>Schemes delivered in-house allow Cambridge City Council to maintain full control of the development and its outcome which would allow the Council to achieve their objectives and vision for the estate.</p> <p>A JV partnership offers the Council a satisfactory level of control over the scheme through collaboration with the development partner over the scheme.</p> <p>Disposing of land to a developer would reduce control over planning, timings and the type of scheme delivery.</p>
4	<p>Planning Risk</p>				<p>In the event of self-delivery Cambridge City Council would hold all the planning risks of the development.</p>

	Critical success factor	CCC Self-deliver	JV partnership	Disposal	Commentary
	<i>What level of planning risk will Cambridge City Council have?</i>				<p>Through forming a JV partnership with a development partner, the planning risk would be shared, and the Council could benefit from commercial risk management delivered by the development partner.</p> <p>Disposing the land would carry no planning risk unless the Council retained the land.</p>
5	<p>Development Risk</p> <p><i>What level of development risk will Cambridge City Council have?</i></p>				<p>In the event of self-delivery Cambridge City Council would hold all the development risks.</p> <p>Through using a JV, the development risk would be shared with the development partner as both parties would be involved in the management of the scheme's delivery.</p> <p>Disposing of the land would carry no development risk for the Council.</p>
6	<p>Resourcing / expertise</p> <p><i>What level of resource would Cambridge City Council have access to?</i></p>			N/A	<p>Self-delivering hinders the Council's ability to benefit from a development partner's expertise in the pre-contract stage as they may have to take on a degree of design liability for works prior.</p> <p>In terms of in-house expertise, the capacity of the Council has self-developed, but the past projects have been small scale and required a substantial level of management resource throughout the development process. By forming a JV partnership with a development partner, Cambridge City Council and the Housing Development Agency (HDA) can benefit from</p>

	Critical success factor	CCC Self-deliver	JV partnership	Disposal	Commentary
					<p>their commercial and delivery expertise as well as resourcing for the project.</p> <p>The need for accessing skills when disposing of land is not applicable.</p>
7	<p>Speed of delivery</p> <p><i>How fast can the scheme be delivered?</i></p>				<p>Self-delivering or using a JV partnership could require a procurement process which can be complex and time consuming. This could impact delivery.</p> <p>Disposing of the land would provide little certainty over delivery and timescales. There could also be an issue if a CPO is required because of an inability to demonstrate delivery.</p>
8	<p>Return (profit share)</p> <p><i>What profit share will Cambridge City Council receive?</i></p>				<p>Both a JV partnership and self-delivery provides development profits of varying degrees upon the completion of the scheme.</p> <p>In a 50:50 JV partnership with a development partner, Cambridge City Council would receive a proportion of the development profit while self-delivery would allow all development profits to be retained within the Council.</p> <p>Disposing of the land could provide an opportunity to share an element of the profit depending on the agreement with the development partner.</p> <p>However, if the scheme produced a deficit for the</p>

	Critical success factor	CCC Self-deliver	JV partnership	Disposal	Commentary
					parties, a profit share is not applicable.
9	Return (land receipts) <i>What land receipts will Cambridge City Council receive?</i>				<p>Depending on the JV partnership structure, the Council may receive a land receipt.</p> <p>Disposing of the land typically means the developer would purchase the land in return for a receipt.</p> <p>Self-delivering and retaining the land as Council-owned would not produce a land receipt for the Council.</p>
10	Market appetite <i>How strong is the market appetite for the project?</i>				<p>There is a strong market appetite across the three options as development land in Cambridge is scarce. This means the Council are in a strong position to either dispose of the land or secure a development partner.</p> <p>In the event of self-delivering the project, there would also be strong appetite from contractors to be involved in the development of the units.</p>

Key: Unfavourable (Red), Some favourability (Amber), Favourable (Green)

Using a JV with a development partner has been assumed as the delivery option for the Council. This delivery route allows the Council to share the risk and delivery liability with the development partner, who would be responsible for the resourcing, funding, and delivery of the scheme in alignment with the Council's objectives and vision. The Council can also benefit from the development partner's expertise and experience to both develop their inhouse capabilities and work in conjunction with the Council's experience in supporting resident decanting. This allows for accelerated development and delivery while minimising council risk. The Council would also be

able to retain a satisfactory level of control and have certainty in the scheme's design, delivery, and timing while receiving returns in the form of a land receipt and a share of the development profit depending on the final scheme. Therefore, for options requiring redevelopment, a joint venture with a development partner is the assumed delivery route due to the lack of control over the development outcome by disposing of the land and the inability for the Council to self-deliver a project of this nature.

4.3.3.2 Option 1: Refurbishment Route

It has been assumed Option 1 would be delivered by the Council who can self-manage the refurbishment work using contractors. As this is the standard delivery route used for all council maintenance and refurbishment work, this delivery route did not require evaluation. For full details regarding how the refurbishment option would be delivered by the Council please refer to the Commercial Case.

4.3.4 Environmental Impact Appraisal – Carbon Assessment

Given CSF 6 relates to delivering energy efficiency criteria, new zero housing stock and reducing energy usage and sustainability was identified as top priority for residents in the survey, a separate carbon assessment has been conducted. This section provides a deeper dive into how the different options within Stage 2 were 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.

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

4.3.4.1 Assumptions

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

Scenario	Option 1 (Refurbishment)	Option 2 (Partial)	Option 3 (Full)	Commentary
Units	122	177	236	Breakdown by unit type
Area (m ²)	7,472	12,763	16,986	Residential floor area for refurbishment based on sampled EPCs. Accommodation schedules used for Residential floor area in other scenarios
Energy Intensity (kWh/m ²)	144	60	49	Blended energy intensity based on predicted EPCs for refurbished and new units
Area Refurbished (m ²)	6,614	1,092	0	Assumed that all retained buildings were refurbished except for freehold houses
Embodied Carbon (kgCO ₂ e/m ²) Refurbishment	330			Refurbishment targets MEP, Internal Finishes and Façade – assumed 33% of whole building embodied carbon (LETI Embodied Carbon Primer, Figure 8.2) built to 2021 Good Practice Benchmark (1,000 kgCO ₂ e/m ² – RIBA 2030 Climate Challenge)
Area Developed (sqm)	0	10,891	16,986	Floor area for all new buildings
Embodied Carbon (kgCO ₂ e/m ²) Development	800			New builds assumed to be built to a RIBA 2025 Target Standard (800 kgCO ₂ e/m ² – RIBA 2030 Climate Challenge)
Electricity Emission Factors (kgCO ₂ e/kWh)	<ul style="list-style-type: none"> • 0.207 • 0.01792 			UK Government GHG Conversion Factors for Company Reporting 2023: <ul style="list-style-type: none"> • Grid Electricity • Transmission & Distribution Losses
Electricity Price (p/kWh)	34			Average UK Electricity (34p) and Gas Price (10p) Electricity rate has been used for analysis
Carbon Price Low (£/tonne)	95			GLA London Plan
Carbon Price High (£/tonne)	121			HM Treasury Green Book

Floor areas and energy intensity for existing units calculated based on sampled representative EPCs:

- Flats: 18a Ekin Road (241 kWh/m²)
- Houses: 41 Ekin Road (240 kWh/m²)
- Bungalows: 83 Ekin Road (238 kWh/m²)
- Maisonettes: 3 Ekin Walk (207 kWh/m²)

New building floor areas aligned to accommodation schedules for each scenario.

Energy intensity for refurbished units have been calculated on predicted EPCs ratings aligned with modelled building improvements:

- Flats: EPC C73 (179 kWh/m²)
- Houses: EPC B91 (41 kWh/m²)
- Bungalows: EPC A95 (17 kWh/m²)
- Maisonettes: EPC B83 (127 kWh/m²)

It is noteworthy that the energy intensity for Flats and Maisonettes is significantly higher than that of houses and bungalows, which is largely due to ability to install PVs on the roofs of Houses and Bungalows. Furthermore, due to the smaller roof area to floor area ratio of multi-floor buildings, the impact of PVs for each unit's energy efficiency is limited.

For new buildings, the energy intensity has been aligned with the performance of recent developments built to a similar standard:

- Houses: EPC A90 (33 kWh/m²) – blended representative EPCs for Five Tree Court 1-12
- Flats: EPC B86 (55 kWh/m²) – blended representative EPCs for Tottenhoe Court 29, 30 and 31

Operational energy consumption was calculated based on the above energy intensity assumptions applied to the floor areas in each scenario. Operational energy consumption was converted into location-based carbon emissions using UK Government GHG Conversion Factors for Company Reporting 2023. The Government's 'Environmental reporting guidelines' require that Scope 2 electricity emissions are reported using location-based emission factors, therefore the specific electricity tariff (market-based emissions) to be procured for this development was not included in these calculations. While the emission factors used for this appraisal are specific to 2023, it is understood that the grid will continue to decarbonise, and the operational emissions of the scheme will continue to decrease year-on-year. However, this projected decarbonisation of the grid will affect the operational emissions for all options equally and will not have a significant impact on the appraisal.

Whole life embodied carbon assumed to be 330 kgCO₂e/m² for refurbishments, and 800 kgCO₂e/m² for new developments. The benchmark for refurbishments has been developed by assuming that a portion of the building equivalent to 33% of the whole life embodied carbon (MEP, internal finishes and façade) will be redeveloped to RIBA 2021 good practice benchmark standard. The benchmark for new developments is in line with the assumption that sustainable methodologies will be used and materials will be retained on site where possible in alignment to RIBA 2025 target for residential buildings. The benchmarks have been chosen based on the best information available at this stage and will need to be recalculated at every stage of the development and upon completion in order to determine accurate figures – design choices, material availability and other factors will cause variations to embodied carbon figures throughout the development process.

4.3.4.2 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.

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.

It was assumed that for both Option 1 and Option 2, the Freehold Houses will remain untouched. Refurbishing these houses has the potential to yield up to 15% additional operational carbon savings at the expense of more embodied carbon.

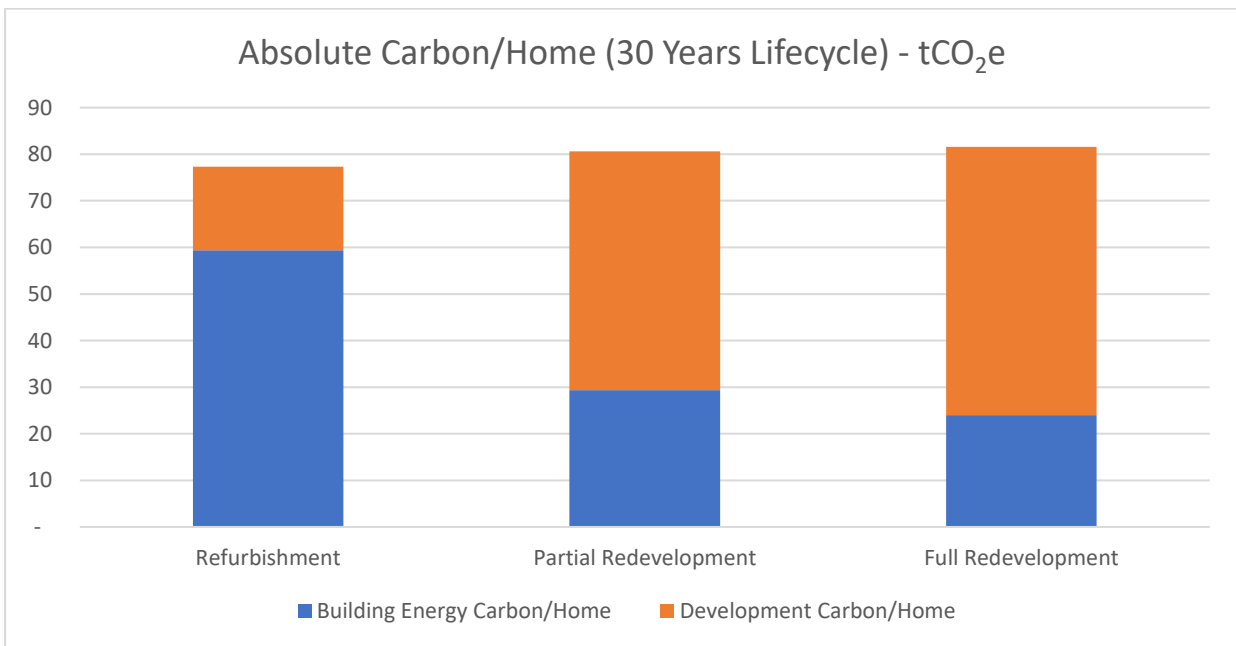
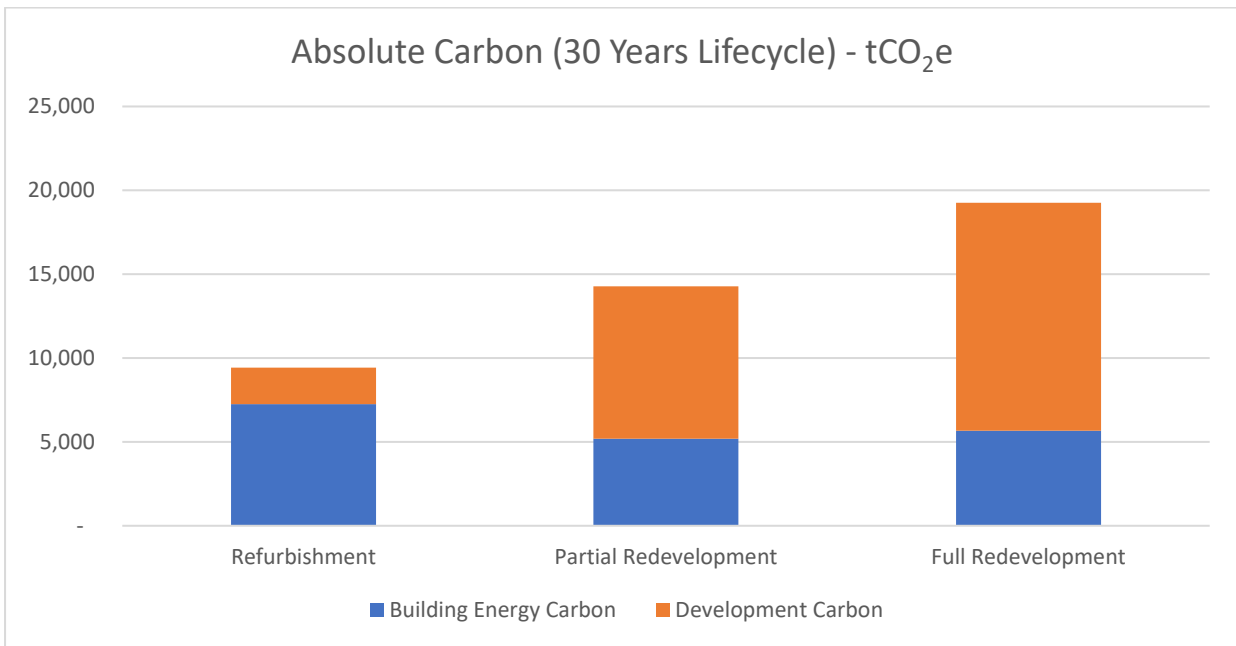
4.3.4.3 30-year model

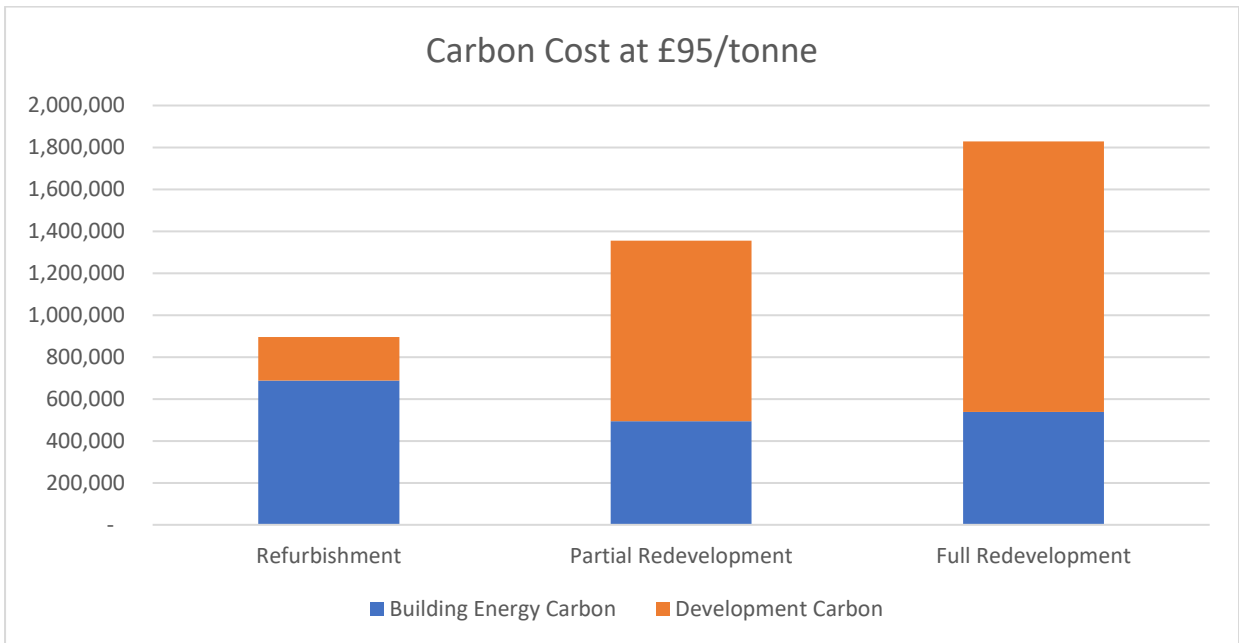
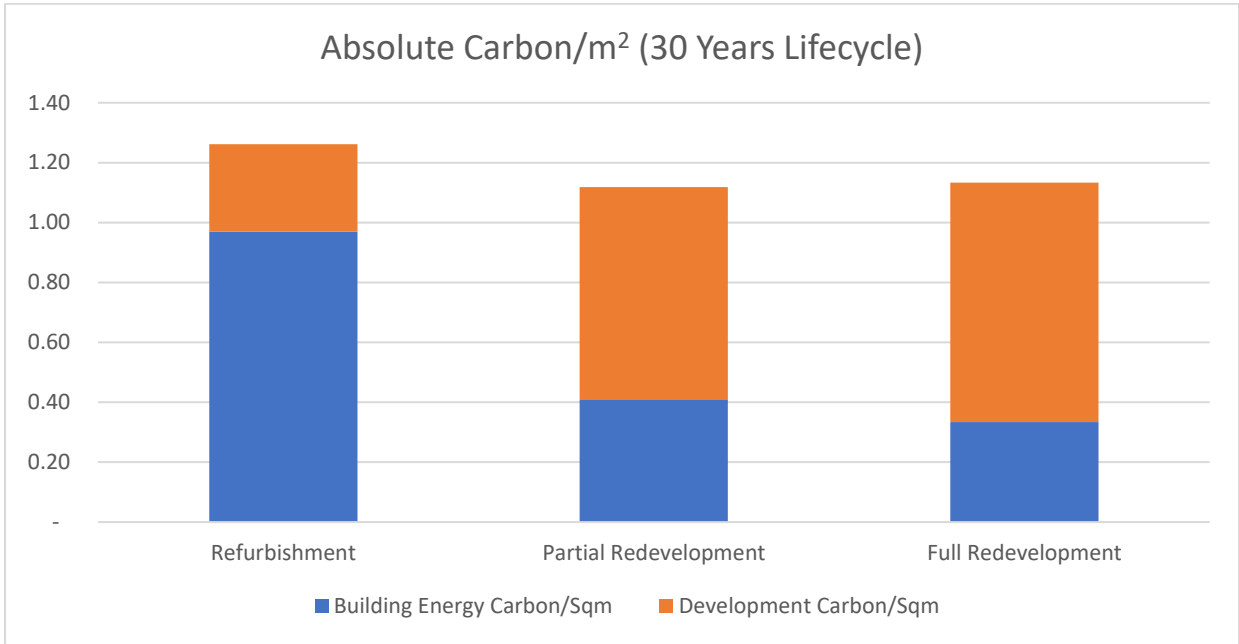
Absolute Carbon (tCO₂e)	Option 1 (Refurbishment)	Option 2 (Partial)	Option 3 (Full)
Building Energy Carbon	7,245	5,199	5,666
Development Embodied Carbon	2,183	9,073	13,589
Total Carbon (tCO₂e)	9,428	14,272	19,255

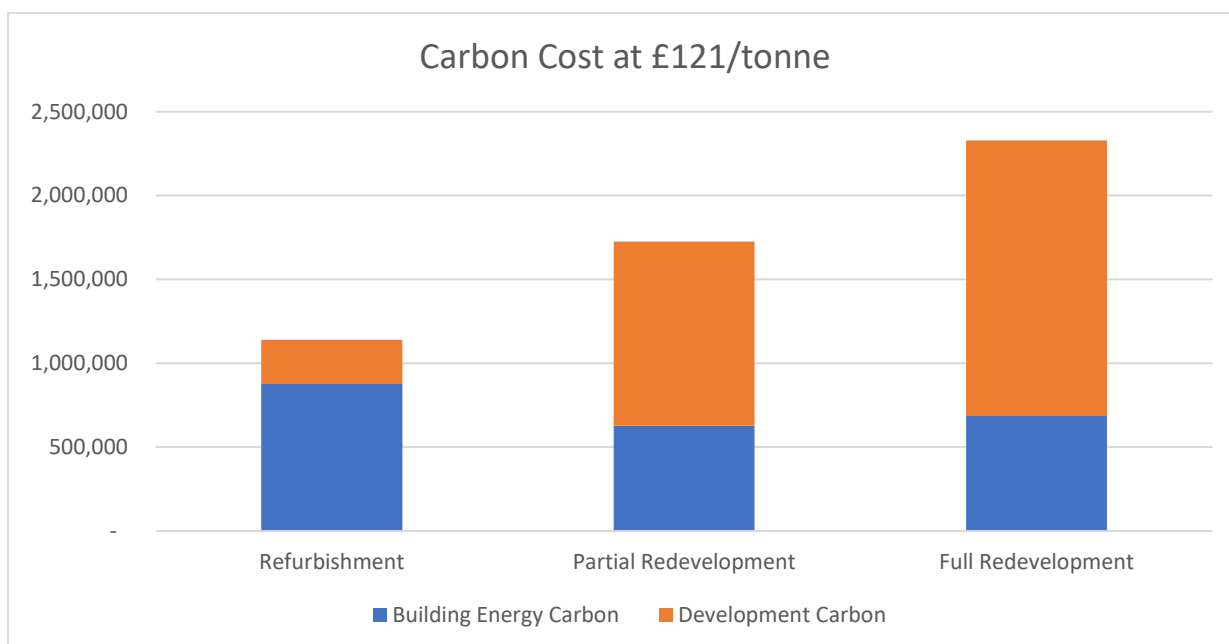
Carbon/Unit (tCO₂e)	Option 1 (Refurbishment)	Option 2 (Partial)	Option 3 (Full)
Building Energy Carbon	59	29	24

Development Embodied Carbon	18	51	58
Total Carbon (tCO₂e)	77	81	82

Carbon/m² (tCO₂e)	Option 1 (Refurbishment)	Option 2 (Partial)	Option 3 (Full)
Building Energy Carbon	0.97	0.41	0.33
Development Embodied Carbon	0.29	0.71	0.80
Total Carbon (tCO₂e)	1.26	1.12	1.13







Energy Cost (£)	Option 1 (Refurbishment) £'000	Option 2 (Partial) £'000	Option 3 (Full) £'000
Operational Energy	10,953	4,883	3,998
Savings over Base Cost	7,568	13,052	13,333

4.3.4.4 Carbon Impact Summary

- **Option 1: Refurbishment**

This is the lowest absolute carbon option due to the relatively low embodied carbon profile combined with energy efficiency improvements, especially to Houses and Bungalows where installation of rooftop PVs significantly improve operational energy figures. However, while the Flats and Maisonettes also benefit from significant energy efficiency improvements, energy intensity remains high. This option also does not provide any additional homes as no new units are incorporated.

- **Option 2: Partial Redevelopment**

Partial Redevelopment is the middle option with regards to absolute carbon. Both in absolute terms and per unit, this option offers significant operational improvement due to further reductions in energy intensity for Flats when compared to refurbishment while offering a large increase in housing units within the development. This option, however, will have a much higher embodied carbon footprint due to the large number of new units being developed.

- **Option 3: Full Redevelopment**

This option produces the highest absolute carbon figures, largely due to the increase in housing units created. This option has a slightly lower absolute carbon footprint per unit and per floor area to Partial Redevelopment but has a slightly higher embodied carbon footprint due to the % of new buildings on the estate. This option produces the highest number of housing units with the lowest operational carbon footprint per unit of all options. Due to the high number of new units being developed, this option has the highest embodied carbon footprint and the highest absolute carbon footprint overall.

- **Overall Carbon Impact Assessment**

The balance of highly efficient homes will have a positive effect due to increasing the number of carbon-efficient housing units within the Council. Refurbishing or redeveloping houses will have a very positive operational carbon impact due to the roof area available to install PVs. New Flats will provide a high number of energy efficient housing units but will not be able to achieve the same energy efficiency as Houses due to the limited rooftop area available to install PVs. Overall, Option 3 produces the best operational carbon performance and the highest amount of residential floor area while compromising on embodied carbon and producing a marginally higher footprint per unit than Option 2. Both Option 2 (partial and Option 3 (full) produce a better overall result per floor area.

4.4 Benefits Cost Appraisal

A Benefits Cost Ratio (BCR) is a tool that has been adopted from HM Treasury's appraisal guidance and looks at the public sector and broader economy benefits. The BCR is a ratio used to summarise the overall relationship between the relative costs and benefits of each shortlisted option as each differs in timing, risk, cost and benefit delivery. If a project has a BCR greater than 1, the project is expected to deliver positive social value with the costs being outweighed by the benefits.

4.4.1 Stage 1 – BCR Analysis

In Stage 1, a high-level benefit-cost analysis was conducted to identify the high-level public sector and broader economy benefits and the associated beneficiaries. Through the consideration of additionality over what is current being provided and redevelopments that includes social housing, three benefit themes were identified:

- 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

There are both quantitative and qualitative benefits within each theme. Some benefits are for the 'all economy' and others are for the public purse. The definitions of these benefit types are detailed below:

- All Economy – benefits that will directly affect the local Cambridge economy and potentially have a multiplier effect on the wider economy.
- Public Purse – benefits generated that will directly benefit Council or the National Government by taxation or other means.

4.4.2 Stage 2 – BCR Analysis

In Stage 2, an in-depth benefit-cost analysis was conducted that includes the calculation of the BCR. The BCR analysis includes:

- An assumptions log that drives the cost benefit analysis for socio-economic benefits
- A cost benefit analysis considering the deadweight (do nothing/minimum) scenario and the additionality (incremental benefits), leakage, substitution, multiplier and displacement of the options
- The BCR result
- Sensitivity analysis and optimism bias to demonstrate impact of changes to cost inputs/benefit outputs.

The principle taken was one of additionality. The rationale behind this approach is that the Ekin Road Estate in its current form and layout requires improvement and no longer represents the best possible accommodation offering for residents. Therefore, the improvements provided by each option are based on addressing the current issues on the estate and providing additional wider benefits such as providing additional homes for people. It is anticipated that any additional units created will be backfilled by existing demand in the residential market.

4.4.2.1 Quantitative Benefits

The high-level benefit themes identified in Stage 1 have been developed to identify specific benefits within each theme. In calculating the specific benefits, we used benchmarks and local market data as well as the expertise of the JLL Residential team to align our assumptions.

The quantitative benefits included in this analysis are:

- Additional Council Tax Receipts

- Increase in local spend from workers during the duration of the works
- Increase in local spend from new residents
- SDLT and proceeds from the sale of new homes
- Rental income from new units
- Increase in land values of the surrounding areas
- Reduction in damp related health costs
- Reduction in anti-social behaviour
- Grant receipts

These benefits were considered over a 30-year period. The table below summarises the result of the BCR analysis for each of the shortlisted options, categorising the benefits into two types: All Economy and Public Purse. The two categories of benefits are combined and highlighted in the BCR calculations. The benefits for each option are then divided by the estimated development cost for each option to determine the ratio.

4.4.2.2 BCR Calculations

Separate BCR calculations were prepared for each of the three options (including calculations for Affordable and Market) for the partial and full development options.

• Option 1: Refurbishment BCR

Benefit Theme	Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit	
1	Employment generation from construction	Job creation related to contractors appointed for the site development	Assumed 50% of net salary of c.£40k will be spent locally	All Economy	972,494	972,494
			Income Tax and NI Contributions based on under 65-year-old employee	Public Purse	551,252	551,252
2	Reduction in Damp related health costs	Insulating the flats and upgrading windows will reduce damp and the related NHS and society costs as a result	A reduction in damp, prevalent in the flats and bungalows, will reduce the related NHS and Society costs related to illness caused by damp conditions in poor quality housing.	Public Purse	142,961	142,961
Total value of benefits				1,666,707	1,666,707	
Present value of All Economy benefits				2,435,524	4,772,434	
Present value of Public Purse benefits				1,504,034	3,840,944	
Present value of Costs				27,731,165	27,731,165	

Benefit Theme	Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit
BCR for All Economy				0.09	0.17
BCR for Public Purse				0.05	0.14

• **Option 2: Partial Redevelopment Affordable Housing BCR**

Benefit Theme	Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit	
1	Increase in Council Tax receipts	Assumed that the increase in the condition and quality of units will result in additional units that have to pay Council Tax	RIBA 2025 consumption target x current electricity price less current consumption EPC E level	All Economy	806,623	4,964,678
2	Reduction in anti-social behaviour	The antisocial behaviour is resulting in additional cleaning costs which will be reduced in the new development.	Current cost per unit per annum x 5%	Public Purse	80,583	495,981
3	Employment Creation	Job creation related to contractors appointed for the site development	Assumed 50% of net salary of c.£40k will be spent locally	All Economy	2,654,542	2,654,542
			Income Tax and NI Contributions based on under 65-year-old employee	Public Purse	1,504,710	1,504,710
		Assumed additional homes will have economically active adults spending money in the local economy	1.5 economically active people per additional home spending 50% in the local economy and all new people living on the estate will be originally non-local people	All Economy	6,483,877	30,527,816
4	Reduction in Damp related health costs	Insulating the flats and upgrading windows will reduce damp and the related NHS and society costs as a result	A reduction in damp, prevalent in the flats and bungalows, will reduce the related NHS and Society costs related to illness caused by damp conditions in poor quality housing.	Public Purse	146,690	146,690
5	Uplift in land value of surrounding units	The improvement in the condition and quality of units will cause an uplift in land value	Assumed 50% of the households with 1 mile are within 750m of the estate and will benefit from a 3% value uplift	All Economy	1,523,731	1,523,731

Benefit Theme	Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit	
	of surrounding properties					
6	Grant receipts	Grants from Homes England for new or replacement units in an affordable housing scheme	Assumed Council will receive sale receipts from the market units	Public Purse	12,810,265	12,810,265
7	Rental Income	Rental income from the additional units	Assumed the additional units will have a £ average rental income per unit	Public Purse	7,802,094	41,645,298
Total value of benefits						
Present value of All Economy benefits				33,813,116	96,273,711	
Present value of Public Purse benefits				23,150,966	61,567,622	
Present value of Costs				57,584,793	58,679,741	
BCR for All Economy				0.59	1.64	
BCR for Public Purse				0.40	1.05	

- **Option 2: Partial Redevelopment Market BCR**

Benefit Theme	Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit	
1	Increase in Council Tax receipts	The additional units will generate additional Council Tax receipts	New build houses will pay CT Band D and new flats will pay CT band C	Public Purse	995,085	5,153,140
2	Reduction in anti-social behaviour	The antisocial behaviour is resulting in additional cleaning costs which will be reduced in the new development.	Current cost per unit per annum x 5%	Public Purse	201,627	617,025
3	Employment Creation	Job creation related to contractors appointed for the site development	Assumed 50% of net salary of c.£40k will be spent locally	All Economy	3,308,199	3,308,199
			Income Tax and NI Contributions based on under 65-year-old employee	Public Purse	937,616	937,616
		Assumed additional homes will have economically active adults spending money in the local economy	1.5 economically active people per additional home spending 50% in the local economy and all new people living on the estate will be originally non-local people	All Economy	-	-

Benefit Theme		Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit
4	Stamp Duty from sales	Assumed Stamp Duty is payable on all market sales units	Assumed the better-quality units will not require as much ongoing maintenance	Public Purse	543,117	543,117
5	Reduction in Damp related health costs	A reduction in damp, prevalent in the flats and bungalows, will reduce the related NHS and Society costs related to illness caused by damp conditions in poor quality housing.	A reduction in damp, prevalent in the flats and bungalows, will reduce the related NHS and Society costs related to illness caused by damp conditions in poor quality housing.	Public Purse	334,638	334,638
6	Uplift in land value of surrounding units	Assumed 50% of the households with 1 mile are within 750m of the estate and will benefit from a 3% value uplift	Assumed 50% of the households with 1 mile are within 750m of the estate and will benefit from a 3% value uplift	All Economy	3,017,585	3,017,585
7	Proceeds from sale	Assumed Council will receive sale receipts from the market units	Assumed Council will receive sale receipts from the market units	Public Purse	13,216,119	13,216,119
8	Rental Income	Assumed the additional units will have an increased rental income per week	Assumed the additional units will have an increased rental income per week	Public Purse	7,802,094	41,645,298
Total value of benefits					30,356,080	68,772,737
Present value of All Economy benefits					26,435,533	46,019,146
Present value of Public Purse benefits					20,792,153	40,375,765
Present value of Costs					58,283,570	58,283,570
BCR for All Economy					0.44	0.78
BCR for Public Purse					0.35	0.69

- **Option 3: Full Redevelopment Affordable Housing BCR**

Benefit Theme		Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit
1	Increase in Council Tax receipts	Assumed that the increase in the condition and quality of units will result in additional units that have to pay Council Tax	New build houses will pay CT Band D and new flats will pay CT band C	Public Purse	1,714,698	9,152,559

Benefit Theme		Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit
2	Reduction in anti-social behaviour	The antisocial behaviour is resulting in additional cleaning costs which will be reduced in the new development.	Current cost per unit per annum x 5%	Public Purse	96,364	514,362
3	Employment Creation	Job creation related to contractors appointed for the site development	Assumed 50% of net salary of c.£40k will be spent locally	All Economy	2,479,859	2,479,859
			Income Tax and NI Contributions based on under 65-year-old employee	Public Purse	1,405,692	1,405,692
		Local job creation from the increase in the number of economically active people living on the estate	1.5 economically active people per additional home spending in the local economy and all new people living on the estate will be originally non-local people	All Economy	9,667,814	59,504,342
4	Maintenance Costs	The improvement in the condition and quality of units will reduce ongoing maintenance costs	Assumed the better-quality units will not require as much ongoing maintenance	Public Purse	-	-
5	Reduction in Damp related health costs	Insulating the flats and upgrading windows will reduce damp and the related NHS and society costs as a result	A reduction in damp, prevalent in the flats and bungalows, will reduce the related NHS and Society costs related to illness caused by damp conditions in poor quality housing.	Public Purse	148,000	148,000
6	Uplift in land value of surrounding units	The improvement in the condition and quality of units will cause an uplift in land value of surrounding properties	Assumed 50% of the households with 1 mile are within 750m of the estate and will benefit from a 3% value uplift	All Economy	1,504,928	1,504,928

Benefit Theme		Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit
7	Rental Income	Rental income from the additional units	Assumed the additional units will have a rental income per week	Public Purse	14,306,090	78,992,707
10	Grants received	Rental income from the additional units	Assumed the additional units will have a rental income per week	Public Purse	20,811,106	20,811,106
Total value of benefits					52,134,553	174,513,557
Present value of All Economy benefits					45,274,824	107,659,821
Present value of Public Purse benefits					34,115,285	71,095,175
Present value of Costs					81,060,840	83,235,095
BCR for All Economy					0.56	1.29
BCR for Public Purse					0.42	0.85

- **Option 3: Full Redevelopment Market BCR**

Benefit Theme		Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit
1	Increase in Council Tax receipts	Assumed that the increase in the condition and quality of units will result in additional units that have to pay Council Tax	New build houses will pay CT Band D and new flats will pay CT band C	Public Purse	1,442,875	8,880,735
2	Reduction in anti-social behaviour	The antisocial behaviour is resulting in additional cleaning costs which will be reduced in the new development.	5% of annual maintenance cost is for ASB	Public Purse	81,088	499,086
3	Employment Creation	Development contractor jobs	Estimated 50 local contractors on an average salary of £40,580 for 3 years of which 50% is spent in the local economy	All Economy	4,959,719	4,959,719
			£5600.20 tax and £3361.20 NI	Public Purse	1,405,692	1,405,692
		Local job creation from the increase in the number of economically active people living on the estate	1.5 economically active people per additional home spending in the local economy and all new people living on the estate	All Economy	9,667,814	59,504,342

Benefit Theme	Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit	
		will be originally non-local people				
4	Stamp Duty	There will be Stamp Duty receipts for the public purse on all sales	Payable at current rates on a non-first-time buyer rate	Public Purse	1,007,572	1,007,572
5	Reduction in Damp related health costs	Insulating the flats and upgrading windows will reduce damp and the related NHS and society costs as a result	NHS and Society cost of damp related conditions was £1,276.85 (2018), escalated at CPI to £1,511.46 in 2023 per unit	Public Purse	448,938	448,938
6	Uplift in land value of surrounding units	The improvement in the condition and quality of units will cause an uplift in land value of surrounding properties	Assumed 50% of the households with 1 mile are within 750m of the estate and will benefit from a 3% value uplift	All Economy	1,504,928	1,504,928
7	Proceeds from sale	Sale of units post development	Assumed all sale receipts will be received by the Council	Public Purse	53,194,452	53,194,452
8	Rental Income	Rental income from the additional units	Assumed the additional units will have a increased rental income per week	Public Purse	12,347,648	77,034,265
Total value of benefits					86,060,726	208,439,730
Present value of All Economy benefits					74,678,151	137,063,147
Present value of Public Purse benefits					61,223,636	98,203,527
Present value of Costs					95,143,219	95,143,219
BCR for All Economy					0.78	1.44
BCR for Public Purse					0.64	1.03

BCR summary and optimism bias

		Base	Low	Medium	High
Refurbishment	All Economy 10 year	0.09	0.08	0.07	0.06
	All Economy 30 year	0.17	0.16	0.14	0.13
	Public Purse 10 year	0.05	0.05	0.05	0.04
	Public Purse 30 year	0.14	0.13	0.12	0.10

		Base	Low	Medium	High
Partial Development Affordable Housing	All Economy 10 year	0.59	0.57	0.53	0.49
	All Economy 30 year	1.64	1.58	1.47	1.36
	Public Purse 10 year	0.40	0.39	0.36	0.34
	Public Purse 30 year	1.05	1.00	0.92	0.83
Partial Development Market	All Economy 10 year	0.45	0.42	0.39	0.35
	All Economy 30 year	0.79	0.75	0.71	0.65
	Public Purse 10 year	0.36	0.33	0.30	0.28
	Public Purse 30 year	0.69	0.66	0.62	0.58
Full Development Affordable Housing	All Economy 10 year	0.56	0.52	0.49	0.45
	All Economy 30 year	1.29	1.18	1.09	0.97
	Public Purse 10 year	0.42	0.40	0.38	0.35
	Public Purse 30 year	0.85	0.79	0.73	0.67
Full Development Market	All Economy 10 year	0.78	0.75	0.69	0.63
	All Economy 30 year	1.44	1.40	1.31	1.23
	Public Purse 10 year	0.64	0.61	0.56	0.51
	Public Purse 30 year	1.03	1.00	0.93	0.87

The above table indicates that none of the options deliver a favourable BCR result over a 10-year period. The refurbishment option delivers the lowest BCR return across all time frames and optimism biases.

Over a 30-year period, for both Option 2 (partial) and Option 3 (full) including a full affordable scheme, which is primarily driven by the increased grant receipts, deliver favourable BCR results. The most favourable option is option 3 (partial) with 100% affordable housing which has a BCR of 1.64 for the all economy and 1.05 for the public purse. The option 3 (full) with 100% affordable housing also performs well with a 1.29 BCR result for the all economy. The market lead full development option has a BCR result above 1 for the all economy and shows a more positive public purse impact as a result of Stamp Duty receipts on the sales. Whereas the partial redevelopment market-led option fails to achieve a favourable BCR result above 1.

4.4.3 Qualitative Benefits

In addition to the quantitative benefits included in the sub-section above, there are a number of qualitative benefits which have not yet been quantified. Not all of these qualitative benefits are applicable to all of the shortlisted options. The qualitative benefits include:

- **Long term health and wellbeing of residents**

Through improving the quality and condition of homes on the estate as well as incorporating new public realms on the estate, the long term physical and mental wellbeing of residents will increase. Physical wellbeing is achieved through the minimisation of the presence of mould, damp and

condensation in homes which is impacting some residents' health. The addition of new outdoor public realms will help improve both the physical and mental health of residents through the additional exercise benefits from the pedestrian routes and the biophilic benefits from being outside more in the fresh air, surrounded by plants and nature. This is expected to put less pressure and financial burden on local NHS providers. Health and wellbeing improvements can reduce the number of lost workdays as well as the number of hospital visits – both having a positive effect.

- **Local Population Growth**

The higher net additional homes on the estate will have a direct impact on the local population levels as more residents move to the area. This could have a knock-on effect on local economic growth, local infrastructure, and amenity improvements.

- **Improvement in biodiversity and air quality**

The provision of new green space of varying sizes as well as the replacement and addition of new trees on the estate can support improvements in the estate's biodiversity. There could also be air quality improvements in the surrounding area by the increase in the number of trees.

- **Indirect carbon benefits or carbon benefits outside the estate boundary**

The creation of additional homes in the redevelopment options will provide opportunities for residents outside of the estate boundary to move into more efficient homes reducing carbon impact in the broader community. Additionally, the improved estate accessibility and local amenities (e.g., green space, pedestrian and cycle access) may reduce the driving needs for the residents meaning the levels of carbon emitted by residents will decrease.

- **Provision of more affordable housing in the area**

Depending on the selected option, the potential creation of additional affordable housing in the local area will relieve pressures on the Council's housing list as well as provides more permanent homes for more local people in the area.

4.5 Stage 2b – Approach to appraising Option 4

Option 4 (house-led) has been evaluated using the same approach as Stage 2. Based on this, it is likely the option will be delivered by a blend of a JV partnership and contractors on a rolling basis manner so, there is no need to conduct a full implementation and delivery evaluation.

A full critical success factor evaluation has been conducted for Option 4.

4.5.1 Critical success factor Evaluation

#	Critical success factor	Options Response
1	The buildings should positively contribute to increasing the delivery of homes, and in particular affordable housing	This option increases the number of units across the estate (including new and retained) to 145 of which 131 of these are new units. The increase in units also reflects a change in habitable affordable rooms from 272 to 274 rooms. However, the number of affordable units decreases from 91 to 71 (including new and retained). Therefore, there is an ability to accommodate fewer but larger households. The blended tenure of the scheme includes 50% of the estate will be affordable housing units.
2	The buildings should contribute to diversifying the housing market and accelerating housing delivery	The Council has specified that there is a shortage of 3 and 4 bed family affordable housing homes in Cambridge. This option addresses this requirement by increasing the number of 3 and 4 bed units on the estate whilst still providing diversity by provisioning some flats and maisonettes. More widely, the local area surrounding Ekin Road generally comprises houses but the 100+ unit 100% affordable flat scheme almost adjacent to the estate can complement the proposed housing mix in Option 4 and therefore contributes to diversity.
3	The buildings should achieve a high standard of design and quality of new homes and communities	This option should deliver new homes that will be built to modern home standards aligned to Cambridge City Council's Sustainability Housing Design Guidelines.
4	The buildings should improve housing conditions	This option should improve the housing condition in the majority of the homes on the estate which are currently (primarily flats, maisonettes and bungalows) that do not align with the required Cambridge standard.
5	Working with key partners to innovate and maximise available resources	This option may provide opportunities for innovation within the current building and planning requirements. In terms of existing infrastructure and attributes, a small number of trees may be removed however all category B trees are likely to remain, providing a mature tree filled landscape to be utilised by placing homes within. New trees will also be planted alongside the mature trees. However, due to the current design of the scheme, the road will need to be altered

#	Critical success factor	Options Response
		which limited the ability to maximise the existing resources on the estate. Additionally, due to the type of materials, complexity and cost it is unlikely that many building resources will be reused in the new development.
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 new homes will be built to a standard that aligns with the Cambridge Sustainability Housing Design Guide and the Council's low carbon ambitions. It is assumed retained council homes will also be refurbished in alignment with the Design Guide. This should support improving the energy efficiency of units which in turn could lower residents' energy bills.
7	The buildings should result in a reduction of planned and preventative maintenance costs compared to the current level	General maintenance of the new builds will be required but it is likely to be lower than the current buildings on the estate. The buildings and equipment will also be subject to warranties which should reduce replacement and repair costs in the short to medium term. However, the specialised sustainability equipment may require higher maintenance costs and the retained units will likely require more costly and frequent maintenance.
8	The buildings should provide a safe and secure environment for all residents and visitors	Safety around the estate may be improved as the orientation of the new houses should provide a greater natural surveillance and create a more welcoming entrance to the site by having the new houses directly overlooking the site entrance. The option also proposes new homes orientated north south which faces onto Ekin Close to provide increased natural surveillance and activity while bringing the houses of Ekin Close into the neighbourhood. Areas prone to anti-social behaviour, such as the alleyways and central garage area would be removed, and secure boundary treatment and block access (for the flats) should provide additional security.
9	The building should be bought up to standard in terms of fire safety compliance	All buildings on the estate will be improved in alignment with the latest fire safety regulations.
10	The buildings should provide improved resident amenities and wider community benefits	By redeveloping the majority of the estate, there is some improvement to the open spaces on the estate for residents to enjoy. There will be a new green link as well as a new pocket park to the southeast of the

#	Critical success factor	Options Response
		<p>estate. The green space to the northeast will also be retained.</p> <p>While the overall increase in the amount of green space and number of trees is low, the flow of circulation routes and the new spaces will be useable outdoor space for residents to enjoy which should make the estate feel more connected and foster a community feel.</p>
11	Improve the health and wellbeing of residents	<p>This option requires the decanting of residents which may negatively impact current residents' health and wellbeing due to the associated stress and uncertainty from moving. As well as moving out of their current home, some residents may potentially lose their sense of community and support networks.</p> <p>To minimise these potential associated impacts, the Council has a comprehensive decanting process to support tenants in finding their new home. Current homeowners will also be supported throughout the process. Although this option is likely to have a significant short-term impact on current residents, it is expected to create future long-term improvements across the whole estate. As a result, returning and new residents' health and wellbeing is ultimately likely to benefit in the long-term from the improved living conditions including improved accessibility, outdoor space, and safety.</p>

Based on the critical success factor evaluation, Option 4 (house-led) can transform the estate, providing improvements in a range of CSFs whilst still retaining the south houses. There is an overall improvement in the condition, quality and design of units on the estate with the majority of units being redeveloped in alignment with modern home standards and the retained council houses being refurbished . Some additional green space can be provided including a green link, pocket park and additional trees due to the ability to reconfigure the layout of the estate. This will help the estate feel more connected and foster a community feel. Whilst this option is not producing the same number of additional units, it still positively impacts the quantum of units and increases the number of habitable rooms on the estate by providing 3 and 4 bed family units urgently required by the Council. From a “traditional” urban design perspective, the south houses can also be integrated within the overall arrangements of the new layout to form a cohesive, successful urban design.

4.6 Stage 2b – Delivery Evaluation

A full delivery evaluation is not required as it has been assumed a rolling delivery programme is required to meet the needs of decanting and efficiency of construction.

4.7 Stage 2b – Environmental Impact Appraisal – Carbon Assessment

To determine Option 4’s ability to deliver CSF 6, 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.

The same principles as the Stage 2 Report have been applied. When examining the delivery of environmental value and its impacts for the different options, the Sustainable Housing Design Guide and Checklist has been used 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.

Option 4 and the baseline scenario have been modelled and appraised for absolute carbon emissions, carbon emissions per housing unit and carbon cost.

4.7.1.1 Assumptions

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

Scenario	Baseline (refurbishment)	Option 4 (House-led)	Commentary
Units	122	145	Breakdown by unit type
Area (m²)	7,472	14,069	Residential floor area for refurbishment based on sampled EPCs. Accommodation schedules used for Residential floor area in other scenarios
Energy Intensity (kWh/m²)	144	45	Blended energy intensity based on predicted EPCs for refurbished and new units
Area Refurbished (m²)	6,614	546	Assumed that all retained buildings were refurbished except for freehold houses
Embodied Carbon (kgCO₂e/m²) Refurbishment	330		Refurbishment targets MEP, Internal Finishes and Façade – assumed 33% of whole building embodied carbon (LETI Embodied Carbon Primer, Figure 8.2) built to 2021 Good Practice Benchmark

Scenario	Baseline (refurbishment)	Option 4 (House-led)	Commentary
			(1,000 kgCO ₂ e/m ² – RIBA 2030 Climate Challenge)
Area Developed (sqm)	0	12,977	Floor area for all new buildings
Embodied Carbon (kgCO ₂ e/m ²) Development	800		New builds assumed to be built to a RIBA 2025 Target Standard (800 kgCO ₂ e/m ² – RIBA 2030 Climate Challenge)
Electricity Emission Factors (kgCO ₂ e/kWh)	<ul style="list-style-type: none"> 0.207 0.01792 		UK Government GHG Conversion Factors for Company Reporting 2023: <ul style="list-style-type: none"> Grid Electricity Transmission & Distribution Losses
Electricity Price (p/kWh)	34		Average UK Electricity (34p) and Gas Price (10p) Electricity rate has been used for analysis
Carbon Price Low (£/tonne)	95		GLA London Plan
Carbon Price High (£/tonne)	121		HM Treasury Green Book

All other assumptions are unchanged from the Stage 2 Report. Please refer back to Section 4.3.5 for the full list of assumptions used in the calculations.

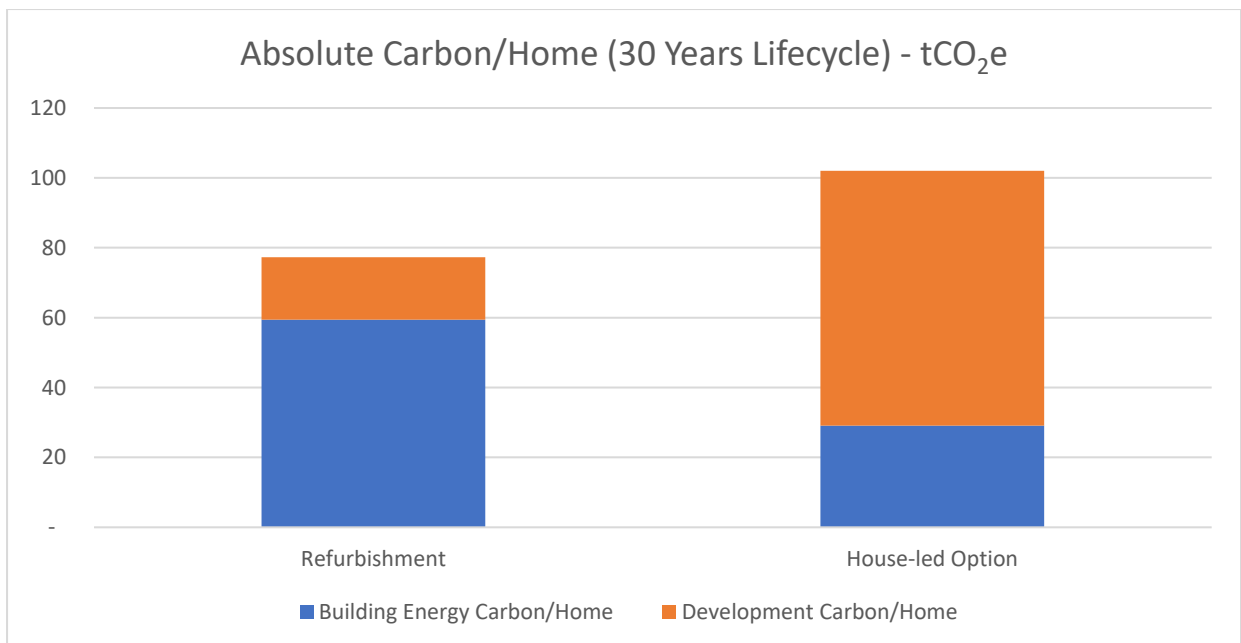
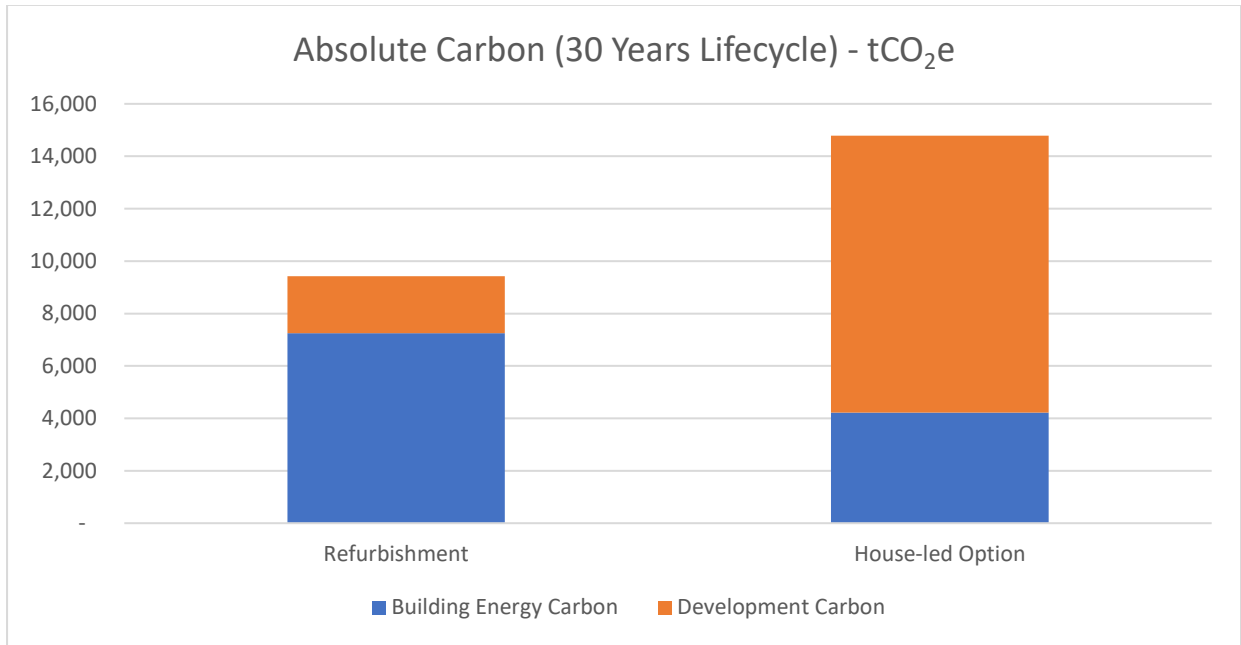
4.7.1.2 Environmental analysis

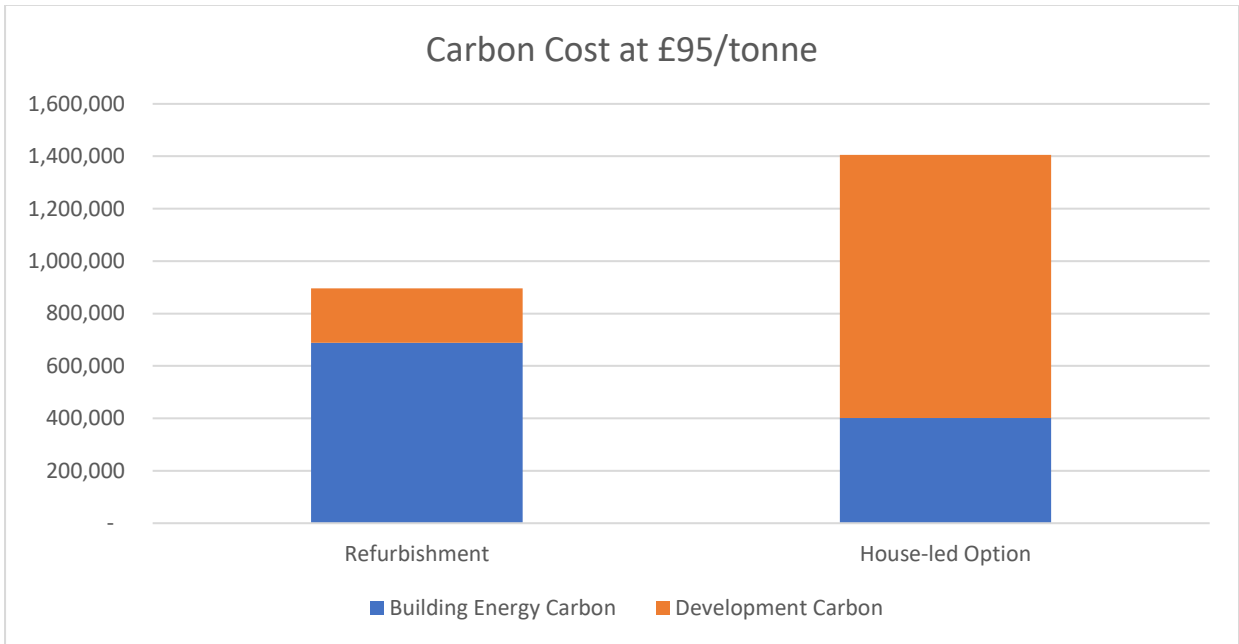
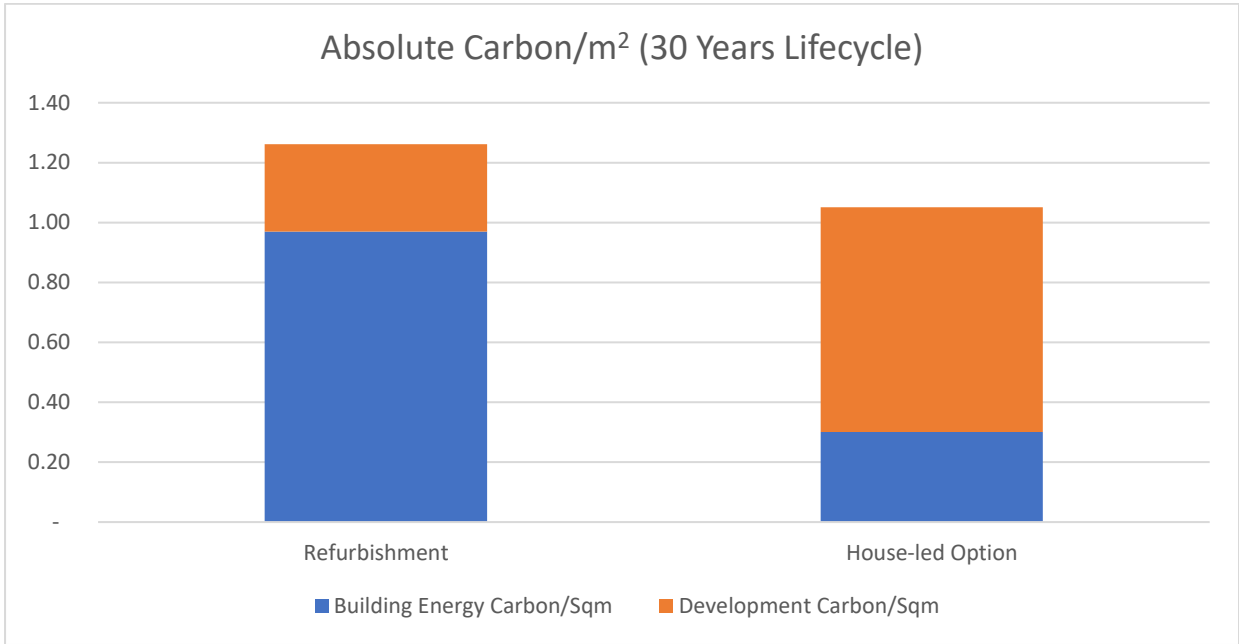
4.7.1.3 30-year model

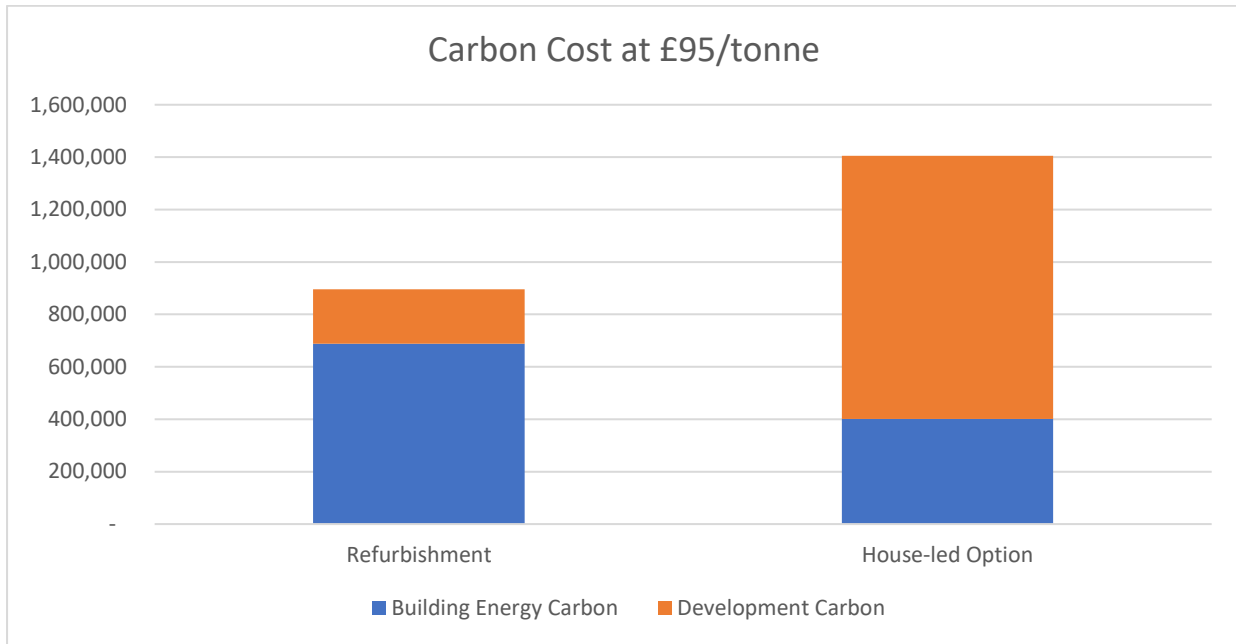
Absolute Carbon (tCO ₂ e)	Baseline (Refurbishment)	Option 4 (House-led)
Building Energy Carbon	7,245	4,266
Development Embodied Carbon	2,183	10,562
Total Carbon (tCO₂e)	9,428	14,788

Carbon/Unit (tCO ₂ e)	Baseline (Refurbishment)	Option 4 (House-led)
Building Energy Carbon	59	29
Development Embodied Carbon	18	73
Total Carbon (tCO₂e)	77	102

Carbon/m ² (tCO ₂ e)	Baseline (Refurbishment)	Option (House-led)	4
Building Energy Carbon	0.97	0.30	
Development Embodied Carbon	0.29	0.75	
Total Carbon (tCO₂e)	1.26	1.05	







Energy Cost (£)	Baseline (Refurbishment) £'000	Option 4 (House-led) £'000
Operational Energy	10,953	3,600
Savings over Base Cost	7,568	14,271

4.7.1.4 Carbon Impact Summary

- **Baseline: Refurbishment**

This is the lowest absolute carbon option due to the relatively low embodied carbon profile combined with energy efficiency improvements, especially to Houses and Bungalows where installation of rooftop PVs significantly improve operational energy figures. However, while the Flats and Maisonettes also benefit from significant energy efficiency improvements, energy intensity remains high. This option also does not provide any additional homes as no new units are created.

- **Option 4: house-led**

Option 4 is the higher carbon option with regards to total absolute carbon (operational and development) when compared to the baseline. However, both in absolute terms and per unit, this option offers significant operational improvement due to further reductions in energy

intensity for flats when compared to refurbishment while offering a significant increase in housing units within the development. This option, however, will have a much higher embodied carbon footprint due to the large number of new units being developed. This in turn makes this the best option for carbon per floor area, which demonstrates the efficiency of the new housing units.

- **Overall Carbon Impact Assessment**

The balance of highly efficient homes will have a positive effect due to increasing the number of carbon-efficient housing units within the Council. Refurbishing or redeveloping houses will have a very positive operational carbon impact due to the roof area available to install PVs. New Flats will provide a high number of energy efficient housing units but will not be able to achieve the same energy efficiency as Houses due to the limited rooftop area available to install PVs. As such, Option 4 can utilise the increased roof area available to install PVs and achieve higher operational efficiency. Overall, Option 4 produces the best operational carbon performance and carbon per sqm but compromises on the embodied carbon, resulting in a higher footprint per unit than the baseline (refurbishment). This is because Option 4 has more larger units, significantly increasing the residential floor area provided.

4.8 Stage 2b – BCR Analysis

In Stage 2b, an in-depth benefit-cost analysis has been conducted in the same manner in which the Stage 2 BCR Analysis was carried out.

The table below summarises the BCR calculations for Option 4.

Benefit Theme		Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit
1	Increase in Council Tax receipts	Assumed that the increase in the condition and quality of units will result in additional units that have to pay Council Tax	New build houses will pay CT Band D and new flats will pay CT band C	Public Purse	848,682	4,530,018
2	Reduction in anti-social behaviour	The antisocial behaviour is resulting in additional cleaning costs which will be reduced in the new development.	5% of annual maintenance cost is for ASB	Public Purse	592,066	3,160,274
3	Employment Creation	Development contractor jobs	Estimated 50 local contractors on an average salary of	All Economy	3,282,825	3,282,825

Benefit Theme	Hypothesis	Assumptions	Benefit Type	10 Y Benefit	30 Y Benefit	
		£40,580 for 3 years of which 50% is spent in the local economy				
		£5600.20 tax and £3361.20 NI	Public Purse	930,424	930,424	
	Local job creation from the increase in the number of economically active people living on the estate	1.5 economically active people per additional home spending in the local economy and all new people living on the estate will be originally non-local people	All Economy	17,773,541	94,869,965	
4	Stamp Duty	There will be Stamp Duty receipts for the public purse on all sales	Payable at current rates on a non-first-time buyer rate	Public Purse	953,437	953,437
5	Reduction in Damp related health costs	Insulating the flats and upgrading windows will reduce damp and the related NHS and society costs as a result	NHS and Society cost of damp related conditions was £1,276.85 (2018), escalated at CPI to £1,511.46 in 2023 per unit	Public Purse	225,775	225,775
6	Uplift in land value of surrounding units	The improvement in the condition and quality of units will cause an uplift in land value of surrounding properties	Assumed 50% of the households with 1 mile are within 750m of the estate and will benefit from a 3% value uplift	All Economy	1,483,527	1,483,527
7	Proceeds from sale	Sale of units post development	Assumed all sale receipts will be received by the Council	Public Purse	13,216,119	13,216,119
8	Rental Income	Rental income from the additional units	Assumed the additional units will have a increased rental income per week	Public Purse	7,890,860	42,119,102
Total value of benefits				47,197,256	164,771,466	
Present value of All Economy benefits				39,907,143	99,842,806	
Present value of Public Purse benefits				21,329,991	41,964,303	
Present value of Costs				59,984,143	59,984,143	
BCR for All Economy				0.67	1.66	
BCR for Public Purse				0.36	0.70	

BCR summary and optimism bias

		Base	Low	Medium	High	
Option (house-led)	4	All Economy 10 year	0.67	0.63	0.58	0.53
		All Economy 30 year	1.66	1.60	1.49	1.38
		Public Purse 10 year	0.36	0.32	0.29	0.26
		Public Purse 30 year	0.70	0.65	0.59	0.52

The above table indicates that Option 4: House-led is not able to deliver a favourable BCR result over a 10-year period for both all economy and the public purse.

Over a 30-year period, Option 4 delivers a favourable BCR result for all economy as it has a BCR of 1.66, effectively delivering £1.66 in value for every £1 spent. The BCR the public purse has a BCR of 0.70. Ultimately, this reflects that Option 4 should be considered an investment by the Council into the broader community as it prioritises broader benefits over its own return.

4.9 Conclusion

The Economic Case evaluates the options to determine their ability to deliver the Council's vision and objectives and provide net value to society.

In Stage 2 the three shortlisted options were evaluated from an economic perspective. The Economic Case for Stage 2 concluded the following:

- Option 1 (Refurbishment) has four red flags and has been discounted as a viable option. The refurbishment would enhance the condition of the majority of units and improve energy performance of most buildings' except for the flats. In doing so, residents would experience small short-term health and wellbeing improvements. However, this option does not provide any additional homes nor adequately address the inherent shortcomings of the buildings, particularly the flat blocks that are at the end of their [design/useful] life. Therefore, while there would be a small short-term improvement in health and wellbeing from the upgrade in the condition of the housing, long-term issues would persist. The BCR for the refurbishment option is poor at 0.09 pence received for every £1 spent over 10 years and 0.17 over 30 years. Based on this, although the refurbishment option may offer some improvements, it also limits the ability to provide additional homes and significantly enhance living conditions to align with the Council's vision.
- Option 2 (Partial Redevelopment) has no red flags and can achieve six CSFs fully and five partially by improving the average condition and quality of housing on the estate. Out of the 11 CSFs, 6 can be fully achieved. The majority of units would be redeveloped to modern building standards, and the retained council houses would undergo refurbishment in alignment

with the Cambridge Sustainable Housing Design Guide. While there are potential short-term health and wellbeing impacts from decanting, efforts will be made to minimise disruption and bring about significant long-term benefits. Long-term benefits include new resident amenities, improved safety and better living conditions. However, there are limitations in terms of excluding the outer low-density buildings as it could create a lack of cohesion across the estate and less housing can be delivered. Therefore, the opportunity to meet Cambridge's housing demand and create more homes for people is hindered.

- Option 3 (Full Redevelopment) has the potential to achieve the most CSFs (8 fully, 3 partially). While it may have the greatest potential immediate impact on residents' health and wellbeing due to the need for decanting, the long-term benefits are substantial. This option would enable a comprehensive positive transformation of the whole estate, as all the buildings are redeveloped into modern, high-quality housing that aligns with the Cambridge Sustainable Housing Design Guide. This would create a modern, cohesive estate with improved amenity space and safety for residents. More residents would benefit from these improvements as the lack of constraints from infill development allows the greatest uplift in the number of units on the estate. By ultimately redeveloping the whole estate, the Council can deliver on its strategic objectives, provide the highest level of benefits and create a community feel for its residents. The extent of the benefit creation in return for the investment is demonstrated through the 1.29 (affordable) and 1.44 (market lead) full development BCR result over a 30-year period.

Overall, Stage 2 concluded Option 3 (Full Redevelopment) provides the greatest opportunity to achieve a positive transformation of the estate, aligning with strategic objectives while delivering long-term benefits for residents.

Stage 2b evaluates Option 4 (house-led) using the same approach as Stage 2. Based on the strategic alignment with CSFs, the BCR and carbon assessment, the Economic Case for Stage 2b concludes the following:

- Option 4 (house-led) presents an opportunity to fully achieve six CSFs and deliver the strategic objectives of the Council while providing benefits for residents and the local community. This option still allows for the transformation of the estate because a cohesive, successful urban design can still be delivered whilst mitigating some of the immediate disruptions associated with a full estate decant. The short-term impact on resident health and wellbeing would be lowered. Furthermore, the option can positively impact the quantum and quality of units, materially increase the number of habitable rooms and provide new resident amenities which at the present time is limited due to the estate's layout. As a result, Option 4 can address the local housing demand, foster a sense of community and improve long-term resident health and wellbeing on the estate. Taking all the associated benefits into

account, a 1.66 BCR result for the 'all economy' was produced showing there is still a value of benefits provided for the Council in return for every £1 spent.

Overall, the economic evaluation in Stage 2b concludes Option 4 (house-led) can still deliver on the strategic objectives, while retaining the south houses and balancing the needs of the residents and local community. This option reduces the number of people decanted, thus minimising the immediate impact on residents. Furthermore, a suitable level of benefits can be produced. When compared to the current state, Option 4 can deliver an estate transformation that achieve the Council's strategic objectives and enhances the quality of life in the estate.

5 THE COMMERCIAL CASE

5.2 Introduction

The Commercial Case concerns the commercial strategy and arrangements relating to the delivery of the services and assets that are required by each option. The purpose is to demonstrate each option's ability to result in a deliverable scheme. The commercial dimension feeds into the costs, risk management and timing in the other cases.

The commercial arrangements for Options 1 to 3 which were examined within Stage 2 will be presented first, followed by the commercial analysis of the new house-led option in Stage 2b.

5.3 Stage 2 – Commercial Delivery Model for the shortlisted options

This section confirmed the preferred commercial delivery model for the options in Stage 2 and how each delivery model works in terms of processes.

- **Option 1: Refurbishment**

As outlined in the Economic Case, the preferred delivery model for the refurbishment option is for Cambridge City Council to self-deliver the project by managing the contractors that will be carrying out the refurbishment work on the Ekin Road Estate. Given the scale and nature of the refurbishment option, Cambridge City Council will be required to procure a contractor to carry out the work. This will require a tendering and procurement process.

- **Options 2 & 3: Partial and Full Redevelopment**

It is assumed options involving redevelopment are best delivered through a joint venture partnership with a development partner. In this instance it is assumed Cambridge City Council would procure a developer to form a JV partnership and deliver the development with both parties sharing the risk and rewards that are generated.

Option 3 (full) would be fully delivered through a joint venture partnership while Option 2 (partial) would involve using a developer to deliver the development elements of the scheme while the refurbishment work would be carried out alongside by contractors procured through a tendering process.

For all-affordable schemes, a joint venture partnership should still be used but the development partner could be procured through a framework.

5.4 Procurement Strategy

Should the Council need to go out to tender for either a development partner or contractor, there are requirements to comply with the current Public Contract Regulation when carrying out a procurement for a council service. The procurement strategy aims to²⁶:

- Make all contracts accessible;
- Ensure all contracts deliver the needs of the community;
- Support small to medium enterprises by simplifying and standardising the process;
- Encourage spending in the local economy; and
- Ensure the Council receive value for money.

5.4.1 Procurement Process

The standard practice in alignment with Public Contract Regulations and EU compliance is to use an open tender process. This process is designed to ensure that there is a robust methodology for the selection of bidders and the award of the contract to the successful bidder. Using a competitive market process will ensure the preferred bidder has the correct expertise and experience to meet the Council's requirements in successfully delivering a project that aligns with the vision and Critical Success Factors.

Within the regulations, the contract would be advertised to allow any interested parties to submit a tender and complete a tender evaluation. The tenders are reviewed and evaluated for completeness and compliance with the specification and the Council's stated requirements²⁷. Each tender submission would be evaluated and scored on the following factors:

- Price: price considerations in terms of the lowest cost.
- Quality: identify how the tender will address various elements of the specification and the skills and experience of the supplier.

Once the tender evaluation is completed and a preferred bidder is identified, Cambridge City Council would inform all bidders at the same time through the portal.

²⁶ Cambridge City Council, Procurement and Contracts [available at: <https://www.cambridge.gov.uk/procurement-and-contracts#:~:text=Guided%20by%20our%20procurement%20strategy,the%20needs%20of%20the%20community>]

²⁷ Cambridge City Council, How we evaluate tender submissions, [available at: <https://www.cambridge.gov.uk/how-we-evaluate-tender-submissions#:~:text=All%20submissions%20will%20be%20reviewed,provide%20the%20greatest%20economic%20advantage.>]

5.4.2 The Cambridge Investment Partnership (CIP)

Cambridge City Council is experienced in delivering schemes through a JV structure as they already have a strong track record of a successful JV partnership. In January 2017 Cambridge City Council established a mechanism for the development and delivery of sites: a joint venture (JV) partnership called the Cambridge Investment Partnership (CIP). The CIP agreement is an equal 50:50 Limited Liability Partnership (LLP) between Cambridge City Council and Hill Investment Partnerships on a 20-year member's agreement. In the Members Agreement²⁸, there are four agreed objectives of CIP that must be met:

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

CIP aims to meet the Council's key objectives in line with planning policy. As a result, CIP became the main vehicle to support addressing the housing shortage across Cambridge by building high-quality, brand-new council homes and market sale homes.

The principle of the agreement underpinning the partnership is that both partners will share any development risk and uplift from a scheme equally²⁹. Each partner shares the profits in proportion to the value of their input³⁰. For the Council, benefits include a capital receipt for the land as well as a portion of the profits which is highly beneficial in a time of economic constraint. As well as the financial benefits, the Council benefit from Hill's expertise and resource. CIP also provides early scheme appraisals to bring forward new opportunities as well as commercial input in finding sites and mixed tenure developments. This has supported the ability for the Council to deliver schemes at an accelerated pace. To date, there has been a strong track record of supporting the delivery of the 'devolution 500' programme in Cambridge³¹. The 500 programme would not have been delivered at the pace it did without CIP. Based on the success of the 500 programme, a new programme was

²⁸ Cambridge City Council, Agreement Relating to Cambridge City Partnership LLP 2019

²⁹ HSC Report on Development Programme 2021

³⁰ Cambridge City Council, Cambridge Investment Partnership (CIP) Land Transactions 2017 Document [available at: <https://democracy.cambridge.gov.uk/documents/b11083/Cambridge%20Investment%20Partnership%20CIP%20Land%20Transactions%2009th-Oct-2017%2017.00%20Strategy%20and%20Resource.pdf?T=9>]

³¹ HSC Report on Development Programme 2021

announced in 2021 to deliver an additional 1,000 council homes³². Through completing several projects in the Cambridge area via CIP, there is an ability to have ongoing learning and development within the partnership and Cambridge City Council can maintain satisfactory levels of control to ensure value for money and the delivery of high-quality developments.

5.5 Stage 2b – Commercial Delivery Model for Option 4 (house-led)

This section confirms the preferred commercial delivery model for Option 4 (house-led) and how the delivery model works in terms of processes.

It is assumed, given the option has redevelopment elements, the same principles as Stage 2 can be applied. The scheme could be delivered through a joint venture (JV) partnership with a development partner. In this instance it is assumed Cambridge City Council would procure a developer to form a JV partnership to deliver the development elements of the scheme. Additionally, as the south houses will be retained in this option, it is assumed the refurbishment work of the south council houses will be refurbished by contractors procured through a tendering process by the Council.

Section 5.4 relating to procurement and the Cambridge Investment Partnership are applicable to Option 4. The procurement of the development partner and contractors would be done via standard practice in alignment with Public Contract Regulations and EU Compliance. The Cambridge Investment Partnership (CIP) could also be an option for the delivery for Option 4.

5.6 Conclusion

The Commercial Case outlines the commercial arrangements to support the delivery of the evaluated options.

In Stage 2, it was agreed the assumed commercial delivery routes were as follows:

- Option 1: Refurbishment – Cambridge City Council self-delivers via contractors
- Option 2: Partial Redevelopment – a blended mix of using a developer for the redevelopment and contractors for the refurbishment work
- Option 3: Full Redevelopment – A JV partnership

In Stage 2b, it has been assumed the commercial delivery model for Option 4 (house-led) is a blend of a developer for the redevelopment elements alongside contractors for the refurbishment work.

All of the delivery options would provide the Council with an acceptable level of control over delivery and timings whilst ensuring the Council's vision and Critical Success Factors are suitably met. By maintaining satisfactory control and leveraging resources and expertise, delivery can be executed effectively to result in a successful transformation of the estate.

³² HSC Report on Development Programme 2021

The Council has the capacity in-house to manage and deliver projects using contractors. This commercial process can be used to deliver the refurbishment works as a competitive market process can be undertaken to ensure Council vision fulfilment, local economic spending, and value for money. The outcome is the procurement of a suitable contractor with the correct knowledge and experience to support the Council in delivering a project that meets their requirements.

While it is important to develop in-house expertise, the ability to deliver redevelopment work of this scale and nature within the Council requires the support of a development partner through a joint venture partnership. This would enable the Council to manage and share the risk and reward while benefitting from the developer's expertise and delivering a scheme aligned with their objectives.

The Council already has an established joint venture partnership set up which could be used to deliver the scheme. The Cambridge Investment Partnership supports the delivery of new council and market homes in Cambridge. The 50:50 Limited Liability Partnership is a 20-year partnership with Hill Partnerships. Hill are a well-established developer who already has a track record of delivering high quality developments that align with the requirements of the Council and delivered at an accelerated pace, to a high quality and design standard.

6 THE FINANCIAL CASE

6.1 Introduction

The Financial Case incorporates a detailed set of market development appraisals aligned with a set of agreed assumptions. The purpose of this case is to build upon the work conducted in Stage 1 and 2. The content of this case has been prepared specifically to support feasibility discussions by producing a residual deficit/surplus for each option. A cost per unit has also been calculated along with a comparison with the base case which in this instance is Option 1 (refurbishment) as this is the minimum the Council must do to address the issues on the estate. All development appraisals (Appendices C-G) were carried out by the JLL Affordable Housing Team.

All RICS members inputting into this financial assessment have acted objectively, impartially, without interference and with reference to all appropriate available sources of information. Furthermore, in preparing this report, no performance related or contingent fees have been agreed.

The calculations in this case do not comprise a valuation and therefore has not been produced in accordance with the RICS Valuation Standards – Global Standards 2022 or the RICS Valuation – Global Standards 2022 – UK national supplement (The RICS Red Book UK National Supplement): effective 22 January 2022. The advice contained in this case cannot be used for purposes other than those mentioned, including loan security purposes and may not be used or duplicated without the prior written consent of JLL.

Firstly, this case will present the full financial analysis from Stage 2 for Options 1 to 3, after which it will examine the new house-led option.

6.2 Stage 2 – Approach and Rationale

We have considered, in an open book format, the financial feasibility of:

- Option 1: Refurbishment of the existing Council housing

The proposed refurbishment scenario comprises the refurbishment of all leasehold and tenanted flats and houses. Whilst the estate houses 122 properties, the 11 freehold houses are assumed not to take part in the refurbishment. As such the remaining 111 properties will be refurbished with the existing 98x Social Rented units would be retained as per their current tenure with 13x leasehold interests acquired to facilitate the refurbishment of the flat and maisonette blocks and sold once refurbished.

- Option 2: Partial Redevelopment and refurbishment of the estate (also referred to as hybrid) –

This option involves the redevelopment of the majority of the estate to provide 153x newbuild apartments with the retention 24x existing houses, of which 14x Council houses will be refurbished.

- Option 3: Full redevelopment of the estate – including the re-provision of existing Social Rented affordable housing.

The two development led options have been appraised on both a market led and 100% affordable housing basis:

- With respect to the market led partial redevelopment option, it is assumed that the existing 98x Social Rented homes would need to be re-provided equating to approximately 58% of the scheme. In the 100% affordable housing option the 98x units would be re-provided with the additional private units converted to Affordable Rent. We have assumed that the retained houses would remain in their current tenure with only the Council houses refurbished:

	Market Appraisal			100% AH Appraisal		
	Phase 1	Phase 2	Refurb	Phase 1	Phase 2	Refurb
Social Rented	36	48		36	48	
Affordable Rented				57	12	
Private	57	12				
Refurbished Houses			14			14
Total	93	60	14	93	60	14

- With respect to the market led, full redevelopment option, it is assumed that the existing 98x Social Rented homes would need to be re-provided equating to approximately 42% of the scheme. In the 100% affordable housing option the 98x units would be re-provided with the additional private units converted to Affordable Rent.

	Market Appraisal		100% AH Appraisal	
	Phase 1	Phase 2	Phase 1	Phase 2
Social Rented	62	36	62	36
Affordable Rented			60	78
Private	60	78		

	Market Appraisal		100% AH Appraisal	
Total	122	114	122	114

Costs, values, and timescales associated with the delivery of the scenarios have been considered in detail and supported by specialist input from third party consultants where appropriate. Values and costs are current day and non-inflationary. The development appraisals have been modelled using recognised development appraisal software – Argus Developer. We have undertaken an appraisal for each scenario to demonstrate the residual surplus or less each scenario achieves.

For applicable options, the appraisals also factor in grant funding where available. A detailed development appraisal was deemed appropriate for this analysis as we are conducting a detailed assessment that comprehensively evaluates the shortlisted options from a strategic, economic, financial, commercial and management perspective. A separate viability study will need to be conducted by the Council/CIP.

For each scenario the following steps were conducted:

- Determine the number of units provided by each option
- Assume tenure split of completed units
- Calculate the residual value and timings of revenue
- Determine the level of grant funding available
- Estimate conceptual development costs and timings
- Calculate decant and land acquisition costs for the affected units
- Determine associated disposal costs, fees and finance

For full details of the development appraisals conducted to support this case, please refer to Appendices C-G of this paper. The final report can be found in Appendix I.

6.3 Stage 2 – Values and Assumptions

To determine the values of the building types post redevelopment/refurbishment, the JLL Building Consultancy team have spoken to a number of local agents who know the Ekin Road surrounding area well, and who have described the location as ‘run-down’ and ‘desperately in need of regeneration’. In addition, there is limited achieved data for new build properties in the wider area, with the exception of Knight’s Park. As such second-hand stock in the local area and local agents’ opinions have been relied upon.

6.3.1 New Build Private Values

	Value per unit type	£psf
Flats		
1 beds*	£310,000	£561 psf
2 beds	£390,000	£507 psf
3 beds	£465,000	£495 psf
Houses		
3 beds	£500,000	£489 psf
4 beds	£565,000	£409 psf

**the 1 bed value has been adopted on the assumption these units will not benefit from a parking space.*

At the time of calculating these values, the team was not provided with detailed floor plans for the proposed units so average values per unit type has been applied.

Based on the assumptions above, the private sales revenue for Option 3 (full) is summarised below:

Beds	Type	£/unit	No. of units Phase 1	Total Phase 1 Revenue	No. of units Phase 2	Total Phase 2 Revenue
1	Flat	£310,000	18	£5,580,000	25	£7,750,000
2	Flat	£390,000	28	£10,920,000	24	£9,360,000
3	Flat	£465,000	0	£0	10	£4,650,000
3	House	£500,000	10	£5,000,000	12	£6,000,000
4	House	£565,000	4	£2,260,000	7	£3,955,000
Sub-total			60	£23,760,000	78	£31,715,000
Total			138		£55,475,000	

Based on the assumptions, the private sales revenue for Option 2 (partial) is summarised below:

Beds	Type	£/unit	No Phase 1	Total Phase 1	No Phase 2	Total Phase 2
1	Flat	£310,000	24	£7,440,000	0	£0
2	Flat	£375,000	23	£8,625,000	0	£0
3	Flat	£450,000	3	£1,350,000	0	£0
3	House	£500,000	4	£2,000,000	9	£4,500,000
4	House	£565,000	3	£1,695,000	3	£1,695,000
	Parking (Flats)	£15,000	18	£270,000	0	£0
	Extra Parking (Houses)	£20,000	2	£40,000	0	£0
Sub Total			57	£21,420,000	12	£6,195,000
Total			69	£27,615,000		

6.3.2 Refurbished Private Values

It has been assumed to deliver Option 1: Refurbishment, it will be necessary to acquire 13 leasehold interests to allow the blocks and units in which they reside to be refurbished. Once refurbished the units will be sold on the open market or offered back to the market value to the leaseholders.

These properties will be of a higher standard compared to the existing stock, but they do not comprise new build properties so adjustments to values have been made. A 30% discount to the above unit values has been applied to deliver an aggregate value of £3,082,857.

6.3.3 Existing Refurbished Social Rent Values

The JLL Affordable Housing and Building Consultancy team have prepared a package price assessment of the existing refurbished rental properties on the basis of Existing Use Social Housing (EUV-SH). A valuation of the portfolio using fully explicit discounted cashflow models, over a 50-year period, with the net income in the final year capitalised into perpetuity was conducted.

The assumptions taken for this valuation are as follows:

Assumption
Rental value (average one bed pw)
£106.49

	Assumption
Rental value (average two bed pw)	£123.63
Rental value (average three bed pw)	£137.51
Discount Rate Income	6.0% (excluding flats) 6.5% (flats only)
Management costs	£550
Management cost growth inflator	0.5%
Day to day costs	£350
Planned & Cyclical costs (98x units)	£5,515
Planned & Cyclical costs (14x houses)	£3,905
Rental income growth (All years real)	1.0%
Bad debts and voids (% of gross income)	2.5%

Based upon these assumptions we have arrived at the following package prices:

- Option 2: Partial Redevelopment / Partial Refurb (Houses) - £1,250,000 equating to circa £89,000 per unit
- Option 3: Full Refurbishment (All) – £3,970,000 equating to circa £34,000 per unit

6.3.4 New Build Social Rent Values

A valuation of the proposed affordable housing using the DCF model was conducted to arrive at a 'package price' equating to the amount a Registered Provider would pay a developer for the delivery of the Social Rent units. A formula set out by Homes England was used which applies a 70% weighting to relative average county annual earnings and a 30% weighting to relative capital values (EUUV, as at January 1999), with an adjustment factor for the number of bedrooms in the respective properties.

In order to assess the social rent values, we have opined average unrestricted market values for the Social Rent units, assuming they are delivered to a lower level of specification than the private units.

The assumptions used for the calculations of values were as follows:

	Social Rent
Target Rent (per week)	1 Bed flat: £117

Social Rent	
	2 Bed flat: £134
	3 Bed flat: £155
	3 Bed house: £159
	4 Bed house: £177
Management, major repairs, and maintenance (pcm)	£1,500
Voids and Bad debts (%)	2%
Rental income growth (All years real)	1.0%
Discount Rate (%)	5.25%

Based on these assumptions the following new build social rent values were calculated:

	Option 3 (Full)		Option 2 (Partial)	
	Market	100% AH	Market	100% AH
Phase 1	£7,995,000	£7,995,000	£4,155,000	£4,155,000
Phase 2	£5,045,000	£5,045,000	£6,415,000	£6,415,000
Total	£13,040,000	£13,040,000	£10,570,000	£10,570,000

The above averages to approximately £184 psf or £133,000 per unit which the teams consider commensurate with the level of value of similar affordable housing offerings.

6.3.5 Affordable Rent Values

For options 2 and 3, there is a scenario with 100% affordable housing provision. In this instance, the private tenure units become Affordable Rent units set at 80% Market Rent.

A valuation of the proposed affordable housing using the DCF model to arrive at a 'package price' equating to the amount a Registered Provider would pay a developer for the delivery of the additional affordable units (excluding grant) was conducted.

In order to assess the capital values, we have opined average unrestricted market rental values for the Affordable Rent units, assuming they are delivered to a similar level of specification to the private units.

The valuation assumptions are detailed below:

Assumptions	
Affordable Rent (per week)	1 Bed flat: £249
	2 Bed flat: £277
	3 Bed flat: £323
	3 Bed house: £351
	4 Bed house: £406
Service Charge	£2.50 psf
Management, major repairs, and maintenance	£1,500
Voids and Bad debts (%)	3.00%
Discount Rate (%)	5.5%

It was also assumed all affordable rent units are unrestricted by tenure and are delivered to a lower level of specification than the private units.

Based on these assumptions the following values were determined:

	Option 2 (Partial)		Option 3 (Full)	
	Market	100% AH	Market	100% AH
Phase 1	N/A	£13,970,000	N/A	£15,970,000
Phase 2	N/A	£3,850,000	N/A	£21,345,000
Total	£0	£17,820,000	£0	£37,315,000

The above averages to approximately £328 psf or £266,000 per unit which the teams consider commensurate with the level of value of similar affordable housing offerings.

6.3.6 Other Assumptions: Car Parking

Based on the following information from BPTW or the car parking allowance on the estate:

Unit Type	Option 2 (Partial)	Option 3 (Full)
Houses	25 spaces (1 per house)	39 spaces (1 per house)
Flats	55 spaces	84 spaces

The following explicit assumptions regarding the parking provision, have been made:

- All houses have one allocated space;
- All three bed flats have one allocated space;
- 52 x 2B4P flats have one allocated space; and
- 3 x 2B3P wheelchair accessible units have one allocated space.

6.3.7 Construction Costs

A cost plan for the refurbishment and new build construction costs for each scenario where relevant. All costs provided are inclusive of contractors OHP/Margin, preliminaries and, in relation to refurbishment, VAT. Allowances for contingency and professional fees have been made.

Summaries of the totals (exclusive of contingency and professional fees) can be found below:

	Refurbishment Costs	New Build Costs	Total
Option 1 (Refurbishment)	£16,989,894 (£195 psf)	N/A	£16,989,894
Option 2 (Partial Redevelopment)	£2,896,885 (£156 psf)	£44,690,000 (£298 psf)	£47,586,885
Option 3 (Full Redevelopment)	N/A	£66,520,000 (£285 psf)	£66,520,000

6.4 Stage 2 – Contingency

A 5% contingency across the new build construction costs and a 10% contingency for the refurbishment costs has been adopted. A higher contingency for refurbishment costs was adopted to reflect a higher degree of uncertainty.

6.5 Stage 2 – Professional Fees

It is normal to see professional fees in the order of 8% to 12% of the net construction costs with the adopted percentage depending upon the type of project, site, scale and complexity of the proposals. A 10% fee for all refurbishment costs has been applied, and 7% fees have been applied to the new build elements reflecting the inclusion of 3% novated fees within the new build costs themselves. No novated fees have been included in the refurbishment costs.

6.6 Stage 2 – Appraisal Assumptions

The following assumptions have been applied to all development appraisals. The assumptions are based on available information, market conditions and professional judgement at the time of the appraisal.

Cost	Assumption
Acquisition Cost	Notional land cost of £1 No other allowances
Planning Contributions	No CIL* S106 Contributions: £3,750 per unit above the existing 122 units: <ul style="list-style-type: none"> ○ Refurbishment: £0 ○ Redevelopment: £435,000 ○ Partial: £116,450
Decant Costs	Home loss Payment: £8,100 per Council tenant Decant Payment: £1,250 per Council tenant Assumed 20% of tenants will return and require a double decanting payment Assumed these costs are paid over 6 months prior to construction for redevelopment Assumed these costs are paid on a rolling basis for refurbishment
Buy Back Costs	1 Bed Flat: £215,000 2 Bed Flat: £280,000 3 Bed House: £402,000 4 Bed House: £467,000 10% home loss, 5% disturbance and 1% legal and valuation fees have been assumed Assumed these costs are paid 6 months prior to construction of each new build phase
Marketing Costs	1% for private units

Cost	Assumption
Disposal Costs	Private Sale Agent: 2%
	Affordable Sales Agent: 1%
	Private Sales Legal: £1,000 per unit
	Affordable Sales Legal: 0.5%
Finance	7% on a notional 100% debt basis
Developer return/profit requirement	Not included

*we understand CIL is not currently adopted within Cambridge City Council's jurisdiction so allowances have not been made for these costs in either options 2 or 3.

6.7 Stage 2 – Funding

The shortlisted options all require significant capital investment to successfully deliver them. Some funding options are available, but this will depend on the level of affordable housing in the scheme, the delivery route and availability of funding. A combination of grant funding and direct council investment has been assumed.

6.7.1 Direct Council Investment

- HRA Resources

HRA (Housing Revenue Account) Resources direct from the Council can be used to fund redevelopment work. A part of the HRA resources is Right to Buy Receipts. Councils hold Right to Buy receipts under the retention agreement with the Department for Levelling Up, Housing and Communities (DLUHC) which must be spent within 5 years of their original receipt date. The receipts can be used to fund a maximum of 40% of the cost of any new affordable unit. The use of Right to Buy receipts has been considered which could provide significantly more funding than Homes England grant. We understand that while this could be applied to the scheme, projected RTB funds have already been allocated to other developments in the City and therefore we have discounted this for the purposes of our assessment.

6.7.2 Grant Funding

- Homes England

The Council should liaise and prepare bids where appropriate to submit when funding streams/grants become available particularly around affordable housing.

A 100% affordable housing provision should be eligible to Homes England grant, applicable to both the additional Affordable Rented and replacement Social Rented units. We have been advised of the likely grant rates by Cambridge which accords with our expectation.

The expected revenue for both scenarios is summarised below:

	Option 2 (Partial)		Option 3 (Full)	
	Phase 1	Phase 2	Phase 1	Phase 2
Social Rent Unit No	36	48	62	36
Grant @ £95k /un	£3,420,000	£4,560,000	£5,890,000	£3,420,000
Aff Rent Unit No	56	13	60	108
Grant @ £60k /un	£3,640,000	£845,000	£3,900,000	£7,020,000
Sub-Total	£7,060,000	£5,405,000	£9,790,000	£10,440,000
Total Grant	£12,465,000		£20,230,000	

Based upon Homes England guidance we have assumed the following funding profile for each phase:

- 40% on notional site acquisition
- 35% start of construction
- 25% on practical completion

However, Homes England Grant funding cannot be granted until planning permission is secured, therefore the Council is actively bidding through continuous market engagement with Homes England to support securing funding.

• **Other Grant Funding**

Other grant funding could be used to support funding the refurbishment work. However, the availability of applicable funding varies depending on the time so therefore it is not guaranteed grant funding can be secured. Given this grant funding is not currently known, it has not been factored into the calculations.

6.8 Stage 2 – Results

After conducting individual development appraisals on each scenario for the three shortlisted options, a summary of the results and input is provided below:

Appraisal Inputs	Inputs	Option 1 (Refurbishment)	Option 2		Option 3	
			Partial Dev - Market Led	Partial Dev - 100% Affordable	Full Dev - Market Led	Full Dev - 100% Affordable
Unit Numbers	Private	13	69	167	138	236
	Affordable	98	98	0	98	0
	Total	111	167	167	236	236
Revenue						
Private Sales	1 Bed Flat - £310,000					
	2 Bed Flat - £390,000					
	3 Bed Flat - £465,000	£3,082,857	£27,615,000	£0	£55,475,000	£0
	3 Bed House - £500,000					
	4 Bed House - £565,000					
Affordable Housing	Social Rent - £184psf / £133k per un					
	Aff. Rent - £327 psf / £266k per un Existing Refurb (All) - £34k/unit Existing Refurb (Houses) - £89k/unit	£3,352,000	£10,570,000	£29,640,000	£13,040,000	£50,355,000
Grant	£95,000 per Social Rent unit £60,000 per Affordable Rent unit	£0	£0	£12,465,000	£0	£20,230,000
Total Revenue		£6,434,857	£38,185,000	£42,105,000	£68,515,000	£70,585,000
Costs						
Fixed Cost	Land Notional Price	-£1	-£1	-£1	-£1	-£1
Decant + Buy Back Costs	Home loss (Tenant) - £8,100/un					
	Decant Disbursements - £1,250/un Buy Backs - £215k to £467k per unit Home loss (Owner) - 10% Disturbance - 5% Legals / Valuation - 1%	-£4,784,800	-£5,575,920	-£5,575,920	-£9,912,520	-£9,912,520

Appraisal Inputs	Inputs	Option 1 (Refurbishment)	Option 2		Option 3	
			Partial Dev - Market Led	Partial Dev - 100% Affordable	Full Dev - Market Led	Full Dev - 100% Affordable
Construction Costs	Equating to: Refurb - £195 psf GIA Full Development - £285 psf GIA Hybrid - £283 psf GIA	-£16,989,894	-£47,586,885	-£47,586,885	-£66,520,000	-£66,520,000
Contingency	5% (on construction) 10% (on refurbishment)	-£1,698,989	-£2,524,188	-£2,524,188	-£3,326,000	-£3,326,000
Professional Fees	7% (on construction costs) 10% (on refurbishment)	-£1,868,888	-£3,603,372	-£3,603,372	-£4,889,220	-£4,889,220
Financial Contributions	S.106 (£3,750 per additional unit)	£0	-£116,450	-£116,450	-£435,000	-£435,000
Disposal Costs	Marketing – 1% Sales Agents – 2% Sales Legals – £800-£1500 per unit Affordable Agents – 1% Affordable Legal – 0.5%	-£162,266	-£1,074,750	-£444,600	-£1,997,850	-£755,325
Finance	Debit Rate (100%) – 7.00%	-£2,295,192	-£4,718,100	-£1,455,081	-£8,086,611	-£810,481
Total Cost		-£27,800,030	-£65,199,666	-£61,306,497	-£95,167,202	-£86,648,547
Deficit / Surplus		-£21,365,171	-£25,764,667	-£19,201,497	-£26,652,202	-£16,063,546
Difference to Base case		[Base case]	-£4,399,496	£2,163,674	-£5,287,031	£5,301,625
Cost per AH unit		-£218,012	-£262,905	-£114,979	-£271,961	-£68,066
Cost per extra AH unit		N/A	N/A	-£278,283	N/A	-£116,403

6.9 Stage 2b – Approach and Rationale

We have considered, in an open book format, the financial feasibility of:

- Option 4 (house-led):

The proposed option comprises the retention of 14 existing family houses at the Southern boundary of the site and the demolition and redevelopment of the remaining estate. 131 new

build flats, maisonettes and houses are to be provided, weighted towards larger family houses (75%). Including the existing homes a total of 145 homes will be provided at Ekin Road, of which 77% will be larger homes. Of the existing houses being retained, the 7 Council owned homes will be refurbished with the 7 freehold houses remaining in private ownership. It is assumed that these units would not take part in the redevelopment or refurbishment.

The proposed new build units are summarised below:

Type	No.
1b2p Flat	13
2b4p Flat	8
2b4p Maisonette	6
3b5p Maisonette	6
3b5p House	44
3B6P House	28
4B6P House	3
4B7P House	23
	131

Within this, we have been advised that the existing social rent units will be re-provided on a habitable room basis, totalling 64 units overall. The table below summarises this provision.

Unit	Number	Habitable Rooms
1b2p Flat	13	26
2b4p Flat	8	32
2b4p Maisonette	6	24
3b5p Maisonette	6	30
3b5p House	22	110
3B6P House	2	10
4B6P House	3	18
4B7P House	4	24
Total	64	274

Therefore, the remaining 67 units will be private tenure as detailed below.

Unit	Number
3b5p House	22
3B6P House	26
4B6P House	0
4B7P House	19

We have used the same approach as Stage 2 whereby development appraisals have been modelled using recognised development appraisal software – Argus Developer, to demonstrate the residual surplus or less that Option 4 achieves.

For full details of the development appraisals, please refer to Appendix AM. The final report can be found in Appendix AN.

6.10 Stage 2b – Values and Assumptions

6.10.1 New Build Private Values

We have not been provided with detailed floor plans for the proposed units. As such, we have established an average value per unit type. We summarise these values below:

	Value per unit type	£psf
Flats		
1 beds	£310,000	£522 psf
2 beds	£375,000	£462 psf
Maisonettes		
2 beds	£390,000	£430
3 beds	£460,000	£411
Houses		
3 beds**	£455,000 - £525,000	£411-£451psf
4 beds	£535,000 - £605,000	£413 psf

* A number of the affordable 3 bedroom houses are also assumed not to benefit from a parking space

Values above are reflective of assumed parking allocations. Houses with an integral garage have a premium of £25,000 applied and a £40,000 premium for those with a separate garage.

Due to the location being over 2 miles from Cambridge City Centre, agents stressed the importance of parking spaces available at the scheme, and also noted the uplift in value if the scheme is to have allocated off-road parking and/or garages. Additionally, agents commented that should the private units not benefit from parking then there would likely be a sizeable reduction in the achievable sales values and rate of sale.

For comparable evidence please refer to our full report dated February 2024

6.10.2 Refurbished Social

Please refer to our main report dated February 2024 for our full methodology. We have adopted the unit values above but made adjustments for specification. We provide a full summary of our assumptions below:

Rental value (average three bed pw)	£131.33
Discount Rate Income	6.0%
Management costs	£550
Management cost growth inflator	0.5%
Day to day costs	£350
Planned & Cyclical costs (14x houses)	£3,905
Rental income growth (All years real)	1.0%
Bad debts and voids (% of gross income)	2.5%

Based upon these assumptions we have arrived at £640,000 equating to approximately £80,000 per unit.

6.10.3 New Build Social Rent Values

Please refer to our main report dated February 2024 for our full methodology.

We provide a full summary of our assumptions below:

Social Rent	
Target Rent (per week)	1 Bed flat: £116

Social Rent	
	2 Bed flat/maisonette: £133/£136
	3 Bed maisonette: £155
	3 Bed house: £158
	4 Bed house: £179
Management, major repairs, and maintenance (pcm)	£1,500
Voids and Bad debts (%)	2%
Rental income growth (All years real)	1.0%
Discount Rate (%)	5%

Based upon these assumptions we have arrived at a package price of £9,760,000, equating to £163 psf and circa £152,500 per unit.

6.10.4 Other Assumptions

We understand that 103 parking spaces will be available. Of these 'spaces' 33 comprise garages or off-street parking. We have been advised to assume 10% visitor parking will be provided from the on-street parking spaces. The remainder will be allocated to the private and affordable housing. The table below details the proposed parking:

Parking Spaces	
57	On street to be allocated
13	Visitors
33	Garages / off street
103	Total Spaces

A number of Private units have the benefit of a garage or off-street parking. We have been advised to assume that the remaining units have the benefit of one allocated on-street parking space. We summarise the split below:

Private		
No	Type	Parking
21	Houses	Garages / Off street

Private		
46	Houses	On street space
67	Units	

With respect to the affordable housing 5 dwellings have a garage. We have assumed that the 11 remaining on-street parking spaces would be allocated to the houses. We summarise the split assumed below:

Affordable		
No	Type	Parking
21	Flats	None
12	Maisonettes	None
5	Houses	Garage
11	Houses	Allocated space
15	Houses	None
64	Units	

25% of affordable units therefore benefit from a parking space or a garage.

6.10.5 Stage 2b – Construction Costs

We have been provided with construction costs for Option 4.

All costs provided are inclusive of contractors OHP/Margin, preliminaries, sustainability improvements, novated fees (new build only) and, in relation to refurbishment, VAT. We have made our own allowances for contingency and professional fees (see below).

We summarise the totals (exclusive of contingency and developer professional fees) below:

Option 4 (House-led)	
Refurbishment Costs	£1,691,517
New Build Costs	£44,056,000
Total	£45,747,517

A copy of the construction cost plan is included at Appendix 6.

6.11 Stage 2b – Contingency

We have adopted a 5% contingency across the new build construction costs and a 10% contingency for the refurbishment costs to reflect a higher degree of uncertainty.

6.12 Stage 2b – Professional Fees

We would normally expect to see total professional fees in the order of 8% to 12% of the net construction costs with the adopted percentage depending upon the type of project, site, scale and complexity of the proposals. We have applied a 10% fee for all refurbishment costs. As the redevelopment now comprises a housing led scheme we have applied 5% professional fees to the new build elements reflecting the inclusion of 3% novated fees within the new build costs themselves. No novated fees have been included in the refurbishment costs.

6.13 Stage 2b – Appraisal Assumptions

The following assumptions have been applied to the development appraisal in line with the assumption used in Stage 2:

Cost	Assumption
Acquisition Cost	Notional land cost of £1
	No other allowances
Planning Contributions	No CIL*
	S106 Contributions: £3,750 per unit above the existing 122 units.
Decant Costs	Home loss Payment: £8,100 per Council tenant
	Decant Payment: £1,250 per Council tenant
	Assumed 20% of tenants will return and require a double decanting payment
	Assumed these costs are paid over 6 months prior to construction for redevelopment
	Assumed these costs are paid on a rolling basis for refurbishment
Buy Back Costs	1 Bed Flat: £215,000
	2 Bed Flat: £280,000
	3 Bed House: £402,000
	4 Bed House: £467,000

Cost	Assumption
	10% home loss, 5% disturbance and 1% legal and valuation fees have been assumed
	Assumed these costs are paid 6 months prior to construction of each new build phase
Marketing Costs	1% for private units
	Private Sale Agent: 2%
	Affordable Sales Agent: 1%
Disposal Costs	Private Sales Legal: £1,000 per unit
	Affordable Sales Legal: 0.5%
Finance	7% on a notional 100% debt basis
Developer return/profit requirement	Not included

6.14 Stage 2b – Results

We have undertaken a development appraisal using Argus Developer to test the financial viability of Option 4. This is then compared to the Base case of a full refurbishment as detailed in our February 2024 report. Additionally, a summarised breakdown is provided below:

Appraisal Inputs	Inputs	Amount
Revenue		
Open Market	<ul style="list-style-type: none"> 3 Bed House: £500,000-£525,000 4 Bed House: £565,000-£605,000 	£35,465,000
Affordable (New)	Social Rent - £163psf / £152k per un	£9,760,000
Affordable (Refurbished)	Existing Refurb (Houses) - £80k/unit	£640,000
Costs		
Acquisition Costs	Nominal	-£1
Decant & Buy Back Costs	Homeloss (Tenant) - £8,100/un Decant Disbursements - £1,250/un Buy Backs - £215k to £467k per unit Homeloss (Owner) – 10% Disturbance – 5% Legals / Valuation – 1%	-£7,818,336

Appraisal Inputs	Inputs	Amount
Construction Costs	Equating to £288 psf / £366k per unit	-£44,060,000
Refurbishment Costs	Equating to £241k per unit	-£1,691,517
Contingency	5% (on construction costs) 10% (on refurbishment)	-£2,372,152
Professional Fees	5% (on construction costs) 10% (on refurbishment)	-£ 2,313,150
Disposal Costs	Marketing – 1% Private sales agents – 2% Affordable sales agents- 1% Sales Legal – 0.5% (Affordable) and £1,000 per unit (Private)	-£1,277,350
Financial Planning Contributions	S106 (£3,750 per additional unit)	-£33,750
Finance	7% Debit Rate	-£2,612,846
Deficit / Surplus		-£16,314,102
Difference to Basecase		£5,051,069
Cost per AH unit		-£254,908

6.15 Conclusion

The Financial Case has assessed the financial viability of the options.

- **Stage 2**

In Stage 2, the three shortlisted options were evaluated, and a high-level summary of each appraisal can be found in the table below which demonstrates the residual surplus or less each scenario achieves. The surplus/deficit that can be achieved reflects the financial outcome of each scenario, highlighting the potential financial viability or shortfall associated with each option.

Appraisal Inputs	Option 1:	Option 2:		Option 3:	
	Refurbishment	Partial Dev - Market Led	Partial Dev - 100% Affordable	Full Dev - Market Led	Full Dev - 100% Affordable
Revenue	£6,434,857	£38,185,000	£42,105,000	£68,515,000	£70,585,000
Costs	-£27,800,030	-£52,236,456	-£49,051,377	-£95,167,202	-£86,648,547
=					
Surplus / Deficit	-£21,365,171	-£25,764,667	-£19,201,497	-£26,652,202	-£16,063,546
Difference to Base case	[Base case]	-£4,399,496	£2,163,674	-£5,287,031	£5,301,625
Cost per AH unit	-£218,012	-£262,905	-£114,979	-£271,961	-£68,066
Cost extra per AH unit	N/A	N/A	-£278,283	N/A	-£116,403

Each of the development options assessed results in a loss. The best, or least worst, performing option is Option 3 (full) with 100% affordable housing at -£16,063,546, with the partial 100% affordable housing closely following at -£19,201,497. Although the cost per unit is noticeably higher compared to refurbishment, these options have a lower deficit than its market equivalent and offer an attractive proposition to leverage access to grant funding to provide more units. The number of units provisioned on the estate can be maximised at a lower deficit.

Market led appraisal results are worse at -£26,652,202 and -£25,764,667 with Option 1 (refurbishment) sitting between these at -£21,365,171. We consider that this is due to the relatively low market values in comparison to construction costs and lack of grant funding for the existing 98x Social Rented units in this scenario. This suggests these options may pose a financial challenge for delivering affordable housing in the city.

Notwithstanding the above, a 'do nothing' scenario is not an option with the 'base case' scenario being the refurbishment of the existing estate at -£21,365,171. Consequently, a more appropriate barometer of financial performance is a comparison to this appraisal and the other options. The 100% affordable housing options results in improvements of £5,301,625 for Option 3 (full) and £2,163,674 for Option 2 (partial).

An alternative form of analysis is the cost in terms of affordable housing provision and additional provision over the existing 98x units. Option 3 (full) with 100% Affordable equates to -£116,403 per additional affordable unit and -£68,066 per affordable unit (including the 98x re-provided Social Rented units). By comparison the partial redevelopment options equates to -£262,905 and -£114,979 per unit respectively which is considerably more expensive. Therefore, from a financial perspective, Option 3 (full) with 100% affordable housing is the least-worst performing option to meet housing demands and the issue of affordability in Cambridge.

- **Stage 2b**

The assessment of Option 4 (house-led) has been undertaken to inform Cambridge City Council as to its expected financial performance. The proposed scheme results in a deficit of -£16,314,102. This compares to the base case scenario of refurbishing the existing properties which resulted in a deficit of -£21,365,171 (see February 2024 report). Accordingly, Option 4 (house-led) results in a £5,051,069 improvement in comparison to the base case.

7 THE MANAGEMENT CASE

7.2 Introduction

The Management Case aims to demonstrate the robust arrangements in place for the delivery, monitoring and evaluation of the options in order to show how each option could be delivered and managed in accordance with best practice. This will support in determining the capability of each option in being delivered successfully.

The Management Case is divided into two sections: Stage 2 and 2b. Firstly, the full evaluation from Stage 2 has been incorporated followed by new analysis of the management arrangements for the new house-led option in Stage 2b. The risks associated with the options have also been collated in both stages.

It has been assumed that the following sections from Stage 2 are applicable to Option 4 (house-led) in Stage 2b so do not require further analysis:

- Contract management: all laws, regulations and responsibilities outlined in Stage 2 are applicable to Option 4.
- Governance and project management: As with Options 2 and 3 in Stage 2, the house-led option is likely to require the same typical joint venture governance structure.
- Contingency Arrangements and Plans: Contingency allowances have been factored into all aspects of the illustrative financial and BCR models for Option 4.

7.3 Stage 2 – Deliverability

Any preferred option must be a well-considered deliverable project. To demonstrate the deliverability of each option, the following elements must be considered to facilitate their delivery.

7.3.1 Planning

In all shortlisted options it was assumed planning permission is required:

- **Option 1: Refurbishment**

It has been assumed planning consent would be required for elements on the outside of the buildings, such as the installation of PV panels, air source heat pumps, and external wall insulation. Any other external work such as roof replacement, and window replacement would also qualify to require planning permission. This can be delivered in a single package of repair works requiring the submission of a planning application.

- **Options 2 & 3: Partial and Full Redevelopment**

The approach to securing planning permission would be based on compliance with local and national requirements and early, continual involvement with the local planning authority regarding affordable housing, biodiversity, open space, flood, and water. Specifically relating to the provision of affordable housing, there is a need for a minimum of 40% of the buildings in new housing developments over a certain size to be classed as affordable. This includes the replacement of the current provision of affordable housing on an estate. In the case of the Ekin Road Estate, there is a minimum requirement of re-providing the 98 social rented units which equates to approximately 58% of the partial redevelopment scheme and 42% of the full scheme. This ensures a like-for-like replacement of social rented units. These figures form one of the scenarios for the partial and full redevelopment options. However, a 100% affordable housing scenario was also assessed which aligns with planning requirements. In this scenario, the 98 social rented units will be re-provided with the additional private units converted to Affordable Rent.

7.3.2 Phasing

As outlined in the Economic Case, we assessed the three shortlisted options in terms of their implementation method: a single or multi-phased delivery.

- **Option 1: Refurbishment**

A single phase through a rolling programme of works has been assumed as the implementation method for option 1. Buildings would be decanted and refurbished together which could allow some residents to be decanted in the estate depending on the timing within the programme. A rolling programme would enable greater control over the works and less disruption for residents. A detailed programme and timescales for refurbishment will be determined at a later stage.

- **Option 2: Partial Redevelopment**

The partial redevelopment option involves the redevelopment of the majority of the estate to provide 153 new build apartments while retaining the 24 existing houses, of which 14 are Council houses that will be refurbished. The houses to remain are the ones denoted under the grey lines below and include Odd Nos 1-23 Ekin Road, 33-59 Ekin Road, and 97-99 Ekin Road. It is assumed the retained houses excluding the freeholders will be refurbished on a rolling basis alongside ongoing construction and maintenance work conducted on the estate. It has been assumed the freehold houses will not take part in the refurbishment programme and therefore do not form part

of this option. Based on the Economic Case, it has been determined for Option 2 (partial), two phases will be required as shown below:



In alignment with the phased decant and demolition plan, construction will follow the same plan as shown in the estate map below:



In total, it has been assumed based on the phasing plans outlined, the following provision of tenure would be provided per phase. It has been assumed the retained houses will remain in their existing tenure.

	Market Appraisal		100% AH Appraisal		Refurbishment
	Phase 1	Phase 2	Phase 1	Phase 2	
Social Rented	36	48	36	48	-
Affordable Rented	-	-	57	12	-
Private	57	12	-	-	-

	Market Appraisal		100% AH Appraisal		Refurbishment
	Phase 1	Phase 2	Phase 1	Phase 2	
Refurbished Houses	-	-	-	-	14
Total	93	60	93	60	14

- **Option 3: Full Redevelopment**

The full redevelopment option involves the redevelopment of all buildings on the estate to provide 236 new build units. The proposed accommodation will be a mixture of flatted blocks containing one-, two- and three-bedroom flats, alongside three- and four-bedroom houses. Overall, 197 flats and 39 houses are proposed.

The delivery of the redevelopment would be done in two phases as shown in the phasing demolition plan below:



In alignment with the phasing demolition plan, the construction would be done in two phases as shown below:



The two development led options have been appraised on both a market led and 100% affordable housing basis. Local planning policy requires a provision of 40% affordable housing. With respect to the market led full redevelopment scenario it is assumed that the existing 98x Social Rented homes would need to be re-provided equating to approximately 42% of the scheme. In the 100% affordable housing scenario the 98x units would be re-provided with the additional private units converted to Affordable Rent. The split of units per phase and tenure is detailed below:

	Market Appraisal		100% AH Appraisal	
	Phase 1	Phase 2	Phase 1	Phase 2
Social Rented	62	36	62	36
Affordable Rented	-	-	60	78
Private	60	78	-	-
Total	122	114	122	114

7.3.3 Decanting

In all three shortlisted options it was assumed decanting is required due to the duration of the works.

- **Option 1: Refurbishment**

The refurbishment option would require a phased decant with a right to return for residents on the estate. A phased decanting involves groups of residents being decanted at different stage in line with the rolling programme of the refurbishment.

- The council tenants impacted by decanting would be prioritised for finding a new home on Homes Link. They will be able to select from Cambridge City Council’s existing house stock in the area. The Council recognise that moving home can be a disruptive and stressful experience so assistance throughout the process will be provided to ensure residents are supported and reassured. This aims to minimise the impacts of moving on residents’ health and wellbeing.
- For leaseholders, it is assumed the Council would purchase and refurbish the properties. Depending on the result of negotiations CPO proceedings may be required.
- It is assumed freeholders are excluded from the refurbishment work.

- **Option 2: Partial Redevelopment**

The partial redevelopment option would require decanting on a phased basis in alignment with the development phases and refurbishment programme:

- Council tenants in properties marked for redevelopment would be decanted in two phases in alignment with the construction phases. Like the refurbishment option, these tenants would be prioritised for finding new homes on Homes Link.
- Given the scale of the works we envisage the leasehold interests that are part of redevelopment would be purchased by the Council and depending on the result of negotiations CPO proceedings may be required.
- In relation to the retained houses, it is assumed that the freehold houses would not take part in the refurbishment and the Council tenants in the 14 retained houses will be decanted on a rolling basis to allow refurbishment work.

- **Option 3: Full Redevelopment**

For the full redevelopment option, all residents would be decanted in two phases in alignment with the two-phased demolition and construction plan. The Council has considerable experience working with tenant and leasehold households throughout the moving process. During the decant process, the Council aim to do what is best for each family based on their individual circumstances and needs.

- The Council will carry out a needs assessment for all Council tenants. Tenants are given the highest banding on the Home-link choice-based lettings system and support is provided to register and access the system on an ongoing basis. Tenants are able to bid on properties of their choosing and there is no limit as to how many properties are viewed. Council tenants are able to choose from the available housing stock meaning it could be possible for a household to stay close to schools, GPs, and other amenities. Financial assistance is provided with an initial payment of £1,250 to help with moving costs or the Council can make arrangements on the tenant's behalf, particularly if they are more vulnerable. A further statutory compensation payment is payable of £7,800. Special consideration is given to those tenants who require adapted properties, and these will be arranged in advance of a tenant moving, with full involvement of an OT and social care where applicable. To reduce the stress of moving, additional support can be provided in terms of helping with the change of address, mail redirection, and coordinating with other agencies to manage the transition. Regular communication and support can also be offered. In many cases, once tenants have relocated it is unlikely, they will move back to the estate as many are happy with their new homes.
- Homeowners have the reassurance of an independent market valuation that can be arranged by the Council or with a RICS surveyor of their choosing. Once agreed, support is provided throughout the lease / property surrender process in terms of the conveyance and finding

another property. Further payments are made to cover legal costs, stamp duty land tax, mortgage redemption fees and the various incidental moving costs.

7.3.4 Compulsory Purchase Order

If engagement from leaseholder and freeholders during the negotiation process is unsuccessful, a Compulsory Purchase Order (“CPO”) process would begin. A CPO is a tool that public-sector organisations can use to obtain land or property compulsory³³. Compulsory Purchase should be seen as a last resort by the Council, to be used only when all other options have failed. It should never be a first option, and meaningful attempts to negotiate must be demonstrated. However, government guidance supports the use of compulsory purchase to secure redevelopment or to improve substandard or defective properties. It recognises that, due to the time taken to make and confirm a compulsory purchase order, it may be appropriate to run the compulsory purchase process in parallel with other efforts to acquire interests through agreement such as negotiations. This also demonstrates the seriousness of the Council and can help progress the acquisition process by showing the Council are willing to be open and treat the concerns of those who are affected with respect. If compulsory purchase powers are used, all those affected will be entitled to compensation..

7.3.5 Vacant Possession

The Council would be required to obtain vacant possession and to transfer the land for development for options 2 and 3, depending on the joint venture structure used. The development partner may also have a role to play in securing vacant possession e.g., the carrying out of demolition works (where needed) but the Council would be responsible for carrying out the decanting of residents.

7.3.6 Viability

The financial viability of all three options has been set out in the Financial Case of this report. Please refer to section 6 for full details.

7.4 Stage 2 – Programme

An indicative programme was assumed. Following approval of the preferred option and the appointment of a delivery partner (development partner or contractor) a full programme with finalised timescales will be developed collaboratively between the Council and the delivery partner.

7.4.1 Development Programme

The JLL Building Consultancy team have assumed the following development programme. It has been advised that refurbishment of all existing properties can be reasonable completed within 3 years

³³ Cambridge City Council, CPO [available at: [https://www.cambridge.gov.uk/compulsory-purchase-orders#:~:text=A%20compulsory%20purchase%20order%20\(CPO,the%20consent%20of%20the%20owner.](https://www.cambridge.gov.uk/compulsory-purchase-orders#:~:text=A%20compulsory%20purchase%20order%20(CPO,the%20consent%20of%20the%20owner.)]

(36 months). A refurbishment programme of the houses within the partial redevelopment option could be completed in one year (12 months). As planning would only be required for specific parts, it is assumed any planning applications would run alongside the procurement of the contractor and would be in place by the time it is required. Based on this assumption, a 3-month preconstruction period to tender and appoint contractors has been allowed. A notional sale of the affordable housing has been modelled on a monthly basis over the construction period deferred 3 months to account for the timings of hand backs.

With respect to the new build elements the BCIS duration calculator has been used in order to assess the likely development timings, split out by phase. We have adopted 9 months to gain planning permission and 6 months preconstruction. The second phase pre-construction period is extended to ensure a suitable construction delay and that sales of each phase do not overlap. We have assumed a sales rate of 4 per unit pcm starting approximately 18 months into construction as the first blocks or houses complete. Sales of the new build affordable housing in each scenario has been modelled on a traditional golden brick basis with 30% of revenue received 3 months after start of the relevant phase with the remaining capital value S-curved over the construction period.

Below is a summary of the development timings that have been assumed for each scenario:

	Duration (months)					
	Option 1 (Refurbishment)	Option 3 (Full)		Option 2 (Partial)		Refurb
		Phase 1	Phase 2	Phase 1	Phase 2	
Purchase	0	0	0	0	0	0
Planning	0	9	9	9	9	0
Pre-Construction	3	6	24	6	22	3
Construction	36	24	21	22	21	12
Sale	36	15	19	14	3	12
Total	75	54	73	51	55	21

(Note: overlapping timings)

7.5 Stage 2 – Contract Management

The management of contracts during the delivery period should be overseen by Cambridge City Council, led by its procurement team to ensure compliance with the necessary laws and regulations while protecting the Council from risk. As outlined in the Cambridge City Council Constitution³⁴, the contracts manager is typically responsible for:

- ensuring that the contract is carried out in accordance with its terms and conditions;
- monitoring the supplier's performance, compliance with standards and policies
- monitoring cost and Best Value requirements, risk management
- monitoring equalities and sustainability data, where appropriate;
- monitoring user satisfaction;
- ensuring any minor changes to the contract are agreed and approved before they are carried out;
- monitoring sub-contracting
- in consultation with Legal Services and the Chief Financial Officer, consenting to sub-contracts, assignment or novation to new suppliers

During the contract, the delivery partner should be required to attend review meetings and provide reports in accordance with the contract and specification. Any amendments to the specification or terms of the contract should be agreed and detailed in the contract. This ensures the Council and the delivery partner work cooperatively with effective communication throughout. If this proves unsuccessful, the Council can apply a principle of escalation in preference to a legal intervention.

Specific terms and specification of the contract will be finalised as part of the delivery partner's appointment.

7.6 Stage 2 – Governance and Project Management

It is important to establish strong governance and project management to ensure the programme is delivered on time and in line with best practice. This section outlines the governance and project management needed for each shortlisted option.

³⁴ Cambridge City Council, Constitution, [available at: <https://www.cambridge.gov.uk/media/hqblcz3j/constitution.pdf>]

7.6.1 Option 1: Refurbishment

The refurbishment option is to be self-managed by the Council and delivered through a procured contractor. The different streams of work required for this option would be managed by separate teams within the Council³⁵:

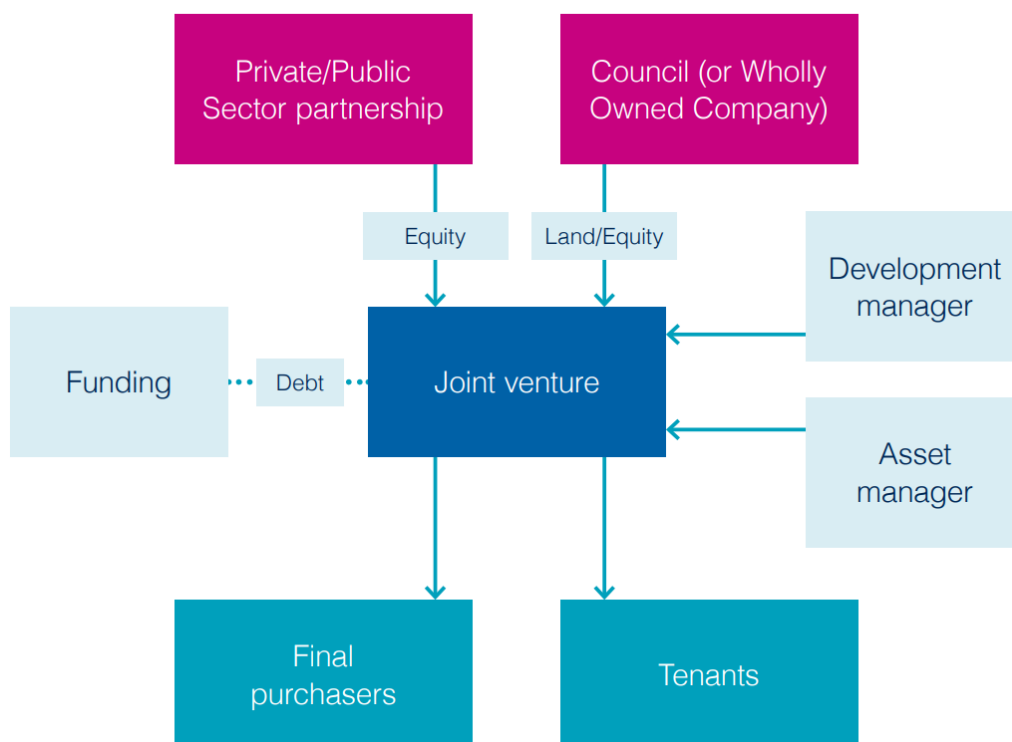
- Procurement work is managed by the Estates and Facilities team, working closely with the Strategic Procurement Team.
- The management of contracts during the delivery period is led by the Council's procurement team to ensure compliance with the necessary laws and regulations while protecting the Council from risk.
- External contractors is managed by the Estates and Facilities Contractors and Procurement Manager.
- Legal Services can provide legal contract advice when needed.
- In relation to managing the temporary decanting, the Housing Office or Assistant Housing Office would support and advise tenants during the process.

7.6.2 Options 2 & 3: Partial and Full Redevelopment

The governance required for both option 2 and 3 would likely be a typical joint venture structure. In this structure it is generally a 50:50 partnership between the partners where the aims and objectives align so the local authority can secure a longer-term return on land while retaining suitable control over the overall development.

³⁵ Cambridge City Council, Procurement of Planned Maintenance Contractor 2022-2028, [available at: <https://democracy.cambridge.gov.uk/documents/s55888/Maintenance%20contractor%20procurement%202021-22%20-%20committee%20report%20-%20final%20-%208th%20June%202021.pdf>]

Below is the structure of a typical JV partnership³⁶:



Cambridge City Council has experience working with this type of governance structure. The Council already has a joint venture partnership established with Hill Partnerships. If CIP is used as the delivery mechanism for either of the redevelopment options, there is a formal governance process in place to govern the project management and decision making of a CIP scheme. The governance processes and procedures are set out in the Members Agreement and CIP’s governance structure³⁷ is summarised below.

³⁶ Grant Thornton, Housing Partnerships, [available at: <https://www.grantthornton.co.uk/globalassets/1.-member-firms/united-kingdom/pdf/publication/2021/housing-partnerships-delivering-the-homes-that-london-needs.pdf>]

³⁷ Cambridge Investment Partnership (CIP), [available at: https://www.cdbb.cam.ac.uk/files/cip_site_visit_brochure_v6_jb_nov_21.pdf]

CIP STRUCTURE



- **The CIP Board**

Pivotal in the governance process is the CIP Board which consists of equal membership from Cambridge City Council and Hill. The Board has strategic oversight meaning it directs and authorises business of CIP LLP. Both parties have equal weighting in the decision making and governance processes of CIP whereby each partner has one collective vote. The partnership is a deadlock partnership which allows either partner to exercise its powers under the deadlock if there is a disagreement between the partners or if a proposal does not align with the agreed CIP objectives outlined in the Commercial Case. This can result in the veto of the proposal and the land being transferred from CIP back to the Council. In the event of a dispute, it can also be escalated to the Chief Executives of both partners.

- **The Investment Team**

The Investment Team leads on the day-to-day running of CIP through managing the business on instruction from the CIP Board. The team set out the strategy for bringing forward Project Plans for the sites. There are separate finance and PR subgroups with at least one representative from each party.

- **Project Team**

In terms of delivering of a scheme, a project team is specifically selected to ensure the right skills and experience are available to deliver a high-quality development. The site-specific project team will take the estate through planning and build to deliver a successful scheme.

- **Project Management**

For project management, there would be both a Hill and Cambridge City Council lead representative Project Manager.

- For the Council, the project manager is typically from the Housing Development Agency (HDA) who manages housing development schemes and provides council staffing contributions to the development of schemes. The HDA team ensures new housing schemes are effectively managed by bringing the expertise of the Council in areas such as resident liaison and decanting. Additional development officers can also be provided if needed to support work in progressing.
- In relation to decanting, the Council's specific Regeneration Team will manage the process.
- The Hill project manager will provide the technical development expertise.

- **Quarterly Reviews**

The project team need to provide highlight reports through the Council's Project Management system. Quarterly reports on progress should be submitted to the Housing Scrutiny Committee and subsequently the Combined Authority's Housing Committee.

7.7 Stage 2 – Risk Management

Risk Management is a key requirement to enable the Council and delivery partner to identify, evaluate and control risks and opportunities. This is a continuous process throughout the project.

During the delivery of the project, the risks will be identified, recorded, and managed with appropriate owners allocated to each risk along with a method of mitigation. The allocated owner will be responsible for mitigating the risk.

To understand the feasibility of delivering each option, the risks associated have been examined. However, given the nature of the scheme, the risks and benefits will likely evolve over time, such as through the planning process. It is necessary to take this into account when examining the risk evaluation.

There is common risks across the shortlisted options but, the level of occurrence and impact will differ between options. Each risk has been scored on a scale of low, medium, or high. The table below includes a summary of the financial risks expected to be encountered for each of the shortlisted options, the associated risk level per option and the method to mitigate. As details of the scheme for the preferred option are finalised, it is possible to update this table.

#	Risk	Description	Option 1	Option 2 (Partial)		Option 3 (Full)		Mitigation
			(Refurbishment)	AH	Market Led	AH	Market Led	
1	Cost inflation	There is a risk that development costs escalate at a rate higher than anticipated due to interest rates, inflation, etc., impacting financial viability	Medium	High	High	High	High	<ul style="list-style-type: none"> • Include contingency in cost calculations • Manage risk exposure through contracting
2	Revenue	Risk that the expected market sale rates are not achieved, impacting financial viability	N/A	N/A	Medium	N/A	Medium	<ul style="list-style-type: none"> • Sales prices based on latest market research • Phased development ensures market is not oversupplied resulting in lower prices.
3	Grant receipts	The risk that grant funding cannot be secured	Low	High	Low	High	Low	<ul style="list-style-type: none"> • The had will engage an Employers Agent to scrutinise costs.

Additional wider risk factors have also been analysed below for the shortlisted options.

#	Risk	Description	Option 1 (Refurbishment)	Option 2 (Partial)	Option 3 (Full)	Mitigation
1	Planning	A risk relating to a failure in obtaining planning permission which could cause delays and increase costs for a revised application	Low	Medium	Medium	<ul style="list-style-type: none"> • The pre-app process is used effectively, and schemes aim to be policy compliant

#	Risk	Description	Option 1 (Refurbishment)	Option 2 (Partial)	Option 3 (Full)	Mitigation
2	Legal challenge	The risk of a potential legal challenge regarding the selected option	Medium	Medium	High	<ul style="list-style-type: none"> Due consideration and process
3	Health and Wellbeing	The risk of harm due to the condition of the buildings	Medium	Low	Low	<ul style="list-style-type: none"> Ensure all essential repairs are completed for retained buildings and conduct continual monitoring
4	Design	The risk that there is an inability to meet design standards	Medium	Low	Low	<ul style="list-style-type: none"> Continue to work closely with the professional team to deliver a suitable scheme
5	Delivery	The risk that the construction / refurbishment of buildings is not delivered on time	Medium	Medium	Medium	<ul style="list-style-type: none"> Continue to work with the professional team to project manage effectively
6	Environment	There is a risk of not achieving the desired sustainability standards	Medium	Low	Low	<ul style="list-style-type: none"> Continue to work with planners and the professional team to deliver a suitable scheme.
7	CPO	A risk of negotiations breaking down which could result in a full CPO process	Low	Medium	High	<ul style="list-style-type: none"> Officers are in place to help support the leaseholders and freeholders.
8	Archaeology	A risk that excavation could result in a requirement for further detailed / costly investigations.	Low	Low	Low	<ul style="list-style-type: none"> Continue to work with planners and the professional team to deliver a suitable scheme.
9	Procurement	The risk that can arise from the contractual arrangements with the selected delivery partner	Medium	Low	Low	<ul style="list-style-type: none"> Ensure a strong governance process is in place on the appointment of contractors/development partner.
10	Decanting	A risk of delays if residents are not decanted	Medium	Medium	High	<ul style="list-style-type: none"> Officers are in place to manage the decant process and there are policies in place

#	Risk	Description	Option 1 (Refurbishment)	Option 2 (Partial)	Option 3 (Full)	Mitigation
						for home loss and disturbance.
11	Project Management	A risk of improper project management	Low	Low	Low	<ul style="list-style-type: none"> Monitor resource capacity

As the Council's investment liability and the level of redevelopment increases, the associated risk level rises as the complexity of the project and its delivery heightens. However, these risks will be monitored, controlled, and reassessed. Upon selection of the preferred option and engagement of the delivery partner, the head of the programme will prepare and monitor the risks. The Council can use a risk management system to record and manage risks and controls whereby the risk is identified, analysed and then subsequent actions to mitigate the risk are assigned to a risk owner/s who will review and update regularly.

7.8 Stage 2 – Contingency Arrangements and Plans

Contingency allowances have been factored into all aspects of the illustrative financial and BCR models. Contingency levels are relatively conservative at this stage but may reduce as further work is completed.

7.9 Stage 2b – Deliverability

This section explores the deliverability of Option 4 (house-led) through the following elements:

- Planning
- Phasing
- Decanting
- CPO
- Vacant possession
- Financial viability

Please note, the following elements remain unchanged from the Stage 2 Report:

- Planning: planning permission is needed for both the redevelopment and refurbishment elements in Option 4. For full details, please refer to section 7.3.1, specifically Option 2 and 3 (partial and full).
- CPO: the process for CPO is the same for Option 4. For full details, refer to section 7.3.4.
- Vacant possession: Depending on the joint venture structure used, the Council may be required to obtain vacant possession and transfer the land for development for units subject to redevelopment.

7.9.1 Phasing

For the purposes of this appraisal, we have assumed that the scheme will be delivered on a rolling basis. It is assumed that the current occupied units will be decanted and vacated on a rolling basis approximately 6 months prior to construction.

The houses to remain are 33-59 Ekin Road. Council tenants of these properties will be decanted on a rolling programme basis, but it is assumed that freeholders will not take part in the refurbishment.

7.9.2 Decanting

Option 4 will require decant with a right to return for residents on the estate..

- All council tenants in homes marked for both redevelopment and refurbishment will require decanting so shall be prioritised for finding a new home using the Homelink choice-based lettings system. For full details regarding decanting of council tenants please refer to Section 7.3.3.
- For leaseholders and freeholders in homes marked for redevelopment, it is assumed the Council will purchase their properties through a lease/property surrender process. For full details regarding the decanting of leaseholders and freeholders please refer Section 7.3.3.
- It is assumed freeholders in the south houses will be excluded from the refurbishment work.

7.9.3 Viability

The financial viability of Option 4 has been set out in the Financial Case of this report. Please refer to section 6 for full details.

7.10 Stage 2b – Programme

We summarise below the development timings we have assumed for Option 4.

Development Stage	Option 4 (House-led)
Purchase	1
Planning	9
Pre-Construction	6
Construction	25
Sale	17
Total	44

*Note: overlapping timings

We have been advised by JLL's Building Consultancy team that refurbishment of the 7 existing properties can be reasonably completed within a year allowing for decants. Planning would only be required on specific

external elements of the improvement programme (external wall insulation, solar panels etc) and could be submitted alongside the procurement of a contractor. Accordingly, we have allowed a 3 month pre-construction period for both planning and to tender and appoint contractors. A notional sale of the affordable housing has been modelled on a rolling monthly basis over the construction period deferred 3 months to account for the timings of hand backs.

With respect to the new build elements we have used the BCIS duration calculator in order to assess the likely development timings. We have allowed 9 months to gain planning permission and 6 months pre-construction. We have assumed a sales rate of 4 units pcm starting approximately 12 months into construction as the first blocks or houses complete with sales on a rolling basis thereafter finishing 4 months after completion. Sales of the new build affordable housing has been modelled on a traditional golden brick basis with 30% of revenue received 3 months after start of the relevant phase with the remaining capital value S-curved over the construction period.

7.11 Stage 2b – Risk Management

The same risk management approach has been applied to evaluate the risks of Option 4. There is common risks with the tables below summarising the financial and wider associated risks expected, their associated risk levels and mitigation. If details of the scheme change, it is possible the risk level may change.

#	Risk	Description	Option 4 (House-led)	Mitigation
1	Cost inflation	There is a risk that development costs escalate at a rate higher than anticipated due to interest rates, inflation, etc., impacting financial viability	High	<ul style="list-style-type: none"> • Include contingency in cost calculations • Manage risk exposure through contracting
2	Revenue	Risk that the expected market sale rates are not achieved, impacting financial viability	Medium	<ul style="list-style-type: none"> • Sales prices based on latest market research • Phased development ensures market is not oversupplied resulting in lower prices.
3	Grant receipts	The risk that grant funding cannot be secured	Low	<ul style="list-style-type: none"> • The HDA will engage an Employers Agent to scrutinise costs.

Additional wider risk factors have also been analysed below.

#	Risk	Description	Option 4 (House-led)	Mitigation
1	Planning	A risk relating to a failure in obtaining planning permission which could cause delays and increase costs for a revised application	Medium	<ul style="list-style-type: none"> The pre-app process is used effectively, and schemes aim to be policy compliant
2	Legal challenge	The risk of a potential legal challenge regarding the selected option	Medium	<ul style="list-style-type: none"> Due consideration and process
3	Health and Wellbeing	The risk of harm due to the condition of the buildings	Low	<ul style="list-style-type: none"> Ensure all essential repairs are completed for retained buildings and conduct continual monitoring
4	Design	The risk that there is an inability to meet design standards	Low	<ul style="list-style-type: none"> Continue to work closely with the professional team to deliver a suitable scheme
5	Delivery	The risk that the construction / refurbishment of buildings is not delivered on time	Medium	<ul style="list-style-type: none"> Continue to work with the professional team to project manage effectively
6	Environment	There is a risk of not achieving the desired sustainability standards	Low	<ul style="list-style-type: none"> Continue to work with planners and the professional team to deliver a suitable scheme.
7	CPO	A risk of negotiations breaking down which could result in a full CPO process	Medium	<ul style="list-style-type: none"> Officers are in place to help support the leaseholders and freeholders.
8	Archaeology	A risk that excavation could result in a requirement for further detailed / costly investigations.	Low	<ul style="list-style-type: none"> Continue to work with planners and the professional team to deliver a suitable scheme.
9	Procurement	The risk that can arise from the contractual arrangements with the selected delivery partner	Low	<ul style="list-style-type: none"> Ensure a strong governance process is in place on the appointment of contractors/development partner.
10	Decanting	A risk of delays if residents are not decanted	Medium	<ul style="list-style-type: none"> Officers are in place to manage the decant process and there are policies in place for home loss and disturbance.
11	Project Management	A risk of improper project management	Low	<ul style="list-style-type: none"> Monitor resource capacity

7.12 Conclusion

The Management Case confirms the robust arrangements needed for delivery, monitoring and evaluation so each option could be delivered and managed in accordance with best practice.

Options in both Stage 2 and 2b require the same prior arrangements including planning, phasing, decanting and vacant possession. However, each option has its own level of complexity meaning there are nuances in their delivery arrangements such as differing decanting plans and phasing.

As a result of their complexities, all options require a strong governance process in place to ensure all aspects of the delivery are suitably managed and controlled while supporting the needs of residents. A clear governance structure defines the decision-making mechanisms, project teams and quarterly reviews required during the implementation:

- As it is assumed for options involving redevelopment, there would be a joint venture partnership, a governance structure will need to be adopted and agreed between the partners.
- In order to deliver refurbishment work, a strong internal governance process is required that utilises resources from different Council departments, thus minimising risk and enabling suitable resourcing to be provisioned with clear responsibilities.

For options involving a blend of both redevelopment and refurbishment, a joint venture partnership governance structure as well as internal contractor governance is required in order to manage both streams of work.

There are a several risks categories, common across all the options, that have been identified at this stage and will require monitoring. Risk increases from refurbishment through to partial and full redevelopment as there more dependencies, liabilities, and challenges to consider. Additionally, a 100% affordable scheme heightens the associated risk for the Council. The risks could be mitigated with appropriate action from the accountable parties and should be regularly monitored to identify, evaluate, and control their likelihood and impact.

Through effective planning, project management, contract management and risk mitigation, the Council aims to ensure the chosen option is implemented in a timely and efficient manner in line with best practices to deliver a positive outcome for residents and the Council.

8 CONCLUSION

8.2 Conclusion

This report is the combination of extensive analysis conducted in two stages to determine the viability of three shortlisted options with Stage 2 and a supplementary house-led option in Stage 2b.

The Strategic Case confirmed there remains a case for change. Based on technical reports and qualitative data received from surveys, the Estate in its current form and layout would benefit from upgrading despite some of it being in a fair condition.

There are general issues in relation to fire safety, health and wellbeing, accessibility and incidents of anti-social behaviour. The traditionally constructed properties (houses, bungalows and maisonettes) are in fair condition. However, the non-traditionally constructed flats exceeded their design/ useful life with signs of cracking, poor thermal integrity and risk of structural degradation. Many residents have stated they are experiencing mould and condensation problems that is impacting their health and wellbeing.

In the absence of any redevelopment, significant investment would be required to improve the accommodation across the estate to align with the Council's objectives of providing high-quality homes and address the condition, safety, sustainability and accessibility issues.

- **Option 1: Refurbishment**

The refurbishment option is seen as the base option as the condition of the flats and maisonettes on the current estate mean that a do-nothing scenario is not a viable option for the Council. This option has four red flags in CSF evaluation, and it would result in a significant deficit of over £21m. This is further demonstrated in the poor BCR result of 0.17 over a 30-year period, which suggests that the Council would only receive 17pence in benefits for every £1 it spends.

- **Option 2: Partial Redevelopment**

The partial redevelopment option has no red flags and can achieve six CSFs fully and five partially. While considerable decanting will be required, a partial, positive transformation of the estate can be achieved by redeveloping the majority of units. Although higher quality homes aligned to the Council's strategy would be provided, the inability to maximise development capacity as a result of retaining the outer houses will limit the ability to better address the housing demand and affordability issues in Cambridge. Therefore, this option falls short in terms of maximising the opportunities on the estate.

The BCR of 0.78 for the 30-year period is also a poor economic return on investment. The 100% affordable housing option has a more favourable BCR result of 1.64 over the 30-year period, but this is driven through the grant funding.

While the 100% affordable housing scenario assumes grant funding to minimise the Council's financial burden, both scenarios have significant deficits £26m for the market led scheme and £19m for the 100% affordable option.

In terms of commercial delivery the mix of refurbishment and redevelopment projects running concurrently adds an additional element of complexity to the option.

- **Option 3: Full Redevelopment**

As the level of redevelopment increases, the ability to fully achieve the CSFs increases accordingly, with the full redevelopment option presenting the greatest opportunity to achieve the CSFs (8 fully and 3 partially) and also delivers the highest number of new homes. This option also has a favourable BCR of 1.29 over a 30 year period.

Both full redevelopment scenarios (100% affordable and market led) have the greatest overall costs but greater revenue is created through either grant funding or higher private sale proceeds. The net result is that the 100% affordable housing scenario offers the least-worst deficit of £16m, compared to £27m for the market led option.

A market led scenario could be delivered through a joint venture partnership, however the 100% affordable option may not attract a development partner to share the risk and provide development expertise as this option may not achieve the same commercial returns.

- **Stage 2 – Recommendation**

The evaluation of the three shortlisted options (including the sub-scenarios) indicated that Option 3 (Full Redevelopment) with 100% affordable housing is the “least-worst” option as it delivers the greatest number of homes and achieves the highest number of CSFs. This option also has the lowest financial deficit through utilising grant funding.

In terms of delivery, it was determined using a joint venture partnership provides the necessary expertise and resources, although an all-affordable scheme heightens the associated risk for the Council.

However, whilst it was seen as the “least-worst” option, the Council was advised to examine the affordability and risk of this option in relation to the Housing Revenue Account (HRA) against a backdrop of building cost inflation and higher interest rate environment.

Should this option not be considered financially viable, the Council should explore alternate development or delivery options with the development partner.

- **Stage 2b**

Based on the recommendation of the Stage 2 Report, the Council concluded that it was not willing to undertake the redevelopment itself due to the considerable financial and delivery risk involved and engaged BPTW to develop a house led scheme.

Option 4 (house-led) has been evaluated and delivers well on achieving CSFs (6 fully, 5 partially) and has a positive BCR of 1.66. The public purse BCR of 0.70 indicates there is not a positive return for the Council and that this option should be seen as an investment by the Council into delivering broader community benefits. A positive transformation of the estate can be delivered by altering the majority of the estate's layout to accommodate more 3- and 4-bed houses and new amenity space for residents, whilst retaining the south houses. The new layout creates a cohesive, successful urban design with fewer current residents being decanted.

While maximum unit uplift cannot be achieved, there is still a positive impact on the quantum of units and a material increase in the number of habitable rooms on the estate through the provision of 3 and 4 bed family units. This helps meet local housing needs and demand as 3- and 4-bed units are in high demand in the area. From a carbon perspective, Option 4 can utilise the increased roof area available to install PVs and achieve higher operational efficiency.

Financially, Option 4 results in a deficit of £16m which when compared to the base case (refurbishment) is a £5m improvement.

In terms of commercial delivery, the mix of refurbishment and redevelopment running in the scheme adds an element of complexity to the option. As a result, a blend of a JV partnership with a development partner and the procurement of contractors is required to deliver the option. From a risk perspective, there is less risk associated as not all the estate is redeveloped, there are fewer phases and greater ability to attract a developer.

- **Recommendation**

The Stage 2b evaluation of Option 4 (incorporating affordable housing) results in similar outcomes in terms of achieving positive CSF scores, BCR return and financial viability.

The Stage 2b option, whilst not producing the same number of additional units, still positively impacts the quantum of units and materially increases the number of habitable rooms on the estate by providing 3 and 4 bed family units urgently required by the Council. The nearby East Barnwell development that is providing

100+ all affordable flats also means that Option 4 provides diversity in accommodation offerings whilst aligning with the broader neighbourhood stock.

Although this option still results in a financial deficit (£16m), it is seen as lower risk as a market-led scheme will attract a development partner to share the risk/ rewards and there is no associated risk with securing grant funding.

The Stage 2 “least worst” option’s (Option 3 (Full Redevelopment) with 100% affordable housing) deficit, which was also £16m, was calculated assuming grant funding would be received. However this grant funding (£20m) is not guaranteed, and if the application had been unsuccessful would have significantly increased the Council’s financial burden by £20m to £36m.

Ultimately, the current condition of the flats and maisonettes means that a do-nothing scenario is not a viable option for the Council to consider. Of the options evaluated as part of Stage 2 and Stage 2b, Option 4 consisting of a redevelopment of 108 homes and refurbishment on 7 of the 14 retained homes on the Ekin Road Estate into a house led scheme which incorporates mixed tenure and retains the houses on the South is the preferable option, but this option will need to be assessed in relation to the HRA and their risk appetite.

9 EQUALITY IMPACT ASSESSMENT

An Equality Impact Assessment³⁸ has been conducted by Cambridge City Council for the options appraisal in alignment with the legal obligations of the Public Sector Equality Duty.

This Equality Impact Assessment seeks to ensure:

- The elimination of discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- The advancement of equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- The fostering of good relations between persons who share a relevant protected characteristic and persons who do not share it.

The option appraisal considers major changes that will impact 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, leaseholders, freeholders and any subtenants in the existing residential units

Consultation has been conducted to identify equality impacts from the shortlisted options which have been taken into consideration during the evaluation process.

The Public Sector Equality Duty should continue to inform the evaluation to ensure that there is appropriate consideration for the equalities impact on residents.

³⁸ Cambridge City Council, Equality Impact Assessment: Ekin Road September 2023

10 OVERALL ASSUMPTIONS TABLE

Section	Assumptions
Economic Case	
Phasing	Two phases for partial and full redevelopment
Phasing	A rolling programme for refurbishment
Decanting	Full decanting will be required for all options
CSFs	All CSFs are weighted equally
Financial Case	
Current tenure	The current tenure on the estate outlined in the Potter Raper Report has been adopted.
Tenure	In the refurbishment option the existing 98 social rented units will be retained as per their current tenure
Leaseholders	It is assumed the leasehold interests will be acquired and sold once refurbished
Freeholders	Freehold houses would not take part in the refurbishment programme in either the refurbishment or partial redevelopment option
Phasing	The full and partial redevelopment options will be delivered in two phases
Decanting	Full decanting will be required
Social rent %	The existing 98 social rented homes will need to be pre-provisioned
Retained Houses	The retained houses in the partial redevelopment option will be main in their current tenure
Future cost growth	An appropriate level of future growth in the costs of management and administration; planned major repairs; cyclical maintenance; day-to-day repairs
Homes England Grant Funding	We have assumed the following funding profile for each phase: <ul style="list-style-type: none"> • 40% on notional site acquisition • 35% start of construction • 25% on practical completion
Sale Rate	We have assumed that on average, the sales rate for the private units will be 4 a month.
Right to Return	We have assumed that 20% of tenants will return to the estate and therefore require a double decant payment.
Decant Costs	We have assumed that these costs are paid over 6 months prior to construction of a new build phase. In relation to the refurbishment elements we have assumed that such costs are borne on a rolling basis.
Buy Back Costs	The costs assumed are: <ul style="list-style-type: none"> • £215,000 per 1 bed flat; • £280,000 per 2 bed flat; • £402,000 per 3 bed house; and • £467,000 for a 4 bed house. <p>Additionally, 10% Home loss, 5% Disturbance and 1% for Legal and Valuation fees have been assumed.</p> <p>We have assumed that these costs are paid over 6 months prior to construction of a new build phase.</p>
Marketing Costs	The assumed disposal costs comprise 1% marketing for the private units assumed in each scenario.

Section	Assumptions
Disposal Costs	<p>We have assumed the following disposal costs across the full redevelopment and hybrid scenarios:</p> <ul style="list-style-type: none"> • Private sale agent – 2% • Affordable sales agent – 1% • Private sales legal - £1,000 per unit • Affordable sales legal – 0.5%

11 GLOSSARY

Term	Definition
Affordable Housing	This is a broad term for housing that is subsidised for eligible households. It includes various different products or tenures, both for long term rent, such as Social Rent or Affordable Rent, or ownership, such as Shared Ownership
Affordable Rent	This is a low cost rental product. The maximum rent that can be charged is 80% of Market Rent. It includes all service charges which cannot be charged to tenants.
Building Regulations Part K	Part K contains guidance on the safety of stairs, guarding and glazing within and around buildings ³⁹ .
Category Trees	Category A Trees: these are generally large, high-quality trees to be retained if at all possible. Category B Trees: smaller, not as high-quality trees that should be preferably retained though the removal of occasional trees may be acceptable. Category C Trees: smaller, low-quality trees that are generally acceptable to be removed.
Consultation	The active participation of local residents and community groups in the decisions that affect their lives.
Easiform Type 2 construction	Easiform is a type of non-standard construction buildings built from cast-in-situ concrete.
EPC ratings	An EPC contains information about a property's energy use and typical energy costs as well as recommendations about how to reduce energy use ⁴⁰ .
Green Corridor	Networks of natural vegetation that create living pathways and boundaries in urban areas.
Green Routes	Green routes support active lifestyles, community cohesion nature connections that benefit physical and mental health and wellbeing and quality of life ⁴¹ .
Gunning Principles	The court uses the 'Gunning Principles' to decide if a consultation is lawful.
Indices of Multiple Deprivation	The official measure of relative deprivation for small areas in England based on the number of domains.
Legibility	The ability to navigate through the urban environment ⁴²
Part M4 Category 2 or above	Approved document M provides guidance for meeting Part M of the building regulations: access to and use of buildings which requires the inclusive provision of ease of access to and around buildings.
Placemaking	The placemaking process capitalises on local community assets, inspiration and potential to create quality public spaces that contribute to people's health, happiness and wellbeing ⁴³ .
Secured by Design Gold Standard	Secured by Design operates an accreditation scheme on behalf of the UK police for products or services that have met recognised security standards ⁴⁴ .

³⁹ LABC, Approved Document K: Protection from falling, collision and impact, [available at: <https://www.labc.co.uk/professionals/building-regulations-guidance-documents/approved-documents-and-technical-guidance-england/approved-document-k-protection-falling-collision-and-impact#:~:text=collision%20and%20impact,Approved%20Document%20K%3A%20Protection%20from%20falling%2C%20collision%20and%20impact,glazing%20within%20and%20around%20buildings.>]

⁴⁰ GOV.UK, Energy Performance Certificates, [available at: <https://www.gov.uk/buy-sell-your-home/energy-performance-certificates>]

⁴¹ Natural England, Green Infrastructure Principles, [available at: <https://designatedsites.naturalengland.org.uk/GreenInfrastructure/Principles/GIPinciples.aspx>]

⁴² Landscape Institute Technical Information Note TIN 05/2017, Townscape Character Assessment

⁴³ Project for Public Spaces, What is placemaking?, [available at: <https://www.pps.org/article/what-is-placemaking>]

⁴⁴ Secured by Design, [available at: [https://www.securedbydesign.com/guidance/standards-explained#:~:text=Secured%20by%20Design%20\(SBD\)%20operates,a%20'Police%20Preferred%20Specification'.](https://www.securedbydesign.com/guidance/standards-explained#:~:text=Secured%20by%20Design%20(SBD)%20operates,a%20'Police%20Preferred%20Specification'.)]

Term	Definition
Social Rent	This is a low-cost rental product calculated by a nationally set formula. Most existing rented Council housing will be Social Rent but could be Affordable Rent. It does not include service charges which will be charged in addition to the Social Rent payable.
Urban Block	Also known as a perimeter block, an urban block is an area of land or building area defined by streets. A traditional urban block has buildings facing the streets on all sides, with private amenity space at the centre of the block ⁴⁵ .
Urban Grain	A description of the pattern created by urban blocks across a neighbourhood. The size of the buildings used within the urban blocks and the widths of the connecting streets determine the urban grain. For example, large buildings and wide roads create a coarse urban grain, whereas smaller houses and narrower streets create a fine urban grain ⁴⁶ .
Wayfinding	A method for relaying messages to help people navigate their way around an environment.

⁴⁵ Definition provided by BPTW

⁴⁶ Definition provided by BPTW

12 LIST OF SOURCES

Section	Document	
The Strategic Case		
Options Appraisal	Housing Scrutiny Committee in September 2023	Appendix J
Estate Condition	Potter Raper Options Appraisals Report (August 2020) JLL Building Consultancy Refurbishment Feasibility Assessment Curtins Ekin Road Estate Structural Survey	Appendix K Appendix H Appendix AH
Affordable Housing	Cambridge Local Plan 2018	Appendix L
Decanting	Cambridge City Council Decant Policy	Appendix M
Building Standards	Potter Raper Options Appraisals Report (August 2020) JLL Building Consultancy Refurbishment Feasibility Assessment	Appendix N Appendix H
Asbestos	ADF Environmental, Asbestos Refurbishment Surveys (2019)	Appendix O
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)	Appendix P Appendix K
Drain Issues	Millward, Structural Inspections for Cambridge City Council (September-November 2019)	Appendix Q
Health and Safety	Potter Raper Options Appraisal Report (August 2020)	Appendix K
Damp, Mould and Condensation Incidents	Damp, Mould, Condensation Team, DMC Reports	Appendix R
Legibility	BPTW, Pre-App 4 Presentation (June 2022)	Appendix S
Anti-social behaviour	Cambridge Police Estate Champion	Appendix T Appendix U
EPC Ratings	Potter Raper Options Appraisals Report (August 2020)	Appendix K
EPC Target	Cambridge City Council Climate Change Strategy Action Plan 2021-2026	Appendix V
Accessibility	HM Government, The Building Regulations 2010: Access and use of buildings Potter Raper Options Appraisals Report (August 2020)	Appendix W Appendix K
Tree Strategy	BPTW, Pre-App 4 Presentation (June 2022) BPTW, Capacity Studies F – Critical critical success factor Assessment (January 2024)	Appendix S Appendix X
Consultation Process	Ekin Road Resident Questionnaire Final Report (14 th September 2022)	Appendix Y
Critical Success Factors	Greater Cambridge Housing Strategy JLL Team	Appendix Z
Carbon Assessment	RIBA 2030 Potter Raper Options Appraisal Report GLA London Plan HM Treasury Green Book EPCs for Tottenhoe Court and Five Tree Court	Appendix AA Appendix K Appendix AB Appendix AC Appendix AI
Resident Engagement	Ekin Road Resident Questionnaire Final Report (14th September 2022) JLL Resident Engagement Plan 2023 JLL Resident Survey Report	Appendix Y Appendix AD Appendix A

Section		Document	
Equality Impact Assessment		Cambridge City Council, Equality Impact Assessment: Ekin Road September 2023	Appendix AF
Affordability		JLL Residential Team Report	Appendix AG
Health and Wellbeing		BRE The Cost of Poor Housing in England 2021 Report	Appendix AJ
House-led Option		BPTW, Urban Design Narrative, 2024	Appendix AK
Public Consultation		JLL Ekin Road - Summary of Community Feedback Report	Appendix AL
The Economic Case			
Unit value, size		JLL Affordable Housing Development Options Assessment	Appendix I
Decant and home loss tenant		Cambridge City Council Ekin Data Decant Calculations	Appendix AE
Construction/build costs		JLL Building Consultancy Refurbishment Feasibility Assessment	Appendix H
Repairs and Maintenance Cost		JLL Building Consultancy Refurbishment Feasibility Assessment	Appendix H
EPC Improvements		JLL Ekin Road EPC Improvement Study	Appendix B
The Financial Case			
Development Appraisals		JLL Affordable Housing Development Appraisals	Appendices C-G
House-led Development Appraisal		JLL House-led Option Appraisal Summary	Appendix AM
House-led Option Addendum Report		JLL Ekin Road House-led Option Addendum Report	Appendix AN

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Summary of Community Feedback

Ekin Road

May 2024

CONTENTS

CONTENTS	2
1. EXECUTIVE SUMMARY	3
2. PUBLIC CONSULTATION PROCESS	4
3. FEEDBACK ANALYSIS	7
4. CONCLUSION	26
5. APPENDICES	27

1. EXECUTIVE SUMMARY

1.1 Cambridge City Council and Jones Lang LaSalle (JLL) appointed Marengo Communications, an independent specialist public consultation company, to undertake the Ekin Road public consultation for the proposed redevelopment of the Ekin Road estate.

1.2 This document provides a record of activities and summary of the community feedback in response to the public consultation, which ran from March 2024 to May 2024.

1.3 Activities undertaken as part of the consultation process have included:

- Public exhibitions on the proposals for residents and local stakeholders.
- Online webinar on the proposals for residents and local stakeholders.
- Provision of feedback forms at the exhibitions, enabling residents and local community members to provide feedback on the proposals.
- Provision of an online feedback facility via the dedicated project website.

1.4 To address the challenges for those members of the community unable to access the internet, or uncomfortable attending a face-to-face meeting, a phonenumber and email address for consultees to utilise was provided by Cambridge City Council (the Council), and postal address for consultation feedback was provided by Marengo Communications. All the postal communication to the local area has been undertaken through Royal Mail, encouraging those without internet to get in touch with the team via phone or email. A hard copy of exhibition materials and feedback form was available on request and the completed feedback could be returned to the team via Freepost.

1.5 This document demonstrates how the local community were actively informed and consulted about the proposals during this period of public consultation.

1.6 The results show broad support (76%) for building lower, prioritising family homes. Feedback also demonstrates a difference of opinion between those who actually live on the Ekin Road estate, and those further afield. A majority (44%) of local residents support the emerging plans, against 38% who do not. However, a majority (50%) of total respondents oppose the plans, against 33% who support them.

1.7 Qualitative analysis of open question responses raised a number of key themes including:

- Liking the proposals to demolish the flats; the concept of full redevelopment; the improvement of living standards; the provision of more family homes, and the proposed housing mix.
- Wanting to introduce changes, such as retaining the freehold semi-detached houses; more parking, and more play areas.
- Expressing concerns such as objections in principle to redevelopment; phasing and relocation, and height and overlooking.
- Making comments on subjects such as highlighting the poor conditions in the flats and the need to demolish them; the consultation process, and the length of time taken to reach a final decision.

2. PUBLIC CONSULTATION PROCESS

2.1 This consultation follows on from a previous consultation carried out in October and November of 2023 by Marengo Communications on behalf of the Council, wherein residents of Ekin Road and Ekin Walk were asked to complete a comprehensive survey, giving their experience of life on the estate and their opinions on how the Council should take forward proposals for future redevelopment. This consultation included three letters sent to residents; a community meeting; door-knocking, and a consultation website. Feedback was received largely through an online survey and notes from doorstep conversations. Residents broadly supported redeveloping the estate, citing concerns over living conditions, particularly in the flats. A significant proportion of freeholder residents of the houses expressed a preference to remain in their homes.

2.2 The objective of this further consultation process was to engage residents with an interest in the site and share the emerging designs of the proposed redevelopment, whilst inviting feedback for consideration and to inform the final decision, which will be taken by the Council’s Housing Scrutiny Committee on 18th June 2024.

2.2 This consultation process commenced in March 2024, following the publication of JLL’s Ekin Road Options Appraisal Stage 2 Report.

Two in-person public consultation events and an online webinar for stakeholders, residents, businesses, and the wider community took place in March 2024.

2.3 The consultation process is summarised in the table below.

Date	Action
26 th February 2024	Ekin Road Options Appraisal Stage 2 Report is published
26 th February 2024	Cambridge City Council publishes press release detailing public consultation
27 th February 2024	Article regarding public consultation published on CambridgeshireLive
1 st March 2024	Article regarding public consultation published on Cambridgeshire Independent
7 th March 2024	A community invitation flyer was mailed to 426 local residents and businesses via the Royal Mail
11 th March 2024	Launch of public consultation and online feedback facility on the dedicated project website
February – March 2024	Letters sent to residents of Ekin Road and Ekin Walk making them aware of consultation. Door-knocking undertaken by Council officers.
16 th March 2024, 20 th March 2024	Public consultation exhibitions were held at Barnwell Baptist Church, including preview for ward members and Save Ekin Road group
18 th March 2024	Public consultation webinar was held online
3 rd May 2024	Close of the public consultation period

2.4 The methods of engagement used during the consultation process referred to in this document are set out below.

2.4.1 Public Exhibition

Two in-person public exhibition events were held during the consultation process to present the emerging designs of the proposed redevelopment and capture structured feedback to inform design development.

Invitation flyers were posted to 426 addresses (residential and business) on and surrounding Ekin Road on 7th March 2024, inviting the neighbours in the surrounding area to participate in the public consultation.

A copy of the consultation area can be seen in Appendix 1a. A copy of the community invitation flyer can be seen in Appendix 1b.

A total of 59 attended the in-person public exhibition events.

The public exhibition events included the following information:

- Welcome
- The Story So Far
- The Jones Lang LaSalle Review
- The Council's Response
- How a Redeveloped Ekin Road Could Look
- Sustainability
- Next Steps
- Relocation (Tenants)
- Relocation (Property Owners)

See Appendix 1c for a copy of the exhibition banners displayed at the in-person public exhibition events. Hard copies of the exhibition materials were made available upon request at the exhibitions, as well as being held at Abbey People Hub and Barnwell Library during the consultation period.

Members of the public who attended the exhibitions were asked to complete a feedback form to record their views. A copy of the feedback form can be seen in Appendix 1d.

2.4.2 Consultation Webinar

An online webinar was held during the consultation process to present the emerging designs of the proposed redevelopment and capture structured feedback to inform design development.

Members of the project team talked attendees through the presentation, which included the information from the in-person public exhibition banners. Attendees were encouraged to raise concerns and ask questions.

Of the 25 people registered to attend the webinar, 22 logged in to view the event.

A copy of the webinar presentation is included in Appendix 1e. The questions and comments submitted during the webinar are included in Appendix 1f.

2.4.3 Consultation Website

The bespoke project website (www.ekinroad.co.uk) provided information about the upcoming consultation and allowed members of the public and stakeholders to register for the consultation webinar. To expand the reach of the engagement process and make it accessible to the wider community, the detailed exhibition materials were able to be viewed online and visitors to the website had the option to complete and submit an online version of the consultation feedback form.

Screenshots of the project website can be seen in Appendix 1g.

2.4.4 Project Email and Phonenumber

Throughout the process, a telephone number (01223 457000) and e-mail address (EkinRoad@cambridge.gov.uk), were supplied and managed by Cambridge City Council, providing further information to residents, businesses, and stakeholders on request.

2.4.5 **Media**

To reach the wider community beyond the community invitation mailing area, a press release about the proposed development was issued by Cambridge City Council (see Appendix 1h). This press release was used by media outlets including CambridgeshireLive and Cambridge Independent to inform articles published leading into the period of public consultation. (See Appendix 1i).

3. FEEDBACK ANALYSIS

3.1 Stakeholders, residents and members of the wider community who took part in the public consultation were encouraged to complete a feedback form in order to obtain structured feedback.

3.2 The form contained three closed questions and three open questions to allow for individual comments and feedback (see Appendix 1d).

3.3 The feedback set out in this report is drawn from 111 sets of feedback collected during the public consultation period, through all feedback mechanisms:

- 21 responses were received through feedback forms completed at the exhibition events.
- 90 responses were received through postal and online submission of completed feedback forms.

3.4 Postcoding

Respondents were asked their postcodes, in order to understand who was taking part, and where they lived.

Q1: What is your postcode? (We ask this question to understand where our feedback is coming from)

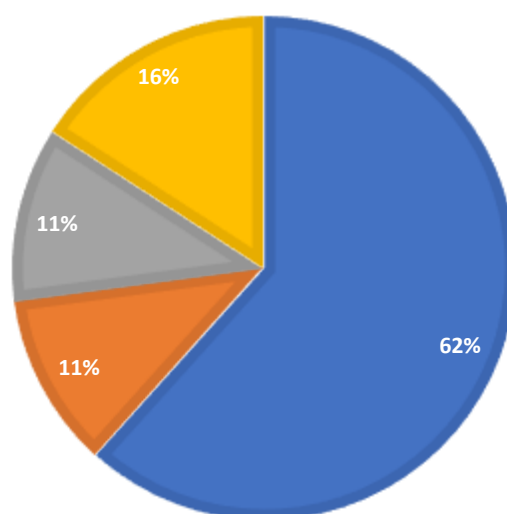
107 respondents provided valid full or partial postcodes. Feedback was received from a range of postcodes, including local residents of Ekin Road and Ekin Walk, but also from addresses further afield.

Postcodes supplied will not be reproduced in this document in order to protect respondents' privacy and ensure compliance with existing data protection obligations. However, responses have been coded based on whether their postcodes are from the estate itself, from the local vicinity (within 1 mile of the estate), from within the wider area (within 3 miles of the estate), or from further afield (more than 2 miles from the estate).

Coded postcode data is presented in the below graph.

Postcodes of respondents

■ Ekin Road/Ekin Walk ■ Within 1 mile ■ Within 3 miles ■ Further afield



3.5 Quantitative Feedback

On the feedback form available at the exhibition events and on the website, there were three closed questions on the proposals.

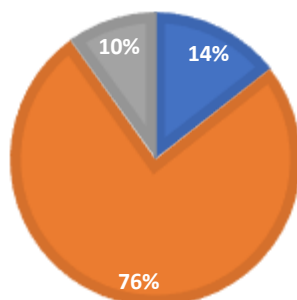
The below analysis relates to these questions. Where there was distinctive difference of opinion between the residents of Ekin Road/Ekin Walk and the total responses received, a separate chart has been presented to demonstrate this.

Q4: When thinking about building heights, should any proposals to redevelop Ekin Road focus on:

- **Building higher, prioritising delivering the maximum number of new homes**
- **Building lower, prioritising delivering more family homes**

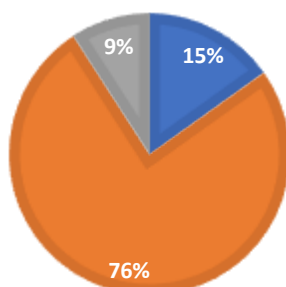
Respondents' priorities on height and density (All respondents)

- Building higher, prioritising delivering maximum number of new homes
- Building lower, prioritising delivering more family homes
- Did not answer



Respondents' priorities on height and density (Ekin Road/Ekin Walk respondents)

- Building higher, prioritising delivering maximum number of new homes
- Building lower, prioritising delivering more family homes
- Did not answer



Summary

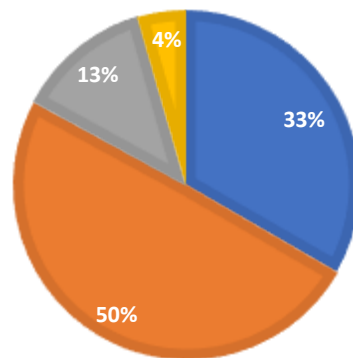
- A strong majority (76%) of respondents supported the approach of building lower, prioritising delivering more family homes.
- Dissenting views were expressed by a minority of 14%, who preferred an approach of building higher, prioritising density and maximising the number of homes on the site.
- 10% of respondents did not answer the question.
- The overall response broadly mirrored the preferences of the residents of Ekin Road/Ekin Walk, of whom 76% preferred to prioritise more family homes, 15% prioritised maximising density, and 9% did not answer.

Q5: Do you agree with the emerging designs to include more family homes at Ekin Road?

- Yes
- No
- Neutral

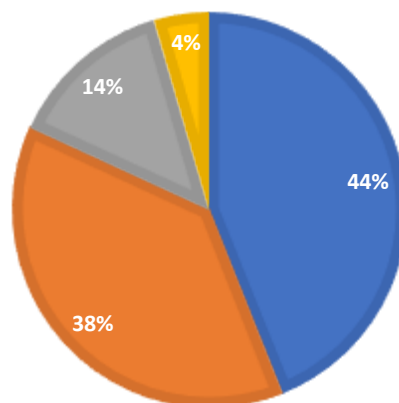
Do you agree with the emerging designs to include more family homes at Ekin Road? (All respondents)

■ Yes ■ No ■ Neutral ■ Did not answer



Do you agree with the emerging designs to include more family homes at Ekin Road? (Ekin Road/Ekin Walk respondents)

■ Yes ■ No ■ Neutral ■ Did not answer



Summary

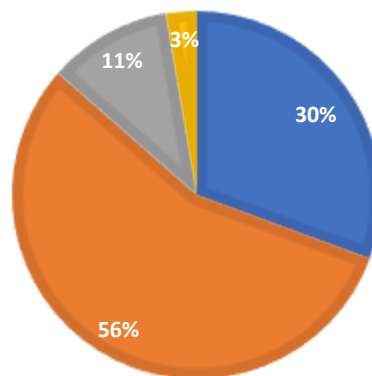
- Half of total respondents (55, 50%) did not support the emerging designs for Ekin Road.
- 37 (33%) respondents did support the emerging designs.
- 14 (13%) respondents were neutral on the subject.
- 5 (4%) respondents did not answer the question.
- Residents of Ekin Road/Ekin Walk are more favourable, with 29 (44%) supporting the emerging proposals, 25 (38%) opposing them, 9 (14%) neutral, and 3 (4%) not answering the question.

Q6: What do you think of the proposals that would mean up to £100 million would be invested in Abbey, which could provide 275 new homes with over 70% council homes?

- **Support**
- **Do Not Support**
- **Neutral**

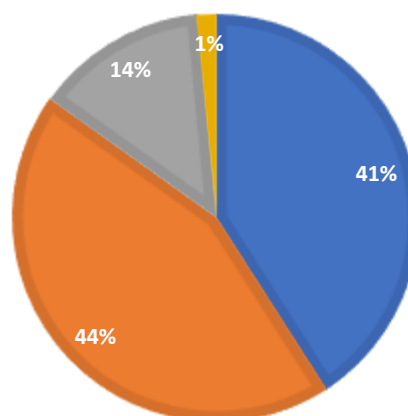
What do you think of the proposals that would mean up to £100 million would be invested in Abbey, which could provide 275 new homes with over 70% council homes? (All respondents)

■ Support ■ Do not support ■ Neutral ■ Did not answer



What do you think of the proposals that would mean up to £100 million would be invested in Abbey, which could provide 275 new homes with over 70% council homes? (Ekin Road/Ekin Walk respondents)

■ Support ■ Do not support ■ Neutral ■ Did not answer



Summary

- The majority of total respondents (62, 56%) did not support the wider proposals for investing in Abbey.
- 34 (30%) respondents did support the emerging designs.
- 12 (11%) respondents were neutral on the subject and 3 (3%) did not answer the question.
- Feedback from Ekin Road/Ekin Walk residents was more mixed, with 27 (41%) in support, 29 (44%) opposing, 9 (14%) neutral, and 1 (1%) not answering the question.

3.6 Qualitative Feedback

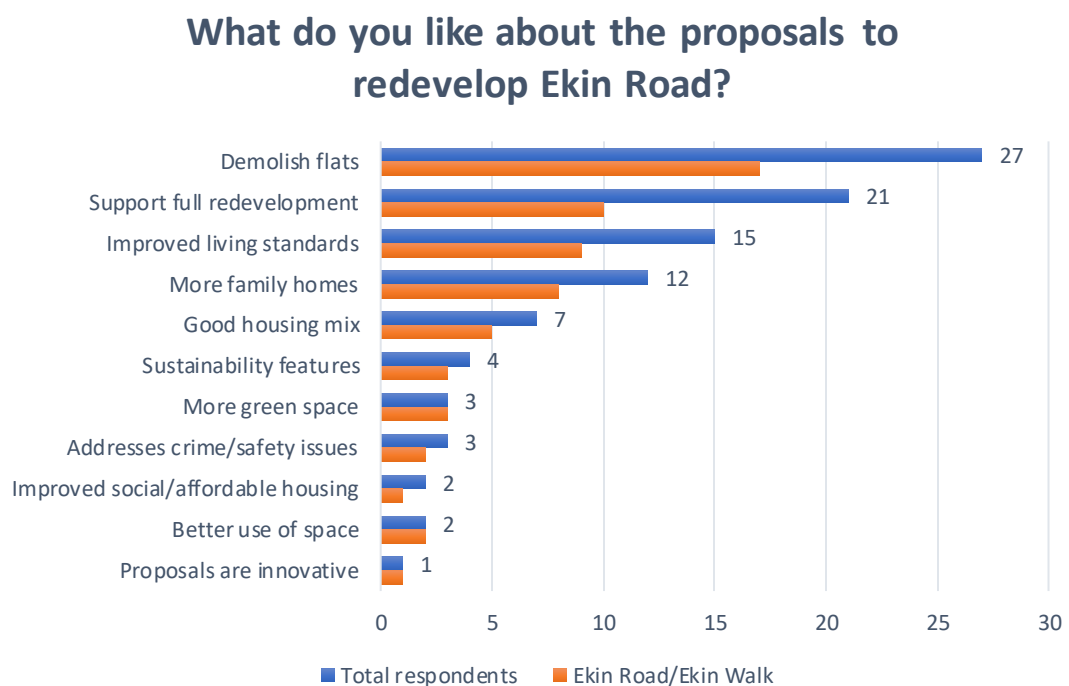
There were three open questions on the feedback form that encouraged individual comment. Responses provided to the three are summarised and exemplified, on a question-by-question basis.

Most questions produced comments touching on several themes. These themes have been identified, coded, and recorded within each question, with exemplified responses. Comments representative of the cross-section of views expressed under each question and each theme have been extracted from the feedback received and are reproduced below, with comments produced verbatim presented in italics.

Themes raised have been presented in the below chart, comparing the responses from Ekin Road/Ekin Walk to the total response. Data labels on the chart refer to the total number of responses.

The comments are recorded verbatim, other than spelling being corrected for clarity, and are shown in italics.

Q2: What do you like about the proposals to redevelop Ekin Road?



Summary

- The most common theme from the responses to this question was a desire to see the flats demolished, alongside comments about their condition that indicated they were no longer fit for purpose. This was expressed by 27 (24%) respondents, of which 17 live on Ekin Road/Ekin Walk.
- The second most common theme was general support for the principle of full redevelopment. This was expressed by 21 (19%) of respondents, of which 10 live on Ekin Road/Ekin Walk.
- Other significant themes including improving living standards on the estate, providing more homes for growing families, and supporting the housing mix, including properties ranging from one to four bedrooms.

Representative example responses are included below, grouped by theme.

Demolish the flats

"I like that Council is proposing options to take down the flats on Ekin Rd, as they are in serious need of replacement."

"The houses and flats are long overdue for a revamp and bringing them up to a proper living standards."

"The flats are in need of change. Multiple homes have issues with mould, damp, low temperatures inside and not able to retain heat."

Support concept of full redevelopment

"Redevelopment is an excellent idea."

"I like the idea of re-developing the whole site."

"I like idea of complete redevelopment."

"There seems to be several viable solutions. I prefer the full redevelopment option."

Improved living standards

"Current living standards at Ekin Road is below par."

"It will be a good and better to live as well as more up to date if redevelop the ekin road"

"[I like] that the flat blocks are improved."

More family homes

"Makes use of the space to create more family homes, with a better layout."

"Like the idea of more houses than flats to suit families."

"Get moved into a more suitable home for my children."

Housing mix

"[I like] the mix of 1, 2, 3, and 4 bed homes"

"Good mixture of flats and house sizes."

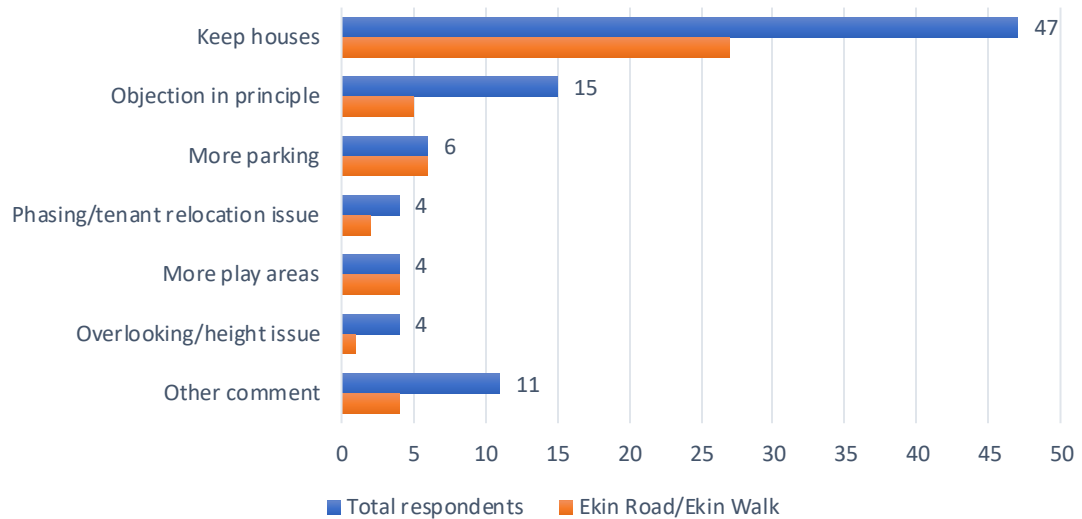
Sustainability

"Sustainability aspects along with modernization of housing and living standards is necessary."

"Safe, energy efficient housing."

Q3: What would you change about the proposals to redevelop Ekin Road?

What would you change about the proposals to redevelop Ekin Road?



Summary

- As well as answering what they would change about the proposals, many respondents used this question to express concerns.
- The most prominent theme from comments on this question was a desire to retain the houses on the estate, expressed by 47 (42%) of respondents, of which 27 came from Ekin Road/Ekin Walk.
- In addition to these comments, 15 respondents (14%) (of which five were received from Ekin Road/Ekin Walk) expressed objection to redevelopment of the estate in principle, stating they wanted no redevelopment to take place.
- Other themes raised in response to this question include: wanting more parking, concerns raised around phasing of the redevelopment or relocation of tenants, wanting more play areas, and issues relating to height of new proposed homes and/or overlooking.

Representative example responses are included below, grouped by theme.

Keep the houses

“Very unacceptable to me, as it involves the demolition of the semi-detached houses on Ekin Rd. It is both wasteful and unfair on residents to take down these houses, as there is nothing wrong with them and the residents in them want to stay. I think the Council should seek a development option that retains all those semi-detached houses.”

“It is clear that the flats are in need of improvement. It does not follow that the houses are sub-standard though. The idea that perfectly good houses should be demolished to be replaced with houses is ludicrous. The proposals as presented represent a colossal waste of money and resources for very little gain in terms of increase in dwellings on Ekin Rd. It would, however, represent an unacceptable disruption in the lives of many families who wish to continue their lives in their homes. Other options which do not result in the demolition of the semi-detached houses should be pursued.”

"I do not believe that the current houses should be included in the proposals for the redevelopment of Ekin Road. It is the flats that need addressing; the houses are fine and should be left alone. It's wasteful to demolish them."

Objection in principle

"Do not want any change of my house and my area"

"Abolish the whole scheme and build additional new houses on land that does not have housing (of which there is plenty in Cambridge and the surrounding areas.)"

Parking

"Considering the amount of cars in Ekin Road now there doesn't look to be enough parking."

"Consider whether there is enough parking for all the new houses."

"I think more parking might be needed."

Phasing/relocation concerns

"I have grave concerns about the feasibility of the decant. The Homelink cupboard of available properties is pretty bare and a number of households have already been on the top band for years. What is the basis for putting forward a two stage decant? What grounds are there for assuming that all the households can be found new homes? I am aware that there are several households that require particularly scarce types of accommodation because of disability issues.

I should note that there is no certainty that any of the East Barnwell Centre flats will be built in time to be available for the Ekin Road decant. The timetable for both projects is so uncertain that this cannot be relied upon."

"There is no guarantee that when we are moved we will get housing as close to the city centre as we currently are, no mention of if the rentals will be changed or at least limited. We simply could not afford to be moved further away and then pay higher rentals."

More play areas

"Maybe a kids play area can be small but with more families coming to move here we would need more space for them to play."

"A play area for children to play safely."

"[A] beautiful proper play area in the middle for children."

Overlooking/height

"We were led to believe (from previous information) that if the flats were knocked down they would be replaced by houses so they would not overlook the existing houses on Ditton Lane and Keynes Road. The current proposal shows that there could be 3 storey houses long those boundaries which would make things worse than they are at the moment - currently we back on to 2 storey houses which would be replaced by 3 storey housing so we would be overlooked more than we are now!"

"No three storey town houses."

Other comments

"More 2 bedroom availability."

"Have access to road from Wadloes Road to ekin estate."

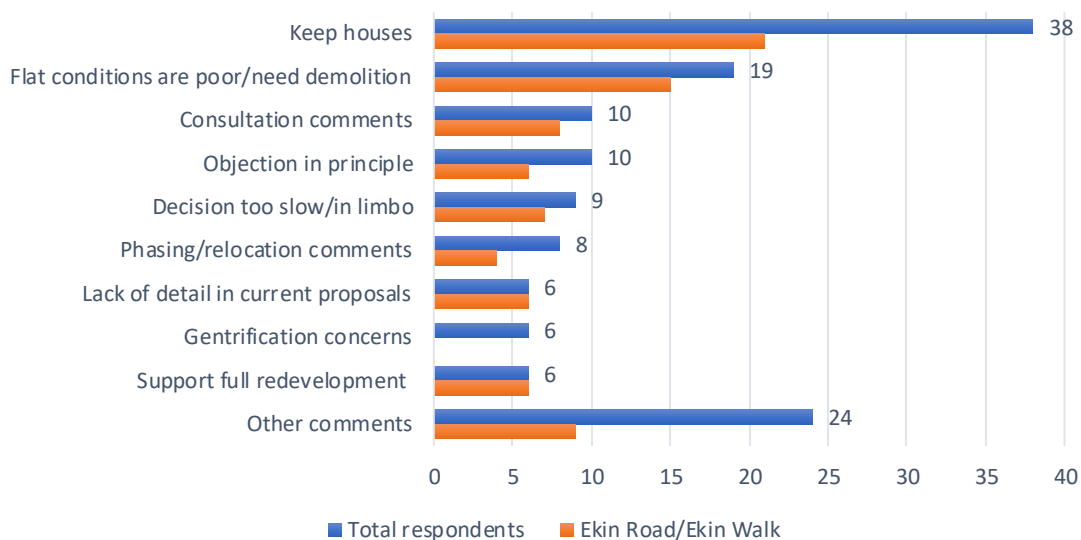
"We are in the midst of a climate crisis, and Cambridge wants to rebuild an entire estate, with all the carbon emissions that go with it?"

"Clarity on public transport & active travel improvements/implementations."

"[I would change] How long it's actually taking to make a decision."

Q7: Do you have anything else you would like to say about the proposals to redevelop Ekin Road?

Do you have anything else you would like to say about the proposals to redevelop Ekin Road?



Summary

- As with the previous question, the most prominent theme was a preference expressed to retain the freehold houses on the estate, raised by 38 (34%) of respondents, of which 21 live on Ekin Road/Ekin Walk.
- The second most prominent theme was comments setting out the problems with the flats, and expressing a preference to see them demolished raised by 19 (17%) respondents of which 15 live on Ekin Road/Ekin Walk.
- Other prominent themes included concerns around the consultation; expressing an objection in principle to any redevelopment; expressing concern around the length of time it has taken to come to a decision; raising comments and questions around the phasing of the project and/or relating to relocation of existing tenants.

Representative example responses are included below, grouped by theme.

Keep the houses

"We completely object to ANY redevelopment plan for Ekin Road that involves the demolition of ANY of the 32 semi-detached houses on the street."

"I firmly object to the demolition of the family homes, many of which have been bought by residents under right to buy."

"I have read the resident survey results from earlier consultation work. It is clear to me that the residents in the flats should be rehoused and their flats rebuilt in some way. It is also clear to me that the residents in the houses should be allowed to hold on to their existing houses. There is a fair and democratic mandate for those outcomes. The council should find a way to achieve that."

Flat conditions/need to demolish

"The current flats and houses are not fit for purpose, they have mould issues, are poorly insulated and of poor quality."

"The flats are deathtraps and need to go."

"[M]ost of the structures need fixing and fixing will not cure the issue and best example is my flat."

Consultation

"We are regularly 'consulted' but at the same time fed incomplete or misleading information."

Take the previous question: 'What do you think of the proposals that would mean up to £100 million would be invested in Abbey, which could provide 275 new homes with over 70% council homes?'

This is a completely loaded and misleading question, for the following reasons:

- *What does investment in other parts of Abbey have to do with an Ekin Road consultation?*
- *The figure of "275 new homes" is spread over two sites (East Barnwell project, and Ekin Road project). What does the construction of homes in other parts of Abbey have to do with an Ekin Road consultation?*
- *With regards to the "70% council homes" statement, we understand that this is not the figure for Ekin Road, but rather the aggregate figure across East Barnwell project and Ekin road; the figure on Ekin Rd is (as we understand) closer to 50%. Moreover, no information has been given regarding the rental costs of the "council homes" - social rent, "affordable" at 60% market cost, and "affordable" at 80% market cost.*
- *This is not a question; it is misleading propaganda."*

"The absurd and leading nature of these propaganda questions is just bizarre."

"The Council has not provided sufficient details for residents to comment on. This calls into question the fairness of the consultation exercise which is contrary to the second 'Gunning Principle' for public consultation which requires sufficient information to be provided to permit an intelligent consideration and response."

Objection in principle

"I don't like any change, I would like my home be saved"

"Do not support, it is a waste of money."

"[A]fter living on Ekin road for the past 22 years i am not in favour of the redevelopment programme."

Decision taking too long

"A clear decision needs to be made so that residents are not left in a state of "limbo"."

"I'd just like a decision to be made soon so I know what will happen as this has been a very lengthy process (I know that decision is only a few months away)."

"Just for it to all be sorted and be over with my mental health can't keep taking this I'm living in limbo land."

Phasing/relocation comments

"Am slightly concerned about where everyone will move to and the time the process will take for the elderly and vulnerable, considering the process was originally expected to start in September 2022."

"Would like to know more where we would be moved to."

"I think the idea of phased redevelopment could be a good idea, if one half of the estate could be moved into some that have been built onto the area. This is something that I think should be considered."

Lack of detail in current plans

"The "emerging design" option we are currently being consulted on is completely bereft of any specifics or details. All we have been provided with is a single "picture" of the potential new estate layout. We have not been provided with any details about phasing, decanting, or completion timeframes. We have not been provided with any detailed breakdown of tenure type (social/affordable/market rent), and how these would apply to each property type. We have not been provided with any cost-benefit analysis of this option, nor any details about dwelling sizes and internal layouts, nor any details about parking provisions."

Support full redevelopment

"Partial redevelopment is not a good option as the houses left would need to be redeveloped soon anyway. Partial redevelopment would mean living in a major building site for years and still being left in sub-par housing. It is time for a fresh start for the whole community, and a fully redeveloped Ekin Road, with the plan suggested, is the best option."

"The proposal to redevelop Ekin Road is supported by the majority of people living in the area and we hope as majority our voices are heard."

"Ekin Road needs this [redevelopment] to prevent any deaths as the mould is out of control. Buildings crumbling. It needs a bright new life."

Gentrification concerns

"What a ridiculous exercise in gentrification. Clearly the aim here is to replace the residents with well paid tech sector workers."

"I oppose the gentrification of Cambridge we need to build council housing (not affordable housing)."

Other comments

"I don't support it as actually the idea of council housing is that families can afford to live here, we are 64 and 72 we would not be able to afford the projected increase cost of rent by 3 times as much!"

"[I]t is almost impossible to protect council homes from Right to Buy. Houses are particularly likely to be affected by right to buy. It is vanishingly unlikely that the council will be able to retain any 3 or 4 bed homes for more than a few years."

"Maximise the number of new homes to ease the housing crisis."

"The layout of Ekin Road creates a lot of wasted space (particularly unusable green areas), and lack of parking for the amount of properties."

"Given the already long waiting list for council homes, knocking down existing homes (houses) that could be filled makes no sense. I worry that the proposed homes will not actually be affordable for people who may wish return to Ekin Road after redevelopment. Given the push for net zero and to go zero carbon by 2030 I fail to see how these plans would help."

3.7 Save Ekin Road Feedback

A number of residents holding various concerns with respect to the proposed redevelopment of the estate have formed an interest group under the name Save Ekin Road. The exact makeup of the group, including how many members they have, and how many residents of the estate they speak for, is unclear and cannot be verified.

However, they have a stated position of opposing the compulsory purchase of the freehold semi-detached houses on the estate.

The group has submitted a letter with 33 signatures from 17 Ekin Road addresses, representing approximately 14% of the households on the estate.

The letter raises a number of issues, including:

- Objection to the full redevelopment option;
- Objection to any proposals that require the demolition of any of the 32 semi-detached freehold houses on the estate;
- States signatories' belief that there was insufficient information shared during the consultation;
- Welcomes a partial redevelopment option that retains all freehold houses and is "predominantly houses-based"

The letter also offers collective responses to each of the questions in the survey. The answers are reproduced below.

Q1. What is your postcode?

The undersigned are all residents of Ekin Road. Their details include their street number, from which you can deduce the postcode.

Q2. What do you like about the proposals to redevelop Ekin Road?

Absolutely nothing. This proposal involved the demolition of our houses, which we categorically object to. Thus, in our opinion, this proposal is completely unacceptable, and we support no part of it. Moreover, insufficient information has been proposed about the proposals to enable intelligible consideration and a response.

Q3. What would you change about the proposals to redevelop Ekin Road.

We desire an approach that retains all 32 semi-detached houses on the estate. Anything short of that is totally unacceptable to us in principle, regardless of what other features the proposal has.

Q4. When thinking about building heights, should any proposals to redevelop Ekin Road focus on:

We would prefer building lower, prioritising delivering more family homes. It seems out of character for the area for Ekin Road to become an ultra-high-density street, given how low density the surrounding streets are. In addition, we are aware that many of those residents in the flats wanting to be rehoused seek larger family homes, rather than small flats. Thus, we suggest that the Council "build lower", to deliver more family homes.

Q5. Do you agree with the emerging designs to include more family homes at Ekin Road?

No. We completely oppose the current "emerging designs" in their entirety. A full demolition option is totally unacceptable by us. The emerging designs are also far too inchoate to be meaningfully consulted on at this stage.

Q6. What do you think of the proposals that would mean up to £100million would be invested in Abbey, which could provide 275 new homes with over 70% council homes?

We do not support this, as it is a completely loaded question and misleading question and not (as it should be) for a public consultation an open question, for the following reasons:

- What does investment in other parts of Abbey have to do with an Ekin Road consultation?
- The figure of “275 new homes” is spread over two sites (East Barnwell project, and Ekin Road project). What does the construction of homes in other parts of Abbey have to do with an Ekin Road consultation?
- With regards to the “70% council homes” statement, we understand that this is not the figure for Ekin Road, but rather the aggregate figure across East Barnwell project and Ekin Road; the figure on Ekin Road is (as we understand) closer to 50%. Moreover, no information has been given regarding the rental costs of the “council homes” – social rent, “affordable” at 60% cost, and “affordable at 80% market cost.
- This is not a question, it is misleading propaganda.

Q7. Do you have anything else you would like to say about the proposals to redevelop Ekin Road?

Please see our detailed comments in the main part of this letter.

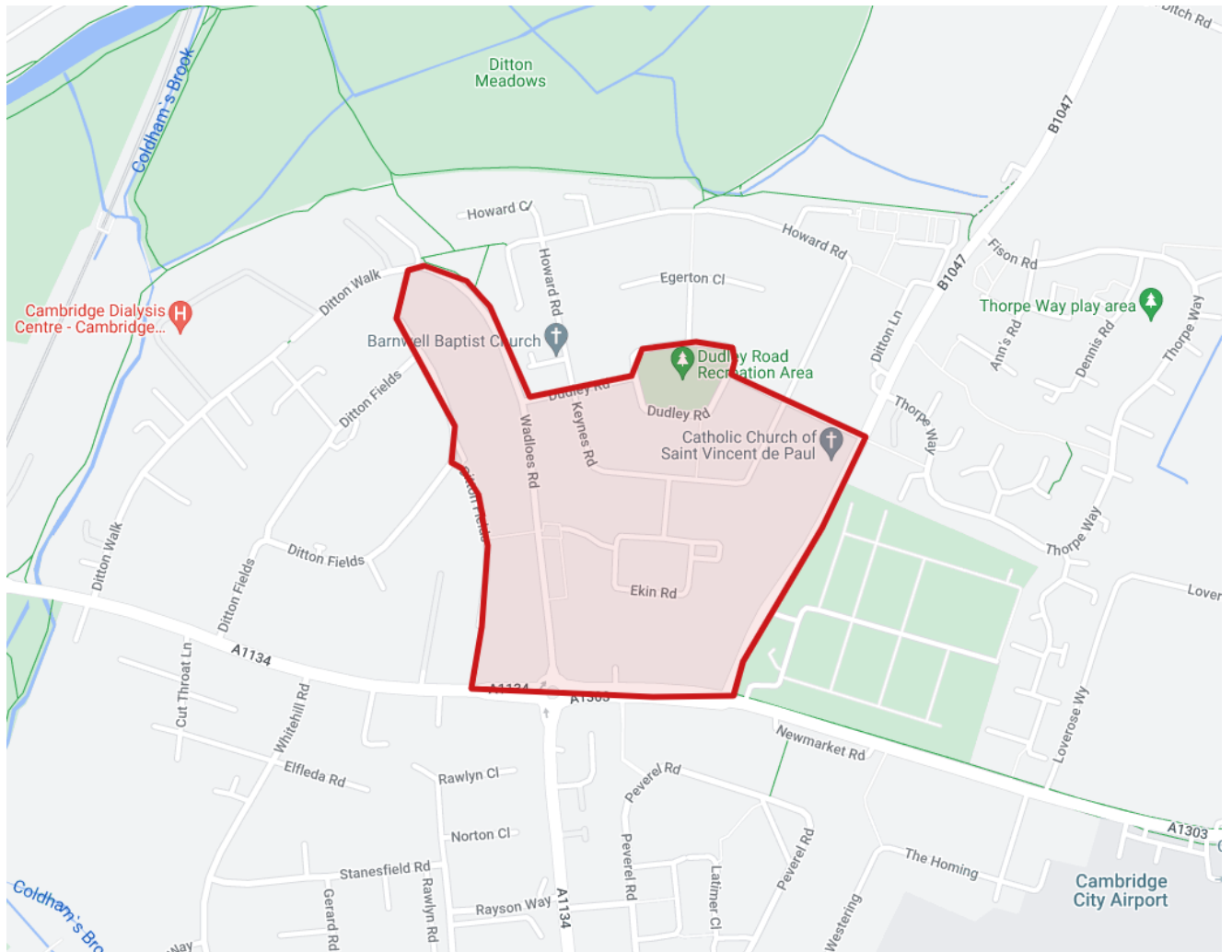
It is unclear how many of the signatories to this letter have also taken part in the formal consultation survey. As such, in order to avoid double counting responses, the Save Ekin Road response is presented here separately to the main survey data. A copy of their letter is available in appendix j. The signatories page is not included in the appendix in order to protect residents’ privacy and fulfil our obligations under GDPR and the Data Protection Act.

4. CONCLUSION

- 4.1 As outlined through this document, Marengo Communications has carried out a programme of public consultation on behalf of Cambridge City Council and its partner, Jones Lang LaSalle (JLL). This programme has increased awareness of the proposed redevelopment of the Ekin Road estate and offered residents and stakeholders a chance to provide feedback before a final decision is taken by the Housing Scrutiny Committee on 18th June 2024.
- 4.2 The public consultation was well publicised, advertised through the issuing of 426 community invitation flyers. Other stakeholders such as ward members have also been informed of the consultation, with exhibition materials made available electronically, through the dedicated project website.
- 4.3 Local residents and stakeholders have all had a chance to engage with the project team, to discuss the emerging designs of the proposed redevelopment and make comments. We have welcomed all feedback received, which will be used to inform the Council and its development partners' approach
- 4.4 The Council will continue to engage with residents and stakeholders following the decision of the Housing Scrutiny Committee on 18th June 2024, with all feedback returned post-public consultation relayed to the project team.
- 4.5 The consultation adheres to the Gunning Principles for public consultation. These principles are:
- **1. Proposals are still at a formative stage.** A decision on whether to redevelop Ekin Road will be taken by the Housing Scrutiny Committee on 18th June 2024. The precise details of any proposed redevelopment have not yet been finalised, meaning that there is scope for the proposals to evolve in response to public feedback.
 - **2. There is sufficient information to give 'intelligent consideration'.** The consultation focuses on the principle of redevelopment and has solicited feedback on the emerging designs, which have been shared with the public through the consultation website, at two in-person consultation events, and an online webinar.
 - **3. There is adequate time for consideration and response.** This consultation has taken place from 11th March 2024 until 3rd May 2024, a period of 52 days, approximately seven and a half weeks. This is considered to be more than sufficient time for consideration and response when comparing with the Council's Statement of Community Involvement, which notes that Supplementary Planning Documents should be consulted on for a minimum of four weeks, and that Regulation 19 Local Plan consultations should be undertaken for a minimum of six weeks.
 - **4. 'Conscientious consideration' must be given to the consultation responses before a decision is made.** This consultation report, along with JLL's technical report, will be reviewed by councillors and officers and will be used to inform the decision taken by the Housing Scrutiny Committee on 18th June 2024.
- 4.6 Appendices 1a to 1j provided below.

5. APPENDICES

Appendix 1a. Consultation Letter Distribution Area



EKIN ROAD

THE FUTURE OF
EKIN ROAD

WE WANT TO
HEAR FROM
YOU!



The future of Ekin Road has been under consideration for quite some time. Many of the homes on Ekin Road have significant maintenance and structural issues.

The Council has been engaging with residents of Ekin Road since 2021 and is assessing the best option to take, considering local opinions through resident surveys and consultation events. JLL was commissioned to assess the options for Ekin Road and has recommended the estate be completely redeveloped. The Council would now like to share the emerging design for feedback. The next public consultation events will take place in March, where you will be able to learn more about the Council's plans for Ekin Road, ask questions, and give us your feedback.

It is important that local residents have their say on the future of Ekin Road. Please do take part by visiting the website to find out more, registering for the online webinar, or coming along to one of our in-person consultation events.

Turn over for
details of our
consultation
events



Cambridge
Investment
Partnership



EKIN ROAD

PUBLIC CONSULTATION EVENTS



THE FUTURE OF
EKIN ROAD

WE WANT TO
HEAR FROM
YOU!

In-person drop-in events:

Saturday 16th March
10am - 1pm

Wednesday 20th March
4pm - 7pm

Barnwell Baptist Church,
Howard Road CB5 8QS

Online webinar:

Monday 18th March
6pm

Register at www.ekinroad.co.uk

Any questions?

Get in touch

Find out more by visiting www.ekinroad.co.uk



Contact Cambridge City Council on
EkinRoad@cambridge.gov.uk
or ring 01223 457000



Cambridge
Investment
Partnership



Appendix 1c – Exhibition Banners

**EKIN
ROAD**

WELCOME

Welcome to our consultation, where we are showing you our proposals for Ekin Road and asking for your feedback.

Should the Ekin Road estate be fully redeveloped, alongside the nearby East Barnwell redevelopment, this would mean up to £100 million would be invested in Abbey, which could provide 275 new homes with over 70% council homes, create new jobs, support the local economy, and improve the lives of our community.



The Ekin Road estate is part of the council's wider programme of work across Cambridge to improve accommodation standards for people living in existing council homes; to build council homes to meet local need, and to address wider housing supply issues, including much-needed larger family homes.



Your views are important to us, so that we can consider them before making a final decision on Ekin Road.

Please have your say by filling in a feedback form here today, or by visiting the website www.ekinroad.co.uk and letting us know your thoughts online.

Members of the project team are available today to discuss the proposals with you and answer any questions that you may have.

Thank you for taking the time to come and take part in today's consultation.

The future of Ekin Road has been under discussion for a long time.

Many of the homes on Ekin Road are ageing and don't meet modern standards for living conditions. We have consulted the public throughout the process and are committed to engaging with you to make sure your voice is heard every step of the way.



2021

We started a review of the condition of the Ekin Road estate to understand the issues which are affecting leaseholders and tenants and look at the potential options for the future.



2022

We held an in-person event in June 2022 where we asked for your feedback. 112 people attended this event, and 63 people filled in a survey response. This survey asked residents of Ekin Road what they liked about where they lived, what they would change about where they lived, and their views on redevelopment.



2023

Options were further reviewed through 2023 by JLL.

A shortlist of options was presented at the council's Housing Scrutiny Committee in September 2023.

In late 2023, a survey was carried out, including door-to-door canvassing, further asking residents' views. 63 households responded to the survey, showing a majority in favour of redevelopment. This report is available on the website, or hard copies are available on request.

Stage One

JLL reviewed seven options ranging through minimal changes, refurbishment, partial redevelopment, or full redevelopment.

Three shortlisted options were identified, which were presented to residents and the Housing Scrutiny Committee in September 2023.

These were:

- Refurbishment
- Partial redevelopment (retaining some houses)
- Full redevelopment

Stage Two

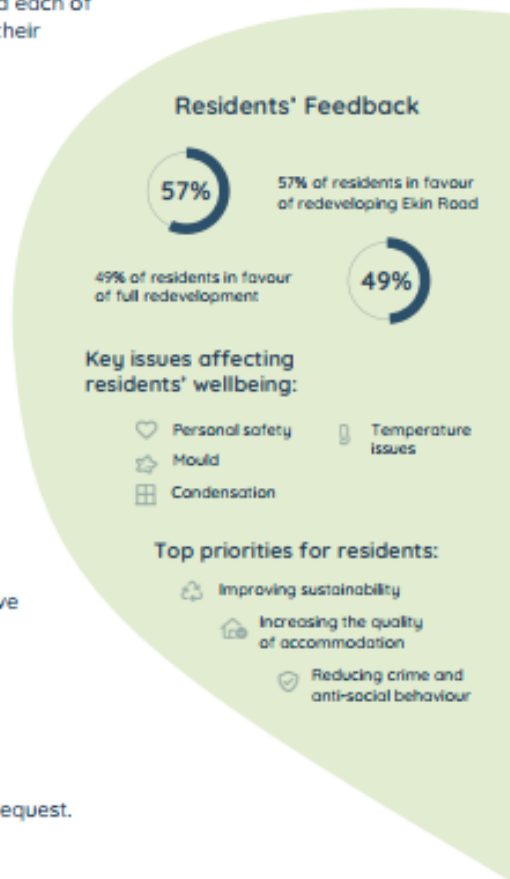
From September, JLL assessed each of these three options based on their potential economic, social, environmental, financial, and strategic benefits. Residents were asked their views on the options, their current homes and their general wellbeing in a survey.

JLL’s report notes that this option will offer significant long-term improvements. The highest number of additional homes can be created alongside providing the greatest improvement in the quality, accessibility, and safety of housing across the whole estate. JLL set out that alternative designs should be explored with a development partner should this option prove not to be financially viable for Cambridge City Council.

The report is available on:

www.ekinroad.co.uk

Hard copies are available on request.





The council does not believe that it is fair to residents' wellbeing to create delay and uncertainty. Therefore, we are consulting on our plans for Ekin Road now.

The council needs to balance many competing interests, including reducing the financial risk to its budget; ensuring value for money for tenants and taxpayers; addressing the housing crisis in the City; ensuring reasonable living standards in council housing, and meeting net zero targets to combat climate change.

None of the options available to the council are financially risk-free, but the council takes its responsibility seriously to deliver the best housing outcomes for the people of Cambridge.

The challenge is how to proceed in a way that delivers high-quality, affordable homes for tenants, while being affordable to the council. The council is exploring a mixed-tenure scheme, including both affordable homes and those for market sale.

By addressing the shortage of 3-bed and 4-bed houses as well as providing a range of low-energy 1-bed and 2-bed flats, this would help meet housing need and create a balanced and mixed community across East Barnwell.

EKIN ROAD

HOW A REDEVELOPED EKIN ROAD COULD LOOK



The current plans include:

- 22 x 1-bed
- 13 x 2-bed
- 91 x 3-bed
- 29 x 4-bed

Emerging Masterplan for Ekin Road

Having considered advice from public feedback and JLL's report, the council has developed a potential option for redeveloping the Ekin Road Estate, delivering a mix of affordable and market sale properties.

The design approach we are showing today would increase the number of 3- or 4-bed family homes compared to what is currently available on the estate. This would support people who are currently in overcrowded 1- or 2-bed flats to have opportunities to access larger family homes in the area. This may mean fewer but larger council homes, to meet housing need.

At least 5% of homes will be wheel chair adapted.

Below are images of the emerging designs, showing how the new development could look.



Artist's Impression of Ekin Road Street Scene

EKIN ROAD

HOW A REDEVELOPED EKIN ROAD COULD LOOK



Artist's Impression of Public Open Space On Ekin Road



Artist's Impression of Ekin Road - view from Waddees Road



The council wants to see homes on Ekin Road that are modern and comfortable; easy and cheap to keep warm to address cost of living issues, and contribute to the City's climate change goals.

The current homes on Ekin Road were built in the 1950s-1970s and do not meet the council's vision of being a net zero carbon council by 2030 and delivering sustainable housing.

This means that energy costs are higher for residents than they could be, and that they are contributing more carbon to the atmosphere than they could be.

During the recent survey, residents chose improving sustainability as their top priority for the Ekin Road Estate and made specific suggestions, such as improving insulation. Many are also experiencing problems relating to temperature control, mould, damp, and condensation.

New homes on Ekin Road would be more energy efficient and consideration would be taken to ensure the development has a net biodiversity gain, electric vehicle charging points and plenty of secure cycle storage meaning they contribute more to the City's efforts to combat climate change, and will be cheaper and easier to keep warm and comfortable for residents.

New homes could have features such as air source heat pumps; gas-free energy; reduced water usage, and improved insulation with a fabric first approach. These cannot be installed into the current properties on Ekin Road.

The council is consulting now to understand your views on their proposals to redevelop Ekin Road.

Once this consultation finishes, you will have the opportunity to respond to the consultation and give your feedback until 3rd May. After this, feedback will be analysed and used to inform the final decision, which will be taken by the Housing Scrutiny Committee on 18th June.

Once a decision has been made, the council will need to apply for planning permission. This application will be dealt with exactly the same as any other planning application and is handled by a different part of the council.

If planning permission is granted, a process will begin where existing residents of Ekin Road are relocated off the site. From there, demolition and construction will be carried out to redevelop Ekin Road. This will follow a phased approach, meaning different parts of the site will be demolished and rebuilt at different times, the details of which are under review.

TIMELINE





If an option is chosen that requires you to leave your home

It is often the case that people do not wish to move twice due to the general stresses of moving - alongside any potential impact on school location, getting to / from work etc. However, returning to the completed development is an option.

You will receive financial support to assist you in the moving process. This includes an initial payment of £1250 to cover your removal costs and a home-loss payment of £8,100 once you have moved into your new home.

If you have any questions or concerns about the relocation process, please speak to a member of the team, who will be able to direct you to more support.

Confidential appointments are available for residents on request at Mandela House or in their home or online. If residents would like to arrange a meeting in person or over the phone, please contact Andrew Johnson on:

☎ 07563 421031

✉ ekinroad@cambridge.gov.uk



If an option is chosen that requires you to leave your home, property owners' houses will be bought at the market rate.

Financial support for leaseholders and freeholders includes a compensation payment in addition to the value of the property. This is 10% of the agreed market rate for resident property owners and 7.5% for non-resident property owners.

The Council will arrange for a market valuation to be made and you will have 2 weeks to decide if you would like to accept the offer.

Once a decision has been taken purchases can proceed subject to normal legal procedures. The Council seeks to work with leaseholders to resolve issues that arise.

The Council will seek as far as possible to purchase property through a process of mutual agreement. The use of a Compulsory Purchase Order is considered a last resort action only. There are important procedures and safeguards regarding the exercise of this power.

If you have any questions or concerns about the relocation process, please speak to a member of the team, who will be able to direct you to more support.

Confidential appointments are available for residents on request at Mandela House or in their home or online. If residents would like to arrange a meeting in person or over the phone, please contact Andrew Johnson on:

☎ 07563 421031
✉ ekinroad@cambridge.gov.uk

Appendix 1d – Feedback Form

EKIN ROAD CONSULTATION

THE FUTURE OF
EKIN ROAD

WE WANT TO
HEAR FROM
YOU!



**Thank you for attending
our consultation event today.**

These responses are being collected on behalf of Cambridge City Council, to build understanding of the community's views as they prepare to make a decision on the future of Ekin Road.

Your responses to this survey will be taken into account as part of the decision-making process.

First Name	Last Name
Address		
	Postcode	
Email		
Phone		

Your details are being collected by Marengo Communications Limited, on behalf of Cambridge City Council, to build understanding of the community's views as they prepare to make a decision on the future of Ekin Road. Your responses to this survey will be taken into account as part of the decision-making process. For information on how we use your data, please visit www.marengocomms.com/privacy. A hard copy is available upon request.

**Please turn
over to let us
know your
thoughts on
our proposals**

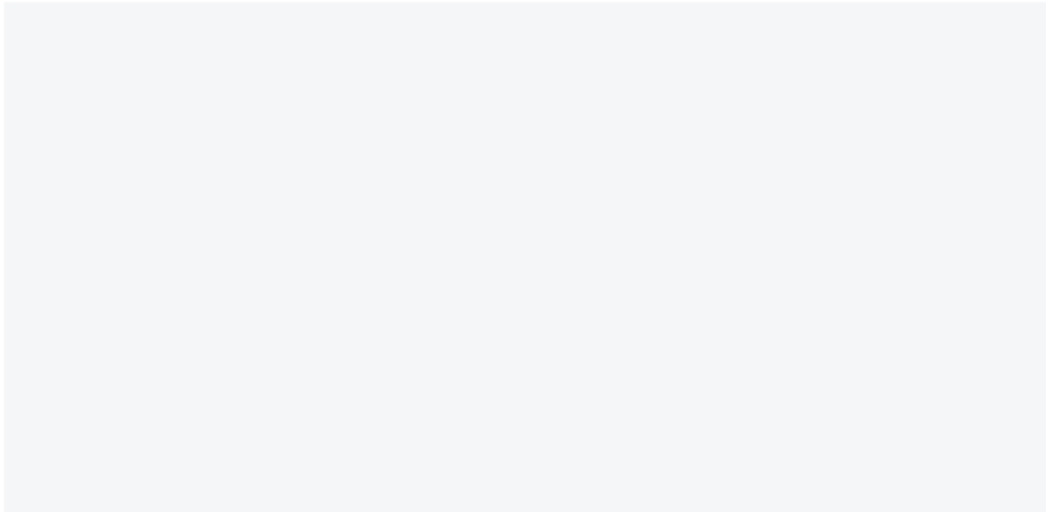


Cambridge
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Partnership

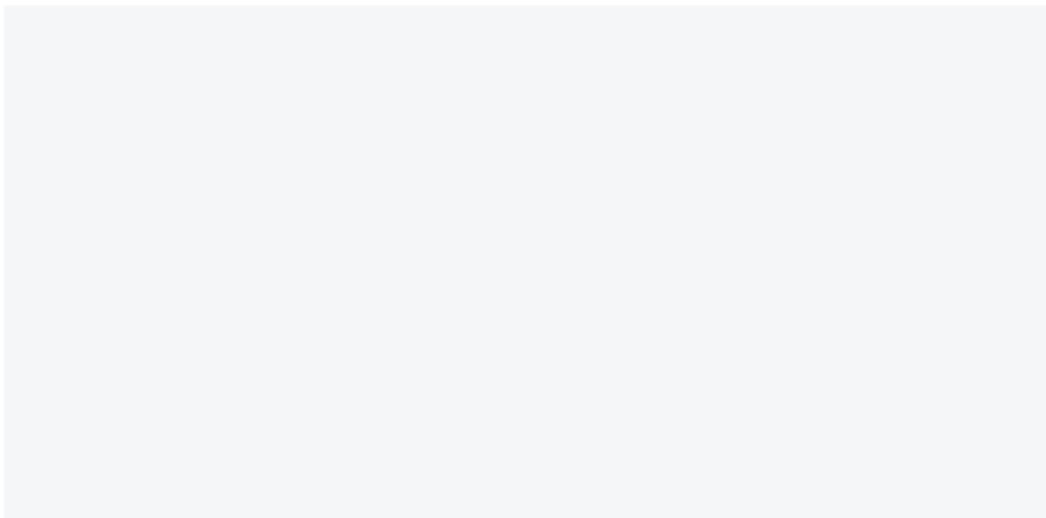


EKIN ROAD CONSULTATION

What do you like about the proposals to redevelop Ekin Road?



What would you change about the proposals to redevelop Ekin Road?



When thinking about building heights, should any proposals to redevelop Ekin Road focus on:

- Building higher, prioritising delivering the maximum number of new homes
- Building lower, prioritising delivering more family homes

Do you agree with the emerging designs to include more family homes at Ekin Road?

- Yes
- No
- Neutral

What do you think of the proposals that would mean up to £100 million would be invested in Abbey, which could provide 275 new homes with over 70% council homes?

- Support
- Do not support
- Neutral



Cambridge
Investment
Partnership



Do you have anything else you would like to say about the proposals to redevelop Ekin Road?

THE FUTURE OF
EKIN ROAD

WE WANT TO
HEAR FROM
YOU!

Thank you for taking the time
to give us your feedback.

Please either leave this form
with us today or post it to:

Freepost CONSULTATION REPLY
(no stamp required)

A digital version of this form
is available to fill in online at:

www.bit.ly/EkinRoad

Any questions?
Get in touch

Find out more by visiting www.ekinroad.co.uk

Contact Cambridge City Council on
EkinRoad@cambridge.gov.uk
or ring 01223 457000



Cambridge
Investment
Partnership



Appendix 1e – Webinar Slides

EKIN ROAD

THE FUTURE OF EKIN ROAD

WE WANT TO HEAR FROM YOU!

WELCOME

The webinar will be starting in a few minutes

Cambridge Investment Partnership JLL

CAMBRIDGE CITY COUNCIL

This slide features a dark blue background with a light green curved shape at the bottom right. The text is white and light green. Logos for Cambridge Investment Partnership, JLL, and Cambridge City Council are present.

EKIN ROAD

THE FUTURE OF EKIN ROAD

WE WANT TO HEAR FROM YOU!

WELCOME

Community consultation on the future of Ekin Road

Cambridge Investment Partnership JLL

CAMBRIDGE CITY COUNCIL

This slide features a dark blue background with a light green curved shape at the bottom right. The text is white and light green. Logos for Cambridge Investment Partnership, JLL, and Cambridge City Council are present.

EKIN ROAD

Speakers

Simon Schofield,
Marengo Communications (Chair)

Ben Binns,
Cambridge City Council

Andrew Johnson,
Cambridge City Council

Simone Marsberg,
Hill Group



INTRODUCTIONS

Housekeeping

Ask questions using the tab on the right-hand side.

Any other questions please let us know by email: ekinroad@cambridge.gov.uk

Use the tab to let us know about any technical issues.



EKIN ROAD

The future of Ekin Road has been under discussion for a long time

Recent history:

- 2021 - Review started
- 2022 - First round consultation
- 2023 - JLL appointed



THE STORY SO FAR



EKIN ROAD

THE JONES LANG LASALLE REVIEW

Stage One

JLL reviewed seven options and narrowed them down to three shortlisted options

The options were:

- Refurbishment
- Partial redevelopment
- Full Redevelopment

Stage Two

- Resident Survey
- JLL Report



EKIN ROAD

THE JONES LANG LASALLE REVIEW

Residents' Feedback



57% of residents in favour of redeveloping Ekin Road



49% of residents in favour of full redevelopment

Key issues affecting residents' wellbeing:

- ♥ Personal safety
- ★ Mould
- 🏠 Condensation
- 🌡️ Temperature issues

Top priorities for residents:

- ♻️ Improving sustainability
- 🏠 Increasing the quality of accommodation
- 🛡️ Reducing crime and anti-social behaviour



EKIN ROAD

The council needs to balance competing interests, including financial risk to the budget; ensuring value for money for tenants and taxpayers; addressing the housing crisis in the city; ensuring reasonable standards of living in council housing, and meeting net zero targets to combat climate change.



THE COUNCIL'S RESPONSE

The council is exploring a mixed-tenure scheme - offering a mix of market sale and affordable housing, with particular focus on increasing the number of family homes.



EKIN ROAD

HOW A REDEVELOPED EKIN ROAD COULD LOOK

- The council's design approach will increase the number of 3- and 4-bed family homes on the site.
- This would support families living in overcrowded accommodation, meaning there may be fewer, but larger homes on the estate.
- At least 5% of the new homes will be adapted for wheelchair users



EKIN ROAD

HOW A REDEVELOPED EKIN ROAD COULD LOOK



The current plans include:

- 22 x 1-bed
- 13 x 2-bed
- 91 x 3-bed
- 29 x 4-bed



EKIN ROAD

HOW A REDEVELOPED EKIN ROAD COULD LOOK



Artist's Impression of Ekin Road Street Scene



Artist's impression of Ekin Road - view from Wadloes Road



Artist's Impression of Public Open Space On Ekin Road



EKIN ROAD

SUSTAINABILITY

- The current homes are ageing, have high energy bills, and are difficult to keep warm
- Addressing this was the number 1 priority expressed in the recent residents survey
- New homes could have features such as air source heat pumps, that cannot be installed on the current properties



EKIN ROAD

NEXT STEPS

- The council is consulting until 3rd May – please give us your feedback by visiting:
www.ekinroad.co.uk
- The Housing Scrutiny Committee will make a final decision on **June 18th**
- Planning permission and phasing



TIMELINE



**RELOCATION
(TENANTS)**

- Financial support - £1,250 to cover removal costs and a home-loss payment of £8,100 once you have moved into your new home
- Right of return
- Concerned?

Ring Andrew Johnson on **07563 421031** or email ekinroad@cambridge.gov.uk



RELOCATION (PROPERTY OWNERS)

- Homes to be bought at the market rate
- Compensation payment – 10% of value for resident homeowners, 7.5% for non-resident homeowners
- The council will seek as far as possible to come to a mutual agreement.
- Compulsory purchase is a last resort



Appendix 1f – Webinar questions and comments received (anonymised, spelling and grammar edited for clarity, but otherwise presented verbatim)

Participant 1 - Hello. How does the moving cost of £1200 work, is it a payment or do we need to send an invoice? Thank you.

Participant 2 - Can you explain why there is 91 3 beds and only 13 2 beds?

Participant 3 - Did any of the options include extension and retrofit of the existing stock? Did the feasibility study include a comparison of embodied carbon between the options?

Participant 4 - The option currently being presented was not on the list put to JLL. The clarity of the timetable and phasing is particularly important. Can residents trust the report's content, or is everything still undecided?

Participant 1 - Do you know when springstead is ready, as I look to move to that area. Thank you.

Participant 2 - So from June the final decision, how long will it be before boots on the ground? Can we see movement of people moving out and can we still move now and still receive the payment?

Participant 5 - How many of the current Ekin Road homes are council? How many would be council under the emerging proposals?

Participant 3 - Are there any new community facilities proposed to support the additional residents? Can small shops, cafes be added to make the area more attractive?

Participant 6 - To prevent further arguments and constant on hold, why isn't the meetings being separated to council tenants only, and owners and leaseholders have their own meetings, the rifts are becoming too much.

Participant 7 - Aside from this webinar, is there a form to fill in, in order to complete the consultation process?

Participant 4 - So can I assume the answer is everything is up in the air?

Participant 1 - I am in a 2bed flat with a garden. Would I be allowed a new development but a house? Thank you.

Participant 3 - Can the Wadloes Rd green verge area be built on with higher density, so it allows more green space inside the development, and have it more outward looking? The proposed pattern is inward looking and repeats the current 'cul de sac' layout.

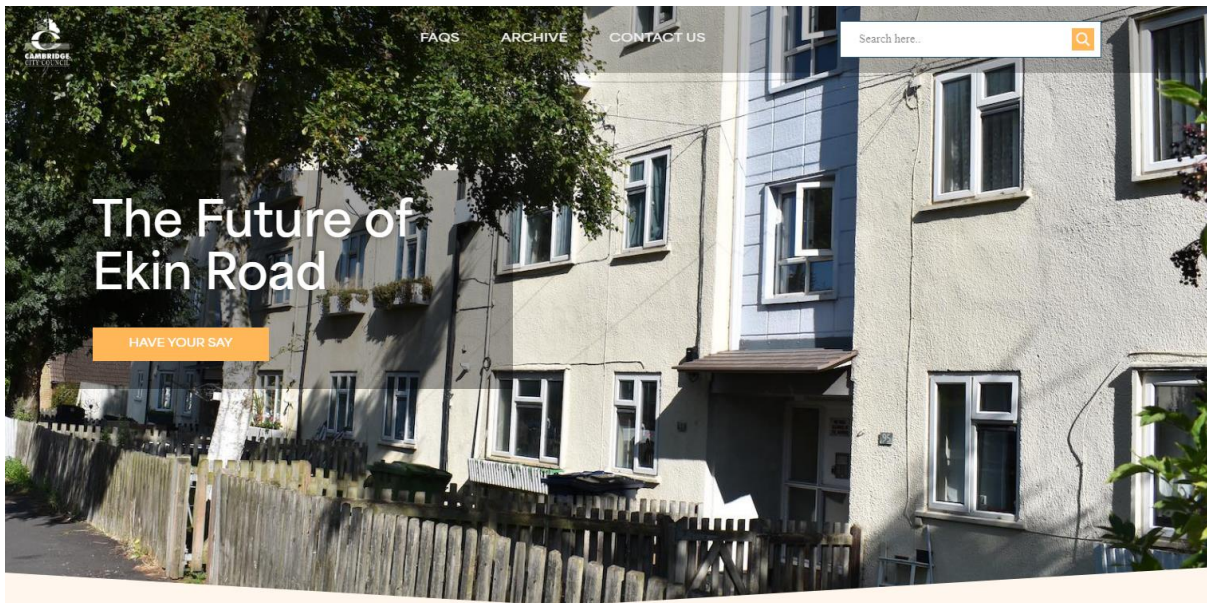
Participant 4 - I think residents want to know when they will see bulldozers!

Participant 1 - After June 18th we can start moving?

Participant 8 - On the 18th June, if redevelopment of some form is approved, will all council tenants on the estate be given emergency banding immediately? Or will some be given emergency banding later on, depending on staging of the project?

Participant 1 - Just like to say! This is a lot better than in the hall! I understand a lot better! Then people shouting! Due to needs.

Appendix 1g – Consultation Website



The journey so far...



2021

In 2021, we wrote to residents to explain that we were undertaking a review into the condition of the Ekin Road estate to understand the issues which are affecting leaseholders and tenants and look at the potential for redevelopment.

Following the meeting of the Council's Housing Scrutiny Committee (HSC) in September 2021, we wanted to learn about your experiences of living on the estate and get your thoughts on some of the options we are considering.

2022

We held an in-person event in June 2022 where we asked for your feedback. Thanks to those of you who engaged with us by completing a survey or speaking to us in person. Further information from this consultation can be found here:

-  [CONSULTATION REPORT](#)
-  [2022 WEBINAR](#)





2023

A long-list of options for the estate were reviewed ranging from a continuation of repairs and cyclical maintenance through to full redevelopment. The Council appointed third party consultants to evaluate these options and the scope of this appointment can be found below.

A shortlist of options was presented at the Council's Housing Scrutiny Committee in September 2023 and the report can be found below. A final proposal to the Housing Scrutiny Committee is planned for June 2024.

 [EKIN ROAD STRATEGY PROPOSAL](#)

 [HOUSING SCRUTINY COMMITTEE - SEP 2023](#)

 [VIEW PREVIOUS CONSULTATION MATERIAL](#)

Online Webinar



Next steps

We are committed to engaging with you as the residents of Ekin Road and want to make sure your voices are heard at every step of the way.

To help us achieve this, Liaison Group meetings are being held quarterly to give residents a collective voice and a place to share their opinions.

If you would like to be a part of the Liaison Group, please sign-up here.

NAME

EMAIL

[SUBMIT](#)

*Any information you choose to provide will be processed in accordance with our [Privacy Notice](#) which you should read carefully

View our archive documents in the sections below:

Residents Resources

Technical Documents

FAQ

The most frequently asked questions about our consultation process

- Regeneration overview
- Consultation
- Buildings and maintenance (inc. costs)
- Leaseholder payments
- What would a new development look like?
- Moving home / the decanting process - Tenants
- Moving home / the decanting process - Property owners

If you would like to receive more information, please contact us through this form.

*Any information you choose to provide will be processed in accordance with our [Privacy Notice](#) which you should read carefully



[FAQS](#) [ARCHIVE](#) [CONTACT US](#)

Created by Studio Sustancia

E: ekinroad@cambridge.gov.uk
T: 0800 193 1565

Appendix 1h – Cambridge City Council Press Release (available at: <https://www.cambridge.gov.uk/news/2024/02/26/report-provides-update-on-options-for-ekin-road-estate>)

Report provides update on options for Ekin Road estate

26 February 2024

The council announced in June 2023 that it had [appointed Jones Lang LaSalle \(JLL\) as to assess potential options for the Ekin Road estate](#) in Abbey ward.

The assessment of the Ekin Road estate is part of the council's wider programme of work across Cambridge to improve accommodation standards for people living in existing council homes; to build additional council homes to meet local need; and to address wider housing supply issues, including much-needed larger family homes.

The Ekin Road estate was identified for assessment because some of the homes have significant maintenance and structural issues and are well below the current standards the council applies to new developments.

The council has a duty either to invest in refurbishment works to improve the quality of homes, or to invest in partial or full redevelopment to build new, high-quality homes for its tenants, and, where feasible, increase the overall number or size of affordable homes to help meet local housing need.

JLL was commissioned to further investigate three shortlisted options.

[The JLL report has been published today](#)

[The council has also published its response to the report](#)

As is made plain in the report, none of the options available to the council are financially risk-free, but there is a housing crisis in the city and the council takes its responsibility seriously to deliver the best housing outcomes for the people of Cambridge.

The challenge is how to proceed in a way that delivers high quality, affordable homes for tenants, while being affordable to the council.

The next step is to discuss findings with the Ekin Road Liaison Group on 4 March. After that, the council intends to consult residents on emerging designs.

Consultation

Residents will be consulted on the emerging designs from 11 March to 3 May, and can access information at www.ekinroad.co.uk

There will be consultation events at Barnwell Baptist Church on:

- Saturday 16 March, 10am to 1pm
- Wednesday 20 March, 4pm to 7pm
- Online on Monday 18 March, 6pm to 7.30pm. [Register online](#)

As always paper copies of the consultation material will be available at Barnwell Road Library and Abbey People Hub, from 12 March.

There is also an opportunity to hear about the wider plans for the ward and to help shape the future of Abbey at a meeting being held on 13 March from 5.45pm to 7.30pm at Christ The Redeemer Church.

Appendix 1i – Local Media Articles (available at: <https://www.cambridge-news.co.uk/news/cambridge-news/future-cambridge-neighbourhood-desperately-needs-28712342> and <https://www.cambridgeindependent.co.uk/news/knocking-down-cambridge-s-ekin-road-estate-and-redeveloping-9355284/>)

The future of the Cambridge neighbourhood that desperately needs a transformation

The council is looking to improve accommodation in the area

NEWS By **Matthew Senior** Senior Reporter
15:09, 27 FEB 2024

Bookmark



Comments

Enter your **postcode** for local news and info In YourArea



Ekin Road is in one of the most deprived areas of the city (Image: Google Maps)

Sign up to our free email newsletter to receive the latest breaking news and daily roundups

[More Newsletters](#) →

Enter your Email...

We use your sign-up to provide content in ways you've consented to and improve our understanding of you. This may include adverts from us and third parties based on our knowledge of you. [More info](#)

A new report has been published by the city council detailing the options for the Ekin Road estate. It comes as the area is part of a programme across Cambridge to improve accommodation standards for people living in council homes.

Some of the homes in the estate were found to have significant maintenance and structural issues, including **dangerous levels of damp and mould**. The council added that they were well below the current standards applied to new developments.

An investigation into the available options was launched by estate agents JLL. These included refurbishment to improve the quality of homes, a partial redevelopment or a full redevelopment of the site.

Read more: ['Void' sees Cambridgeshire town road closed for 'urgent' safety works](#)

Read more: [New homes plan gets go ahead - despite fury over loss of 'vital' green space](#)

The report found that a refurbishment could not deliver homes to the standards the council requires. It also found that the benefits were too limited to justify the investment.

It added that a partial redevelopment would bring improvements to building safety and outdoor space, but said that there were limitations from retaining the low-density houses. They said this would result in a fragmented estate in terms of design and quality.

A full redevelopment of the estate was identified as the best option and would deliver greater benefits to the community. However, the report added that there would be significant financial pressures and that the council should consider what could deliver best value for its ratepayers.

MOST READ

- 1 **DWP PIP benefits crackdown sees seven changes proposed from scrapping payments to NHS 'proof letter'**
- 2 **DWP confirms payment boost for eight benefits due to start this month**
- 3 **Body found in hunt for missing Cambridgeshire pensioner**
- 4 **The average salary you need to earn to buy a property in Cambridge**
- 5 **The Cambridgeshire town which once had two railway stations and now has none**

RECOMMENDED

- Beach under two hours from Cambridge named one of the best in UK**
- Cambs village with award-winning restaurants near National Trust park**
- Two vehicles crash blocks road near Cambridgeshire border**
- New DWP scheme helping long-term sick people to be trialled in Cambs**
- DWP issues update on which conditions will no longer qualify for PIP**

council tenants.

A spokesperson for the city council said: "The council does not believe that it is fair to residents' wellbeing to create delay and uncertainty. Therefore, as advised by JLL, the council is proposing to consult on emerging designs.

"The emerging designs would increase the number of three or four-bed family homes compared to what is currently available on the estate. This would support people who are currently in overcrowded one or two bed flats to have opportunities to access larger family homes in the area.

"Should the Ekin Road estate be fully redeveloped, alongside the nearby East Barnwell redevelopment, this would mean up to £100 million would be invested in Abbey, which could provide 275 new homes with over 70 per cent council homes, create new jobs, support the local economy and improve the lives of our community."

The next steps will include discussing its findings with the Ekin Road Liaison Group on March 4 and then consulting with residents on emerging designs. The council said they would also offer support for tenants who might be impacted from relocating during any development.

Do you want more of the latest Cambridgeshire news as it comes in? Sign up to our dedicated newsletter to make sure you never miss a big story from Cambridge or anywhere else in the county. [You can also sign up to our dedicated Peterborough, Traffic and Crime newsletters for the latest updates on the topics you are most interested in.](#)

RECOMMENDED



Driver ploughs into Cambridgeshire front garden in early hours



DWP can pay up to £434 per month to people with 10 common conditions



Exact day Cambridgeshire will get a 'mini-heatwave' and how long for



Seriously injured pedestrian taken to hospital after hit-and-run on Cambs border



Town planning advice/guidance
Townscape provides full town planning and heritage advice, planning/heritage statements, Townscape Chartered Town...

Open >

Home > News > Article

Knocking down Cambridge's Ekin Road estate and redeveloping it 'is best option' say independent advisers

By Gemma Gardner - gemma.gardner@liffemedia.co.uk

Published: 10:27, 01 March 2024 | Updated: 10:28, 01 March 2024



Listen to this article



Independent advisers have told the city council that knocking down all the homes on the Ekin Road housing estate in Cambridge and redeveloping it is the best option for its future.

They say a full redevelopment could create a "modern, cohesive estate" in Abbey ward with "areas prone to anti-social behaviour" removed – but warn it will leave the council with a £16million bill.



A report on the possible redevelopment of Ekin Road has been published

The council described the option as the "least worst" choice, compared to repair or partial redevelopment, and said its financial viability must be "seriously considered".

It pledged to discuss the findings of the report by Jones Lang LaSalle (JLL) with residents before consulting on emerging designs to increase the number of three and four-bedroom homes on the estate, which comprises 122 homes – a mixture of maisonettes, flats, bungalows and houses.



Town planning advice/guidance

Visit Site



NEW HOMES

Guide to property in the region



VELVET MAG

Your local lifestyle magazine



IQ MAGAZINE

Sharing business intelligence

MOST READ



Body found at Jesus Lock by police searching for 84-year-old



Man secretly recorded beating his wife is jailed



BEMs and MBEs given to those active in their communities in Cambridgeshire



Long Road Sixth Form College in Cambridge consults on academy trust plan

Most of these are in council ownership, but some are privately owned. The home owners would be paid a market value plus 10 per cent under full redevelopment plans.

The report comes as the council announced a wider discussion about Abbey ward, where investments worth a potential £100million are in the pipeline.

Responding to the report findings, Cllr Gerri Bird, executive councillor for housing and homelessness, said: "The Jones Lang LaSalle report makes it clear that refurbishing the existing buildings isn't an option that would provide long-term solutions, and should be ruled out. JLL also makes it clear that there are substantial financial challenges to redevelopment.

"We're now considering what options are available to us that will best meet people's needs while also being affordable for us. There are no easy or financially risk-free options here."

The Save Ekin Road group was originally founded to campaign for all of the homes to be preserved and for the Labour-run city council to upgrade and repair the buildings.

The group said there had been concerns that many people could lose their homes "unnecessarily and against their wishes".

However, after further conversations, the group moved to advocating for the flats to be demolished and replaced, but for the houses to be retained.

In response to the JLL report, the group said: "Save Ekin Road is appalled by the recent JLL report, and council response. We completely object to the demolition of any houses on the estate. JLL and the council have ignored recent survey responses, where an overwhelming majority of house residents opposed losing their homes. They have also engaged selectively with residents, seeking reasons for full demolition while systematically ignoring good reasons to retain the houses.

"We also object to the forceful acquisition of freehold properties – family homes – on the estate. This should be worrying for all homeowners in Cambridge: no house is safe from the council. While we agree that plans to demolish the flats are warranted and long overdue, the houses shouldn't be caught up as collateral damage."

Cambridge City Council announced in June last year that it had appointed JLL to assess three potential options for the Ekin Road estate.

These include the partial redevelopment of the site, with 20 houses to the south and east retained, and full redevelopment of the site. The other option would be to retain the existing buildings and undertake essential repairs and retrofitting.

The assessment was part of the council's wider programme of work across Cambridge to improve accommodation standards for people living in existing council homes, as well as build additional council homes and address wider housing supply issues.

The estate was identified for assessment because some of the homes have significant maintenance and structural issues and are well below the current standards the council applies to new developments.

The JLL report, published on Monday, states that there is a case for change, as there are issues in relation to fire safety, health and wellbeing as well as "numerous incidents of anti-social behaviour". However, it says, the estate is in a "fair condition".

The report states: "However, the non-traditional construction flats have been identified to have met the end of their useful life with signs of cracking, poor thermal integrity, and risk of structural degradation from the effects of carbonation. Many residents have stated they are experiencing mould and condensation problems that are impacting the health and wellbeing of residents."



Ekin Road residents outside The Guildhall before the councillors meet to discuss the proposals. Picture: Keith Heppell

It says "significant investment" would be needed to improve the accommodation across the estate.

The report reveals that none of the three options is financially risk-free, with all options resulting in a loss.



JLL found that full redevelopment of the site, with 100 per cent affordable housing, provides the “least-worst financial outcome as all options produce a deficit”.

“The best, or least worst, performing option is the full redevelopment of the site with 100 per cent affordable housing at -£16,063,546, with the partial 100 per cent affordable housing closely following at -£19,201,497,” the report states, but acknowledges that a ‘do nothing’ scenario is not an option with refurbishment of the existing estate to cost the council more than £21m.

“Consequently, a more appropriate barometer of financial performance is a comparison to this appraisal and the other options. The 100 per cent affordable housing options result in improvements of £5,301,625 and £2,163,674 respectively,” it says.

The report goes on to say: “This option (full redevelopment) will offer significant long-term improvements at a lower financial deficit. The highest number of additional units can be created alongside providing the greatest improvement in the quality, accessibility, and safety of housing across the whole estate. A new green outdoor space can also be provided.”

It continues: “While it may have the greatest adverse immediate impact on residents’ health and wellbeing due to the need for relocation, the long-term benefits are substantial. This option would enable a comprehensive positive transformation of the whole estate, with all buildings being redeveloped in phases into modern, high-quality housing that aligns with sustainability and accessibility standards.”

The report adds that by “removing the outer houses, a significant number of units can be provided in their place”.

An independent resident survey was conducted as part of the report and found that many residents, particularly those in the flat blocks, are unhappy with their current living conditions.

The survey was completed by 63 households, with 42 stating that they are experiencing issues with mould, damp, condensation as well as accessibility issues (17 respondents).

“57 per cent of responding households to the survey expressed support for a redevelopment of the estate, with some in opposition (41 per cent). 49 per cent of responding households voiced a preference for a full redevelopment, while 24 per cent preferred partial redevelopment,” the report states.

The report also highlights the problems with anti-social behaviour in the estate’s alleyways and circulation routes where visibility is low.

“This is a security concern as these areas can be prone to anti-social behaviour which directly impacts the safety and enjoyment of the residents and their visitors,” it says.

There is also a known issue of fly tipping on the estate and more than five tonnes of waste were cleared during a community day in July.

The report also notes that there is a housing crisis in the city and the council takes its responsibility seriously to deliver the best housing outcomes for the people of Cambridge.

A statement by the council in response to the JLL report said it accepts the findings within the report that refurbishment cannot “resolve the long-term issues”.

“The council there accepts that the benefits of refurbishment are too limited to justify the investment. Regarding the partial or full redevelopment, the council also acknowledges that a full redevelopment scheme would deliver the greater benefits compared to a partial redevelopment option.

“However, there would be significant financial pressures for the full redevelopment option and the council would need to consider what would deliver best value for residents and council tenants.”

The next step is to discuss findings with the Ekin Road Liaison Group on 4 March. After that, the council intends to consult residents on emerging designs, which it says would increase the number of three and four-bed homes on the estate.

Cllr Bird (Lab, East Chesterton) said: “We know some of the homes at Ekin Road have significant maintenance and structural issues and are well below the current standards we apply to new developments. It is our duty to address this for our tenants, as part of our wider programme of work to improve accommodation standards for people living in council homes across the city.”

She continued: “We’re now considering what options are available to us that will best meet people’s needs while also being affordable for us. There are no easy or financially risk-free options here.

“The next steps include discussing the report with the Ekin Road Liaison Group on 4 March, and then consulting with local residents from 11 March.”

Residents will be consulted on the emerging designs from 11 March to 3 May, and can access information at ekinroad.co.uk.

There will be consultation events at Barnwell Baptist Church on Saturday, 16 March, from 10am to 1pm, then on Wednesday, 20 March from 4pm to 7pm. There will also be an online event on Monday, 18 March, from 6pm to 7.30pm. To register, visit ekinroad.co.uk.

Paper copies of the consultation material will be available at Barnwell Road Library and Abbey People Hub, from 12 March.

There is also an opportunity to hear about the wider plans for the ward and to help shape the future of Abbey at a meeting being held on 13 March from 5.45pm to 7.30pm at Christ The Redeemer Church.

To see more planning applications and other public notices for your area, visit publicnoticeportal.uk

Appendix 1j – Save Ekin Road Letter



SaveEkinRoad@gmail.com
www.SaveEkinRoad.co.uk

19th April 2024

Save Ekin Road collective response to Cambridge City Council's Ekin Road public consultation

To the Cambridge City Council,

Save Ekin Road is aware that the Council is currently running a public consultation on the "emerging designs" for a potential project on Ekin Road. The undersigned members of our group wish to submit the following collective response to this consultation. This is in addition to any individual responses those members have submitted, previously or in the future.

Our overarching comments on this consultation are as follows:

- We completely object to ANY full redevelopment plan for Ekin Road, regardless of what the final designs for the street may be. We remain steadfast in this, and it has been our stated position for nearly two years, since our inception as a resident group.
- We completely object to ANY redevelopment plan for Ekin Road that involves the demolition of ANY of the 32 semi-detached houses on the street. Not only is it extremely harmful to us as individuals, and as a community, but it is also extremely wasteful to demolish perfectly good dwellings such as these. To be absolutely clear, not a single brick should be removed from these houses; not one.
- The "emerging design" option we are currently being consulted on is completely bereft of any specifics or details. All we have been provided with is a single "picture" of the potential new estate layout. We have not been provided with any details about phasing, decanting, or completion timeframes. We have not been provided with any detailed breakdown of tenure type (social/affordable/market rent), and how these would apply to each property type. We have not been provided with any cost-benefit analysis of this option, nor any details about dwelling sizes and internal layouts, nor any details about parking provisions. We have explicitly asked for all these details to be provided during the consultation process, and the Council has refused.
- As such, we believe that it is simply impossible for us, or indeed anyone, to provide complete, meaningful and thorough feedback on this inchoate "emerging design" option, as the Council has not provided sufficient details for residents to comment on. This calls into question the fairness of the consultation exercise which is contrary to the second 'Gunning Principle' for public consultation which requires sufficient information to be provided to permit an intelligent consideration and response.
- Subject to the above overarching comments on the fairness of the consultation process, we welcome a partial demolition plan for the street that is predominantly houses-based. Ekin Road is in a quiet, low-density residential area, and so large, high-rise, high-density housing that is mostly flats seems very out of place on such a street.

We have iterated to you, many times over the past 18 months, the immense harm that a full-demolition option would do to us. We reiterate these concerns for you again here (in summary form), in what we hope will be the final time:

- The houses on Ekin Road are well-loved family homes, and there are no intrinsic reasons to take them down. That in itself should be enough to convince you that they should be retained.
- Several of those living in these houses as council tenants have been there for over 40 years, with our longest-standing council-resident having been in theirs for over 50. That's half a century

where this person has made that their home, has diligently paid rent, and has cared for their home and raised their family in it. It is a basic principle of human dignity that these people should be able to live out their years in the home they have called their own for 40+ years, and leave on their own terms rather than be forced out by their landlord (you, the Council).

- Several of those living in these houses have physical, or mental, health issues, for which their house is their lifeline. To forcibly remove them from their home will substantially reduce their quality of life, in ways that, for many, will be irreversible. We will not articulate their (very personal) circumstances here; the Council has already been made aware of these directly from them.
- Several of those living in houses are private tenants, or housing association tenants, and as such would receive absolutely no compensation if their homes are seized and they are forced to leave. No relocation payments, no disturbance payments, and no rehousing provision. These people will literally be thrown out onto the street, with no help.
- Several of those in the houses are well into their 70s, and some are even in their 80s. Moving home is difficult enough for those who are young and able-bodied; to forcibly impose relocation on octogenarians is nothing short of callous. In addition, forcibly evicting these people might hasten their transition from independent living to aged care, completely unnecessarily. We fail to see why the Council would inflict so much harm on such vulnerable people.
- Several of those who own their own house (freehold) would not be able to purchase a house of equivalent value if the Council compulsorily purchase theirs. This is due to various factors. Some have complicated tax situations which would result in a large tax burden if there were to sell. Others would struggle to get a similar sized mortgage, or even a mortgage at all, given the recent tightening in lending criteria, and changes in personal work circumstances to new or temporary work contracts.
- It is virtually impossible to find like-for-like housing for the price of a house on Ekin Road. It is one of the cheapest streets in Cambridge, so those being forced to sell (even those not encumbered by the added financial difficulties and penalties mentioned above) would be forced to "downgrade". This would mean one or more of: obtaining a smaller home, moving further away from Cambridge, taking on a larger mortgage, or downscaling to a flat.

For the reasons detailed above, as part of this consultation process we wish to inform the Council that, should it proceed with a full demolition option, or indeed ANY option that demolishes ANY of the 32 semi-detached houses, we will be left with no choice but to challenge such a decision in the courts. This could include any, or all, of the following:

- A challenge to any planning applications made for such a project.
- A challenge (leading to Public Inquiry) to any Compulsory Purchase Order(s) (CPOs) made on the estate.
- A judicial review of any failed challenges above.
- A judicial review of any of the decisions taken by the Housing Scrutiny Committee at various stages in this project investigation.

These proceedings are not limited to just freeholders. Many in council houses on assured tenancies take the same position, and will not surrender their leases unless a CPO is in place.

Collectively, we have the resources to cover the costs of such legal (and other) actions. We would do so with regret, as we do not seek out any such litigation willingly. But, for the reasons given above, the harm to us by moving is simply too great, and we are left with no choice but to pursue all available options to retain our homes. We have already taken expert advice from a specialist planning and CPO law firm. That will continue throughout any such challenges. And we are of the opinion that our case is much stronger than any case the Council could put forward for such a demolition option as even on the Council's case the less disruptive and more proportionate partial redevelopment option results in the same if not very similar benefits. We are not trying to threaten or intimidate the Council, and this is evident from the fact that we are not asking for anything from the Council. We simply want to be left alone, so that we may continue to enjoy our lives in our homes. If the Council wishes to come and disrupt our lives, then we are left with no choice but to respond and defend ourselves as outlined above.

We have outlined our position, outlined our reasons, and outlined our intended recourse, with regards to the "emerging design" of full demolition currently proposed by the Council.

Our recommendation is that the Council now goes "back to the drawing board", to produce a proposal for Ekin Road that preserves all 32 semi-detached houses on the estate and properly and meaningfully engages with residents in doing so. Indeed, the February JLL report showed that practically all of the "critical success factors" the Council have been aiming for can also be achieved under a partial demolition model. It is abundantly clear, at least to us, that a partial-demolition option is much more viable than full demolition.

Ultimately, we are collectively very worried. We worry about our health and well-being, and the harm eviction will cause many of us. We worry about our fellow residents who do want to leave, and what delays and legal uncertainty in the project will mean for them. And we worry about our estate, and why the Council would want to consider such a high-risk option that might jeopardise the entire project. We think that these are reasonable, well-founded concerns, and hope that the Council shares these legitimate concerns with us. If so, then the only reasonable conclusion the Council should draw is that a partial-demolition option for the estate, preserving all semi-detached houses, is the only sensible way forward.

For completeness, we include here our direct responses to the questions asked in your consultation paperwork, so that you have a recorded "vote" from each of the undersigned when collecting statistics during the consultation, albeit these responses are provided in the context of our overarching concerns (summarised above) with the fairness of the consultation exercise.

Kind regards,
Save Ekin Road

Our responses to the specific consultation questions from
<http://www.tinyurl.com/EkinRoadConsultation>

What is your postcode?

The undersigned are all residents of Ekin Road. Their details include their street number, from which you can deduce their postcode.

What do you like about the proposals to redevelop Ekin Road?

Absolutely nothing. This proposal involved the demolition of our houses, which we categorically object to. Thus, in our opinion, this proposal is completely unacceptable, and we support no part of it. Moreover, insufficient information has been proposed about the proposals to enable intelligible consideration and a response.

What would you change about the proposals to redevelop Ekin Road?

We desire a proposal that retains all 32 semi-detached houses on the estate. Anything short of that is totally unacceptable to us in principle, regardless of what other features the proposal has.

When thinking about building heights, should any proposals to redevelop Ekin Road focus on:

We would prefer building lower, prioritising delivering more family homes. It seems out of character for the area for Ekin Road to become an ultra-high-density street, given how low density the surrounding streets are. In addition, we are aware that many of those residents in the flats wanting to be rehoused seek larger family homes, rather than small flats. Thus, we suggest that the Council "build lower", to deliver more family homes.

Do you agree with the emerging designs to include more family homes at Ekin Road?

No. We completely oppose the current "emerging designs" in their entirety. A full demolition option is

totally unacceptable by us. The emerging designs are also far too inchoate to be meaningfully consulted on at this stage.

What do you think of the proposals that would mean up to £100 million would be invested in Abbey, which could provide 275 new homes with over 70% council homes?

We do not support this, as it is a completely loaded and misleading question and not (as it should be) for a public consultation an open question, for the following reasons:

- *What does investment in other parts of Abbey have to do with an Ekin Road consultation?*
- *The figure of "275 new homes" is spread over two sites (East Barnwell project, and Ekin Road project). What does the construction of homes in other parts of Abbey have to do with an Ekin Road consultation?*
- *With regards to the "70% council homes" statement, we understand that this is not the figure for Ekin Road, but rather the aggregate figure across East Barnwell project and Ekin road; the figure on Ekin Road is (as we understand) closer to 50%. Moreover, no information has been given regarding the rental costs of the "council homes" - social rent, "affordable" at 60% market cost, and "affordable" at 80% market cost.*
- *This is not a question; it is misleading propaganda.*

Do you have anything else you would like to say about the proposals to redevelop Ekin Road?

Please see our detailed comments in the main part of this letter.

We, the undersigned, agree with the full content of this letter:

Number	Name	Signature

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Appendix 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 or phone 01223 457046.

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

1. Title of strategy, policy, plan, project, contract or major change to your service
Redevelopment at the Ekin Road estate

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

3. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?
Proposed redevelopment of 108 homes on the Ekin Road estate. Redevelopment of Ekin Road is part of the council's wider programme of work across Cambridge to improve accommodation standards for people living in existing council homes; to build additional council homes to meet local need; and to address wider housing supply issues, including much-needed larger family homes.

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 residents of the surrounding properties that are adjacent to the development site
- 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, leaseholders and any subtenants in the existing residential units, which will be required to be rehoused to alternative accommodation. Tenants decant and rehousing is undertaken in line with the Council's approved Lettings Policy and Regeneration Policy. All rehousing is subject to fair disturbance compensation and right to return following redevelopment. (see below)

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

In relation to the Equalities impact, many of those on the housing register (particularly those on the highest banding for need) will have a level of vulnerability. Although not all vulnerabilities are captured under the Equality Act 2010, many will be, such as disability (including mental health), age, pregnancy and maternity. For those residents who are existing tenants or leaseholders, many of them will also have a protected characteristic as it 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.

A detailed and bespoke decant strategy is included within the housing scrutiny committee report for this project and includes recommendation to amend the regeneration policy to prioritise the relocation of vulnerable residents.

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 – consulting with the existing residents and managing the new homes
- Estates & Facilities – reviewing options to retrofit some retained homes and maintaining the new homes
- Housing strategy – informing the need for tenure mix and specialist or adapted housing
- Finance Team - to provide funding for every aspect of developing the new homes from initial surveys to construction, all in line with projected cash flow and agreed budget
- Streets and Open Spaces - advice and input on the design of new open spaces and equipment provided as part of the new homes, subsequent maintenance
- Safer communities – providing advice on the design of the new schemes and homes from a community safety and designing out crime perspective
- Health & safety – commentary on the design of new schemes and homes from a personal safety, fire safety and usability perspective
- 3Cs Legal Services – assisting with the buy back purchases of the leasehold and freehold properties and dealing with land title and transfer to facilitate development
- CCC parking services – collaboration in re-provision of parking facilities where affected by the development
- Cambridge Investment Partnership (CIP) - a joint venture partnership between CCC and Hill Partnerships to assist in the delivery of the Councils Affordable home goals.

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

The report on the proposed development at Ekin Road is to be presented to the Housing Scrutiny Committee meeting of 18 June 2024

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

Thorough resident engagement has been undertaken throughout the Options Appraisal process to better understand the individual needs of our residents. To date consultation has taken the form of letter-drop notifications, quarterly liaison group meetings, in-person drop in events, door knocking,

bespoke website and online webinars to introduce the proposal to all residents and to update them throughout the process. Assisted by internal council services, consultation methods are tailored to the individual requirements, i.e. 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 Council's methodology has been informed by relevant guidance and academic research including:

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

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

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

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

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

10. Potential impacts

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

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

Housing Register and Homelessness

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

Older People

The units to be delivered in this scheme proposal are made up of general needs accommodation and 5% of the affordable units are to be adapted homes suitable for wheelchair users M(4)3 standard. All remaining general needs housing is provided at adaptable M(4)2 standard.

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

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

Younger people

The homes on these proposed schemes will be a mix of 1, 2, 3 and 4 bedroom homes. Young people with a need for this type of accommodation will be eligible to bid for these homes.

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

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

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

Affordability issues are particularly acute in Cambridge, with an average price of £415,000 paid by first-time buyers (Office of National Statistics – February 2024). Private rents are also significantly higher than most other parts of the country, with the average rent of over £1,600 (Office of National Statistics - March 2024).

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

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

(b) Disability

50% of the units to be delivered in this scheme proposal are made up of general needs accommodation of which 5% adapted homes at M(4)3 standard suitable for wheelchair users. All general needs housing is adaptable M(4)2 standard.

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

Demarcated disabled parking will be provided at appropriate locations to serve tenants and service users, in line with planning guidance.

Almost one in five people in the UK have a disability, with mobility being the most common impairment. At the same time there is a nationally recognised shortage of housing for people with disabilities. For example: around 2% of the UK population are wheelchair users, yet 84% of homes in England do not allow someone using a wheelchair to enter their home through their front door without difficulty. Around 15% of households containing at least one wheelchair user feel that their current home is not suitable for their needs, and so requires adaptations.

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

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

Around 16% of the national population has a common mental health disorder, and professionals nationally and locally are reporting an increase in the number of service users with mental health

issues. For example: increasing numbers of rough sleepers with mental health problems, many of whom also have alcohol and substance misuse issues; and an increase in numbers of older people with dementia.

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.

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

Improving the local community facilities; including community centre, library, open spaces, and recreation facilities will have a positive impact. These spaces will provide opportunity for community groups to meet and socialise.

(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

2, 3 and 4 bedroom homes will be provided on this development. These will be available to bid on by women who are pregnant (24 weeks or more) or who have recently had children meaning they need to move to larger accommodation. Private and shared amenity space will be provided alongside the housing and community facilities including play equipment for children. Improving the local community facilities; including the community centre, library, open spaces, and recreation facilities will have a positive impact. These spaces will provide opportunity for community groups to meet and socialise.

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

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

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

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

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

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

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 affordable housing development programme. Designs and specifications can however be enhanced to accommodate cultural preferences if instructed to do so by the relevant Housing Authority (for example facilitating spray taps adjacent to WCs).

The community centre to be reprovided may be used by different faith groups however consultation with local groups will continue and the need for this has not yet been identified.

(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

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

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

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

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

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

- (j) Other factors that may lead to inequality – in particular, please consider the impact of any changes on:**
- **Low-income groups or those experiencing the impacts of poverty**
 - **Groups who have more than one protected characteristic that taken together create overlapping and interdependent systems of discrimination or disadvantage. (Here you are being asked to consider intersectionality, and for more information see: https://media.ed.ac.uk/media/1_159kt25q).**

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

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

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

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

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

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

Fuel Poverty

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

Changes to the local commercial facilities

Through redevelopment of this area, the commercial units will be demolished and re-provided. The Council is consulting with the business owners to establish their plans going forward. They may wish to remain on the new development and if so, the team will work on a strategy to maintain business continuity throughout the construction process. For example, at Colville 3 in Cherry Hinton, temporary units have been used to offer a space for several businesses until they can move into their new units. The development team will need to establish what options are available to the business owners when the phasing programme is created.

Any new commercial uses of the development must be of benefit to the community. The local demographic should be considered in terms of affordability, accessibility and inclusion.

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

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

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

12. Do you have any additional comments?

None

13. Sign off

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

Other team members consulted: [Click here to enter text.](#)

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

Send form

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

Document is Restricted

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Item

Compliance Update

To:

Housing Scrutiny Committee

May 2024

Report by:

Sean Cleary – Strategic Delivery Manager

Tel: 01223 458287 Email: sean.cleary@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 City Services Compliance Team, including a summary on gas, electrical, fire, lifts, legionella and asbestos.

2. Recommendations

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

3. Compliance Dashboard, Supplementary Data and Damp Condensation, Mould

Damp Condensation and Mould update is attached (Appendix A)

4. Compliance Update

The six key compliance areas are:

4.1 Gas Safety

Requirement - A gas safety check is to be completed every year on each gas appliance/flue and before any new tenure and annually for existing tenancies.

- As at May 29 2024 Cambridge City Council is 100% compliant on Gas Safety certification with 6603 properties with valid landlord gas safety certificates.

4.2 Electrical Safety

Requirement - A residential premises is to be inspected and tested for electrical safety by a qualified person at intervals of no more than 5 years.

- As of May 29 2024, Cambridge City Council is 79.6% compliant with legislation of which 5750 properties have a valid satisfactory condition report.

4.3 Fire Management Risk Assessment

Requirement - A fire risk assessment is a legal requirement to assess the risk, identify fire hazards and allow landlords to take general precautions to reduce and manage fire risk.

- As of May 29 2024, Cambridge City Council is 100% compliant with legislation where the requirement is to have a Fire Risk Assessment completing.
- The Council continues to verify the data it holds on outstanding fire actions where processes are still ongoing.

4.4 Asbestos Management

Requirement - The statutory requirement to be compliant with legislation is for all communal areas to have been inspected.

- As of May 29 2024, Cambridge City Council is 99.6% compliant.

The re-inspections schedule is expected to complete all outstanding inspections by May 31st 2024.

4.5 Legionella & Water Hygiene

Requirements: The Approved Code of Practice (ACOP) L8, issued by the Health and Safety Executive (HSE), provides guidance on the control of Legionella bacteria in water systems.

The ACOP L8 recommends a risk-based approach to managing the risk of Legionella, which includes regular monitoring, inspection, and maintenance of water systems.

- Cambridge City Council remains 100 % compliant with no issues to report with the ongoing management of Legionella and water hygiene risks.

4.6 Passenger Lifts & Specialist Lifting Equipment

As of May 29 2024, Cambridge City Council is 100 % compliant with the requirement to service and maintain its lifts.

The Council is 100 % compliant to the requirement outlined in Regulation 9 (thorough examination and inspection every six months as required by LOLER).

5. Condensation, Mould, and Damp work

5.1 Since the previous report, there has been an increase in reported cases of damp, mould, and condensation (DCM) issues, likely attributed to colder weather conditions.

5.2 Since April 2023 we have received 778 reports of DCM.

6. Implications

7.1 Financial Implications

There are likely to be new financial implications directly relating to this report particularly with regards to the management of fire and damp, mould and condensation.

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 implications relating to the content of this report directly. A communications plan is being developed to support the work set out in this report.

7.7 Community Safety

Cambridge City Council continue to have substantial fire risks that the Council are working on to reduce to mitigate.

8 Background Papers

If you have a query on the report, please contact Sean Cleary – Strategic Delivery Manager, Tel: 01223 458287, email: sean.cleary@cambridge.gov

Appendix A Damp, Condensation and Mould (DCM) April 2024

1. Reported cases:

There was an expectation that there would be a reduction in Damp, Condensation and Mould (DCM reports), during the warmer months, this has not occurred. This is likely due to increased awareness of the issue of DCM and easier ways for tenants, colleagues and others for the reporting of this.

The increase of reports received in the winter months has put pressure on the resources available to action reports within the timescales set out in our DCM Policy. The service has struggled to keep up with this demand. To help address this the service has reshaped their resources to help manage the backlog of DCM reports. This also includes the appointment of external contractors to assist with DCM surveys for a 2-month period starting on 3rd June.

DCM Reports	
April 2023	40
May 2023	56
June 2023	37
July 2023	42
August 2023	21
September 2023	13
October 2023	40
November 2023	59
December 2023	57
January 2024	80
February 2024	84
March 2024	79
April 2024	84
May 2024	86
Total	778

DCM Reports Status	
Surveys completed	668
Surveys booked	66
Surveys to be booked	44

2. Data Collection for reporting

From 1st April Housemark have introduced several new DCM Performance Indicators to their annual data returns, (benchmark period being 1st April 2024 to 31st March 2025). These are:

- **Number of live cases** - Definition: Cases remain live until the 8 week follow up call has been made and the tenant confirms that the issue has been resolved.
- **Average days to fix issues** – Definition: Time from date of report to date resolved.
- **Number of recurring cases** – Definition: Actions and investigations to resolve have been completed and a new report of DCM is received.

3. Housing Maintenance Officer.

This secondment post is funded by existing budgets until June 2025. The post has already made a positive impact on the service by:

- Implementing an issues log that feeds into our improvement plans for various service areas across the teams.
- Implementation of improved data collection for DCM monitoring and reporting.
- Damp and Mould leaflet.
- Investigating the addition of a QR code that links to a video on damp, condensation and mould.
- Working with colleagues to improve DCM information on the Council's website to include DCM video.
- New process in place to ensure follow on works identified during DCM survey are completed in a timely manner.
- Investigating a trial to install environmental sensors in kitchens, bathrooms, living rooms and bedrooms to get a better insight to the conditions within a property. This would provide residents and the Estates and Facilities teams with impactful insights empowering residents to act should conditions in their home become positive for damp and mould to occur.

4. Reporting DCM

We have recently implemented an online questionnaire that tenants can use to report DCM. The aim is to make it easier for tenants and leaseholder to report DCM issues and to help us identify the severity of the issue quickly. The new questionnaire is live on our website.

This is working well, and tenants are providing us with photographs which helps us to triage cases. We ask for feedback on tenants' perception of the online reporting process as part of the follow up call.

5. Awaab's Law

The consultation closed on 5th March 2024 and we await the results, expected later on in the year. The proposals for the implementation of Awaab's Law, as introduced by the Social Housing (Regulation) Act 2023 (Clause 42 'Social housing leases: remedying hazards'). The proposed legal requirements for social landlords will mean they must investigate hazards in 14 days, start fixing within a further 7 days, and make emergency repairs in 24 hours. The service is already working to these timelines.

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Item

Procurement of Planned Maintenance Contractor - 2025-2030

To:

Executive Councillor for Housing
Housing Scrutiny Committee 18/06/24

Report by:

James Elms, City Services Director
Tel: 01223 - 457433

Email: James.elms@cambridge.gov.uk

Wards affected:

All

Key Decision

1. Executive Summary

- 1.1 The Council currently has two long-term planned maintenance works contracts in place. One is with Foster Property Maintenance Limited, and one is with TSG Building Services. The contract with Foster Property Maintenance Limited is due to expire in September 2025. It is proposed that the Council undertakes a procurement exercise to award a replacement contract so planned maintenance service delivery can continue uninterrupted at the end of the current contract.

2. Recommendations

The Executive Councillor is recommended to:

1. Approve the issue of tenders and, following evaluation of tenders, authorise the Director City Services to award a contract(s) to a contractor(s) to carry out planned building maintenance works and associated services to Council housing and other buildings for a period of five years from September 2025 to September 2030, with an option to extend for one or more year(s) up to a maximum extension of three years.

3. Background

3.1 In 2017, following an OJEU compliant tendering exercise, Foster Property Maintenance Limited were appointed as main contractors to deliver the (mainly) external elements of the Council's planned building maintenance programme of work.

3.2 The contract delivers planned building maintenance to all types of Council-owned buildings. Most services are delivered to HRA property.

3.3 The five-year contract was extended for three years in 2022 and is now due to expire on 25 September 2025.

3.4 There is still an on-going demand for the services covered by this contract, so it is proposed that a new procurement exercise is carried out to establish a replacement contract(s).

3.5 It is expected that one replacement contract will be awarded, but the procurement will be carried out in a way that will allow flexibility to award more than one contract if this is advantageous to the Council.

3.6 The estimated value of the future contract is around £6m to £7m per annum – making a total estimated contract value of £30m and £35m between 2025 and 2030, or up to £56m, if the full three-year extension period was used.

3.7 The proposed services / works to be covered by the new contract are as follows:

Internal and external finishes.

Re-roofing works including roof structure works.
Rainwater goods, fascias and soffits, chimney works.
Replacement doors and windows.
External and internal insulation works.
External and internal structural works.
External hard and soft landscaping works, including paving and resurfacing.
Fencing.
External and internal painting and repairs.
Garage improvements.
Asbestos removal.
Improvement works to internal and external communal areas including balconies, walkways, handrails and works arising from housing health and safety rating system surveys, lighting, and electrical works.
Small new building extensions, refurbishment projects, and structural works.
Estate Improvement works.
Installation and maintenance of renewable energy installations.
Maintenance / repair of green roofs and other estate drainage systems including SUDS, petrol interceptors and the like.

3.8 It is proposed that the contract is set up so that services will be available for all Council-owned built assets and for services delivered by the Council to privately-owned property. The Cambridgeshire Home Improvement Agency will also be able to access the contract.

3.9 If other services are added in the future then the value of the contract may increase.

4. Implications

a) Financial Implications

The budgets for most of the work that will be carried out under this contract are included in the HRA business plan and 30-year investment plan. Works to non-HRA (Housing Revenue Account) property types will be covered by existing budgets or will be subject to bids for resources.

It is possible that new tender prices will be different to existing prices. Tender price inflation can be volatile but it is forecast to increase over the life of the new contract.

The evaluation of tenders will be based on a combination of quality and price with the emphasis on quality of service and work. Social value will play a significant part of the quality evaluation.

An external cost consultant will be appointed to assist with the financial evaluation of tenders to help ensure value for money for the Council.

b) Staffing Implications

The procurement will be managed by the City Services Asset team, working closely with the Strategic Procurement team.

Any project consultants will be managed by the Asset Team Contracts and Procurement Manager.

City Homes staff will be responsible for arranging S20 consultation documentation to leaseholders.

Legal Services will provide legal contract advice.

Human Resources will provide contract advice re TUPE.

c) Equality and Poverty Implications

An Equality Impact Assessment is not required – this project is repair work only.

Project specific EQIA's may be required for future maintenance work delivered under this contract.

d) Environmental Implications

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

The assessment is that there is low positive overall impact.

There is likely to be positive impacts from parts of the maintenance work on this contract, for example, replacement doors, windows, and roofs.

e) Procurement Implications

The work will be procured via the Council's procurement portal. Routes to market are being considered and the current recommendation is the Restricted Procedure, 2 stage tender. This offers the widest possible flexibility and allows for selection of suitable suppliers prior to contract award.

It is currently intended that there will be one replacement contract, however it may be advantageous to the Council to award more than one contract, or lots, and flexibility will be built into the procurement process to allow this option.

The Strategic Procurement team will be involved in the project and the Council's legal team will provide contract advice.

It is almost certain that there could be TUPE implications for the Council in respect of staff and contractors currently working for Foster Property Maintenance Limited, but it is unlikely that former LGPS staff pensions shall be transferred to new providers.

There will be a "bidders' day" arranged as part of the procurement process.

f) Community Safety Implications

There are no procurement-specific community safety implications. This is a contract to ensure existing buildings and services are maintained in good condition.

There may be specific projects that impact on community safety that are delivered by this contract in future.

5. Consultation and communication considerations

Resident's representatives have been informed about the proposals.

The Council's Tenant and Leaseholder representatives will be involved via the ROAM Group as fully as possible including review of specifications.

Tenant and Leaseholders will also be invited to be involved in the tender selection process.

A formal leaseholder consultation process will take place to ensure the Council complies with all legal requirements and will be able to recover cost of works from leaseholders.

Tenants will be informed about the procurement and new contract via the “Open Door” tenants newsletter.

Key stakeholders will be invited to participate in the selection process. We shall publish an article in the tenant’s newsletter Open Door in the Summer 2024.

6. Background papers

None

7. Appendices

None

8. Inspection of papers

To inspect the background papers or if you have a query on the report please contact Will Barfield, Asset Manager
Tel: 01223 457843
email: will.barfield@cambridge.gov.uk



Rent Regulation Error Update Report

To:

Councillor Gerri Bird, Executive Councillor for Housing

Report by:

Julia Hovells, Head of Finance and & Business Manager

Tel: 01223 - 457248

Email: julia.hovells@cambridge.gov.uk

Wards affected:

All containing Cambridge City Council homes.

Key Decision

1. Executive Summary

- 1.1 This report provides an update on progress in respect of the project to recalculate and correct rents and refund any overpayment for properties affected by either of two identified rent regulation errors.

2. Recommendations

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

- a) To note progress in respect of the correction and quantification, calculation and repayment of any overpayments resulting from the two identified rent regulation errors.

3. Background

- 3.1 In late 2023, the Council sought legal advice on how it had historically set its Rent and Service Charges.
- 3.2 It was confirmed at Housing Scrutiny Committee in January and March 2024 following the legal advice that 2 historical errors had been identified in how the Council has set its rent and service charges.
- 3.3 The first error related to not correctly applying the 1% rent reduction under The Welfare Reform and Work Act 2016 to our affordable rented homes. The legal advice confirmed the reduction should be retrospectively applied and refunds of any overpayments made by tenants, given back to them.
- 3.4 The second error related to how rent and service charges have been displayed on rent accounts since the introduction of rent restructuring from April 2002 and the subsequent separation out of service charges from April 2004. The authority displayed gas and electrical and mechanical maintenance charges separately from the rent, which has now been confirmed as incorrect. The legal advice received confirmed that these charges have always been part of the rent and that the authority needed to combine these charges back into the rent ensuring that the total didn't breach the formula rent. If the formula rent has been breached, the difference needs to be refunded and if charges were added on top of the rent, these need to be removed and refunded.
- 3.5 The authority set up a Project Team to manage the significant workload. There have been over 23,000 tenancies during the 20 years, requiring review to determine whether they have been affected.
- 3.6 The table below identifies the key stages and milestones in the project, which spans many months:

Stage / Milestone	Estimated Date Range	Status
Obtain legal advice	December 2023	Complete
Notify Regulator of Social Housing	December 2023	Complete

Identify affected current affordable rented tenants	January 2024	Complete
Communicate to affected current affordable rented tenants	January 2024	Complete
Calculate correct rents from April 2024 for all tenants	January 2024	Complete
Identify affected current social rented tenants	February 2024	Complete
Communicate to affected current social rented tenants	February 2024	Complete
Calculate estimated impact of the value of refunds for year-end accounts and agree approach with auditors	March 2024	Complete
Charge correct rents from April 2024 to all tenants	April 2024	Complete
Recruit Project Manager	April 2024	In Progress
Calculate and validate individual refund values	Summer 2024	In Progress
Determine methodology for repaying overpaid Housing Benefit	Summer 2024	In progress
Determine approach for repaying overpaid Universal Credit	Summer 2024	In progress
Provide update to affected current tenants	Summer 2024	In progress
Design processes to manage application of credits and resulting refunds	Summer 2024	In progress
Apply credits and refund any overpayment for affected current affordable rented tenants	Summer / Autumn 2024	

Apply credits and refund any overpayment for affected former affordable rented tenants	Winter 2024 / Spring 2024	
Apply credits and refund any overpayment for affected current social rented tenants	Winter 2024 / Spring 2025	
Apply credits and refund any overpayment for affected former social rented tenants	Spring / Summer 2025	

- 3.7 The council self-referred these issues to the Regulator of Social Housing in early December 2023, with further information provided between January and March 2024, as officers worked through the detail of which tenants had been affected. The Regulator is considering issuing the authority with a Regulatory Judgment, because of the number of tenants affected and the sums involved. The Regulator has noted however, that the authority had been pro-active in reporting the breach and in working to remedy it. The Regulator has met with the authority on a number of occasions and is meeting with officers bi-monthly.
- 3.8 Recruiting an experienced project manager, with the appropriate mix of skills to deliver the remainder of this project has proven difficult, with the role having been advertised for the second time in May 2024. Once this role has been recruited to, a team of temporary staff will be employed to manage the extensive case work that will be required to complete this project.
- 3.9 Based upon the work undertaken during March 2024, which attempted to quantify the value of the potential overpayment for the purpose of the 2022/23 and 2023/24 year end accounts and audit process, an estimated 8,150 tenants, both current and former, have been affected by one or other of the rent errors.
- 3.10 The biggest risk to the target timescales is an inability to obtain an agreed way forward with the DWP in respect of any overpayment of Universal Credit. We are in communication with the DWP to resolve this in the most efficient way possible.

3.11 For Housing Benefit, we have a direct internal relationship with the Housing Benefit Team and the appropriate legislation exists for us to be able to communicate with them and facilitate repayment of any sums due back via this route. However, the mechanism to achieve this in technical / administrative terms is yet to be determined due to the volume and the length of time that the overpayments relate to.

4. Implications

(a) Financial Implications

The work undertaken in March 2024 to produce a reasonable estimate of the value of the rent overpayments resulted in the following:

	Value
<u>Service Charge Error</u>	
Current	2,260,584.91
Former with name	749,457.33
Former anonymous	268,881.31
	3,278,923.55
<u>Affordable Rent Error</u>	
Current	920,137.05
Former with name	168,933.75
Former anonymous	1,146.74
	1,090,217.54
Total	4,369,141.09

It should be noted that this is an estimate, arrived at in advance of 31/3/2024 and before more detailed analysis has been carried out to validate the estimated overpayment values arrived at.

The above estimated overpayment value has been used to close the financial accounts for 2023/24, resulting in the need to re-structure the financing of the capital programme to ensure that the HRA does not fall below the prudent minimum level of general HRA revenue reserves.

From an ongoing perspective, the affordable rent error results in estimated reduced annual income of £189,080 and the service charge error, £382,370.

The impact of both the refunds, and the ongoing reduction in rental income will need to be addressed as part of the HRA Medium Term Financial Strategy in the autumn, where difficult decisions will need to be made to redress the balance.

(b) Staffing Implications

There is a need to recruit a Rent Regulation Customer and Project Manager to lead this project through to its conclusion and a team of temporary staff to undertake the case management activity. Existing staff who have been working on this project over the last 6 months in addition to what they normally do, need to return to their substantive roles to ensure business continuity.

(c) Equality and Poverty Implications

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

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

There are no new environmental implications arising from this report.

(e) Procurement Implications

There are no new procurement implications arising from this report.

(f) Community Safety

There are no community safety implications arising from this report.

5. Consultation and communication considerations

Tenant and leaseholder representatives are consulted as an integral part of the scrutiny process associated with this committee. Current tenants affected have already received initial communications and all tenants affected by the issue will be individually communicated to at appropriate points on the timeline as they arise.

6. Background Papers

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

7. Appendices

There are no appendices associated with this report.

8. Inspection of Papers and Queries

If you have a query on the report please contact:

Julia Hovells, Head of Finance & Business Manager

Telephone: 01223 - 457248 or email: julia.hovells@cambridge.gov.uk

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2023/24 Revenue and Capital Outturn, Carry Forwards and Significant Variances – Housing Revenue Account

To:

Councillor Gerri Bird, Executive Councillor for Housing

Report by:

Julia Hovells, Head of Finance and & Business Manager

Tel: 01223 - 457248

Email: julia.hovells@cambridge.gov.uk

Wards affected:

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

Key Decision

1. Executive Summary

1.1 This report presents, for the Housing Revenue Account:

- a) A summary of actual income and expenditure compared to the final budget for 2023/24 (outturn position)
- b) Revenue and capital budget variances with explanations
- c) Specific requests to carry forward funding available from both revenue (confirmation of in principle decisions made in March 2024) and capital budget underspends into 2024/25.

d) A summary of housing debt which was written off during 2023/24.

- 1.2 The final position for the HRA for 2023/24 is a reported net overspend of £859k before interest and appropriations. This position incorporates a significant overspend in repairs activity for 2023/24, which is partially offset by an over-achievement in income in the year and underspending in general management expenditure.
- 1.3 It should be noted that industry maintenance costs have increased significantly over the past two years, alongside the need for a greater level of investment in the housing stock to ensure compliance with current regulations. This is reflected in the detail of this report, where overspending is reported in these areas.
- 1.4 The budgetary performance across our repair and maintenance function should therefore be viewed in a national context, with the sector facing significant challenges over the past year, and Cambridge is no exception. This trend is likely to continue for the foreseeable future. A recent report shows that the 204 largest housing providers have seen a 35% increase in repair spending compared to pre-pandemic levels, translating to roughly £2.6 billion and last year a 20% increase (approximately £1.3 billion).
- 1.5 Several factors have contributed to the Council's overspend, high inflation (having peaked at 11.1% in October 2022), the ongoing pressure of tackling COVID-related backlogs and the urgent, unbudgeted need to address significant housing stock compliance issues. Our proactive approach to tenant engagement, including a dedicated team and a revamped reporting system, has led to a significant 77% increase in reported damp and mould (DCM) cases. These factors have combined to rapidly drive-up demand for goods and services and therefore cost.
- 1.6 Our commitment to improving tenant living conditions and reducing unacceptable wait times for tenants has required significant investments in repairs and maintenance. By strategically overspending, we've not only addressed essential needs but also improved the overall lived experience for our tenants:
 - Percentage of repairs completed within target timescale improving from 73.9% to 89.2%
 - Percentage of repairs completed at first visit from 66.8% to 72.1%

- Average time in days to repair a void (General Needs & Sheltered) from 50.1 days to 27.6 days

1.7 Following identification of two historic rent regulation issues, it was necessary to account for the estimated rent refunds due for 2023/24 within the financial year (£542k), and to reduce the opening balance for the HRA by the refund value up to 31/3/2023 (£3,827k). To ensure that the HRA could maintain the target level of general HRA reserves at 31/3/2024, taking account of these adjustments, and will still hold reserves well above the prudent minimum level after carry forwards are accounted for, a revised capital financing strategy was adopted in 2023/24. The use of Direct Revenue Financing of Capital (DRF) was reduced by £3,814k and instead capital expenditure was financed from the attributable debt set-side capital reserve.

1.8 Following these changes, the final position for the HRA, after capital financing, interest and appropriations, was a net underspend of £3,595k.

2. Recommendations

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

- a) To approve carry forward requests totalling £562,600 in revenue funding from 2023/24 into 2024/25, as detailed in **Appendix C**.

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

- b) Approval of carry forward requests of £12,507,000 in HRA and General Fund Housing capital budgets and associated resources from 2023/24 into 2024/25 and beyond to fund re-phased net capital spending, as detailed in **Appendix D** and the associated notes to the appendix.
- c) Approval of a revised capital financing structure for 2023/24, utilising £8 million of capital reserves set-aside for either debt redemption or re-investment, in place of borrowing and direct revenue financing of capital. This recognises the current high interest rates for borrowing and the need to maintain a prudent level of revenue reserves following

the requirement to allow for payment of rent refunds arising from the rent regulation error.

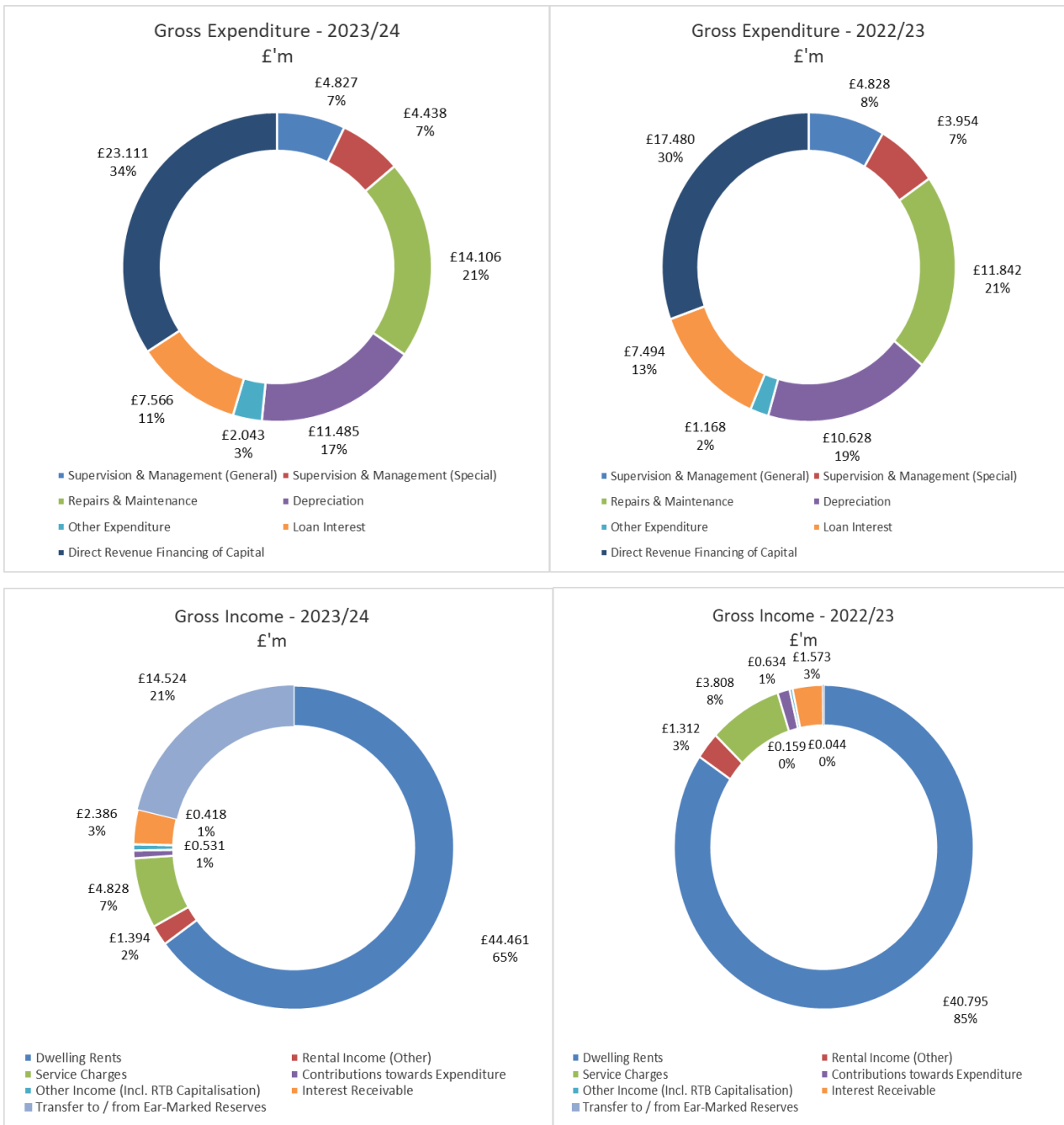
3. Background

Revenue Outturn

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

2022/23 £'000	Housing Revenue Account Summary	2023/24 £'000
1,029	Original Budget (HRA Use of Reserves)	6,185
12,562	Adjustment – Prior Year Carry Forwards	335
(4,444)	Adjustment – HRA MTFs or HRA BSR Approved	(3,891)
9,147	Final Budget	2,629
9,069	Outturn	(966)
(78)	(Under) / Overspend for the year	(3,595)
335	Carry Forward Requests	563
257	Resulting Variation for the HRA and (reduced) / increased use of reserves	(3,032)

Gross Expenditure and Income Charts – 2023/24 (and 2022/23 for comparison)



3.2 **Appendix A** shows original and final budgets for the year (with the movements summarised in the above table) and compares the final budget with the outturn position for the HRA for 2023/24. The original revenue budget for 2023/24 was approved by the Executive Councillor for Housing on 24 January 2023.

- 3.3 **Appendix B** provides explanations of the main variance.
- 3.4 **Appendix C** lists revenue carry forward requests.
- 3.5 The final outturn position for the HRA is a net underspend of £3,595k, which recognises a change to the structure of the capital financing for 2023/24, as outlined in the Capital Outturn section of this report.
- 3.6 Significant variances are as follows:

- General HRA Services; underspend of £677k due to the timing of investing the housing transformation funding and the abortive development cost funding approved for Ekin Road and air space development. A number of staff vacancies were also evident in the year and there is a deferred need for the welfare reform funding in City Homes. Of this, a carry forward of £388k is incorporated into this report.

Housing Transformation Funding was spent in 2023/24 as follows:

Area of Expenditure	2023/24 Expenditure
Housemark Subscription (recurring annual cost)	£10,550.00
Housing Maintenance Improvement Project	£52,789.72
Rent Regulation Error Project	£17,778.44
Total Expenditure	£81,118.16

- Special HRA Services; overspend of £123k due to increased utility costs in communal areas of flat blocks and spending on furniture and equipment in sheltered and temporary housing, which is fully funded from the ear-marked reserve for repairs and renewals.
- Repairs; overspend of £2,052k due to an increase in the volume and complexity of void properties and an increase in response repairs, with damp and mould and disrepair cases contributing to this. Sub-contractors were brought in to meet these demands. Additional investment in areas of compliance was also evident, with increased electrical inspections, fire inspections and asbestos surveys, all bearing a cost and giving rise to remedial works. Overspending was partially offset by underspending in smoke detector installations due to delays in the delivery of this programme as a result of access issues.

- Depreciation; underspend of £94k as a result of reduced depreciation in respect of infrastructure assets and plant and equipment (IT investment), where over time assets become fully depreciated.
- Other Expenditure; overspend of £63k, with an overspend in council tax in respect of void properties, where the number, and length of inoccupancy, of general voids was greater in 2023/24 and more homes were held vacant pending redevelopment.
- Income; over-achievement of £608k with service charge income being greater than anticipated as a result of increased temporary accommodation and recovery of higher utility charges. Garage and commercial property income over-achieved due to occupancy levels and favourable rent reviews. Other income also over-achieved, with an increase in the sum that was capitalised for the cost of administering the right to buy process and reimbursement of electricity costs towards the cost of producing heat in communal heat plants on new build sites.
- Interest Receipts; over-achievement of £155k due to a significant increase in the rates available to the authority for investments, particularly in the latter part of 2023/24.
- Appropriations / Other; underspend of £4,299k, with a reduced use of direct revenue financing of capital expenditure to maintain a minimum prudent general HRA reserve, income transferred from the ear-marked reserve for repairs and renewals to fund expenditure in 2023/24 and a lower interest cost than budgeted as a result of deferring the need to borrow externally in the HRA from 2023/24 to 2024/25.

Housing Revenue Account Reserves

3.7 The table below sets out the movement on the Housing Revenue Account reserve for 2023/24:

	2023/24 £'000
Original Budget – Contribution from HRA reserves	6,185
Adjustment – Prior Year Carry Forwards	335
Adjustment – HRA MTFS or HRA BSR Approved	(3,891)
Final Budget – Contribution from HRA Reserves	2,629

Net Variance for the Year	(3,595)
Total Contribution (to) / from HRA General Reserves – Draft Statement of Accounts	(966)
HRA General Reserve Balance - 1 April 2023	(10,521)
Adjustment to 1 April 2023 reserves balance for rent regulation error	3,827
2023/24 Contribution (to) / from HRA General Reserves – Draft Statement of Accounts	(966)
HRA General Reserves Balance - 31 March 2024	(7,660)

Capital Outturn

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

2022/23 £'000	HRA Capital Summary	2023/24 £'000
97,104	Original Budget	122,943
19,287	Adjustments (Re-phasing – approved in June 2023)	14,329
(32,610)	Other Adjustments (Re-phasing and changes approved in HRA MTFS November 2023 and HRA BSR February 2024)	(52,410)
83,781	Final Budget	84,862
66,624	Outturn	71,502
(17,157)	(Under)/Overspend for the year	(13,360)
15,880	Re-phasing Requests	12,507
(1,277)	(Under) / Overspend	(853)

3.10 Spending in the Housing Capital Investment Plan in 2023/24 was below that originally anticipated, with reductions in the budget, particularly for new build and decent homes expenditure as part of the Medium-Term Financial Strategy in November 2023 and the Budget Setting Report in February 2024.

3.11 Significant variances are as follows:

- General Fund Housing; underspend of £384k in disabled facilities and repairs assistance works delivered through the Home Improvement Agency, with demand still at lower levels than experienced a number of years ago.
- Decent Homes; underspend of £5,959k due predominantly to subcontractor selection and capacity, access issues and tenant refusals.
- Other Spend on HRA Stock; underspend of £1,618k with the programme encountering the same issues as the decent homes programme, but with particular delays in works being delivered as part of the estate investment programme.
- New Build; underspend of £3,825k, with delays on a number of sites as a result of securing vacant possession and planning permission and in delivery on site in some areas. A number of schemes finalised with reported underspends.
- Acquisition; underspend of £1,271k, with an underspend in the demand led budget for buying homes on the open market where future development may be an option.
- Other HRA Capital Spend; underspend of £303k with no investment in commercial property in 2023/24, the last phases of the Orchard Housing Management System implementation delayed whilst additional development work is undertaken and the rollout of new corporate ICT hardware taking longer than planned.

3.12 The capital financing for 2023/24 has been amended to reduce the use of direct revenue financing to ensure that a prudent level of HRA general revenue reserves has been maintained despite the need to account for the estimated rent refunds due to tenants following identification of the rent regulation error. Financing has also been amended to remove the need to borrow externally during 2023/24, at a time of unusually high interest rates. These changes have been

facilitated by instead using £8 million of the attributable debt set-aside capital reserve, which can be used to redeem loans or alternatively can be used to re-invest, in this case in the delivery of new homes.

- 3.13 Permission is sought to re-phase the need to borrow to fund the re-phased capital expenditure identified in this report.

HRA Write Offs

- 3.14 In line with the revised process for the writing off of HRA debt, considered by Housing Scrutiny Committee in March 2015, this report also provides an appendix detailing write off of HRA debt during the financial year 2023/24. **Appendix E** includes a summary of debt written off by both category of write off and also value banding.

4. Implications

(a) Financial Implications

The variance from the final revenue budget (see above), results in a decreased use of Housing Revenue Account reserves after carry forwards of £3,032k. However, this is more than offset by the reduction of £3,827k in the opening balance on revenue reserves as a result of the need to account for rent refunds. For now, HRA revenue reserves remain above the target level and are forecast to remain above the prudent minimum level for the remainder of 2024/25, but a full review of the reserves position will be carried out as part of the HRA Medium Term Financial Strategy.

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

(b) Staffing Implications

There are no new direct staffing implications associated with this report.

(c) Equality and Poverty Implications

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

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

There are no new environmental implications arising from this report.

(e) Procurement Implications

There are no new procurement implications arising from this report.

(f) Community Safety

There are no community safety implications arising from this report.

5. Consultation and communication considerations

Tenant and leaseholder representatives are consulted as an integral part of the scrutiny process associated with this committee.

6. Background Papers

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

7. Appendices

- Appendix A – HRA Revenue Outturn 2023/24
- Appendix B – HRA Major Revenue Variance Explanations
- Appendix C – HRA Revenue Carry Forward Requests
- Appendix D – Housing Capital Investment Plan Outturn 2023/24
- Appendix D Notes – Notes to the Housing Capital Investment Plan
- Appendix E – HRA Write Offs 2023/24

8. Inspection of Papers and Queries

If you have a query on the report, please contact:

Julia Hovells, Head of Finance & Business Manager

Telephone: 01223 - 457248 or email: julia.hovells@cambridge.gov.uk.

Housing Committee - Housing Revenue Account

Revenue Budget 2023/24 - Final Outturn

Service Grouping	Original Budget £000's	Final Budget £000's	Outturn £000's	Variation Increase/ (Decrease) £000's	Carry Forward Requests - see Appendix C £000's	Net Variance £000's
INCOME						
Dwelling Rents	(44,731)	(44,449)	(44,461)	(12)	0	(12)
Rental Income (Other)	(1,321)	(1,335)	(1,394)	(59)	0	(59)
Service Charges	(3,812)	(4,433)	(4,828)	(395)	0	(395)
Contributions towards Expenditure	(549)	(505)	(531)	(26)	0	(26)
Other Income (Incl. RTB Capitalisation)	(534)	(302)	(418)	(116)	0	(116)
Total Income	(50,947)	(51,024)	(51,632)	(608)	0	(608)
EXPENDITURE						
Supervision & Management (General)	5,694	5,504	4,827	(677)	388	(289)
Supervision & Management (Special)	4,267	4,315	4,438	123	20	143
Repairs & Maintenance	10,767	12,054	14,106	2,052	155	2,207
Depreciation	11,967	11,579	11,485	(94)	0	(94)
Other Expenditure	1,477	1,980	2,043	63	0	63
Total Expenditure	34,172	35,432	36,899	1,467	563	2,030
Net Cost of HRA Services	(16,775)	(15,592)	(14,733)	859	563	1,422
Interest Receivable (Interest on Balances & Item 8)	(670)	(2,231)	(2,386)	(155)	0	(155)
(Surplus) / Deficit on the HRA for the Year	(17,445)	(17,823)	(17,119)	704	563	1,267
Appropriations / Other Movement in the HRA Balance						
Loan Interest	8,889	7,941	7,566	(375)	0	(375)
Housing Set-Aside	0	0	0	0	0	0
Impairment	0	0	0	0	0	0
Direct Revenue Financing of Capital	29,446	26,925	23,111	(3,814)	0	(3,814)
Transfer to / from Ear-Marked Reserves	(14,705)	(14,414)	(14,524)	(110)	0	(110)
(Surplus) / Deficit for year	6,185	2,629	(966)	(3,595)	563	(3,032)
(Surplus) / Deficit b/f	(10,521)	(10,521)	(10,521)			
Adjustment to opening reserves to reflect rent regulation error	0	0	3,827			
Balance Carried Forward	(4,336)	(7,892)	(7,660)	0	0	0

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

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

and are detailed and approved:

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

Housing Committee - Housing Revenue Account

Revenue Budget 2023/24 - Major Variances from Final Revenue Budgets

Service Grouping / Cost Centre	Reason for Variance	Amount £
Supervision and Management (General)		
HRA Departmental Overheads	Additional budget of £490,000 was approved to undertake feasibility studies at Ekin Road and property suitable for air space development. Not all of this funding was utilised in 2023/24 and a carry forward of £191,720 was provisionally approved at March HSC. This is reduced to a carry forward value of £108,750 based upon final spending for 2023/24. The underspend is also contributed to by a vacant post, which has proved difficult to recruit to.	(154,880)
Housing Transformation	The Housing Transformation Fund was increased in 2023/24 to allow the HRA to both prepare for housing regulation and contribute to the costs of corporate transformation. Although work has progressed in both areas, there is still a huge amount to complete. Early work has identified some regulatory concerns and data issues, which will also need significant resource to deliver the improvement required. As a result, a carry forward was approved in principle at HSC in March 2024 to supplement the fund already available in 2024/25 to ensure that improvements can be delivered as quickly as possible.	(239,852)
City Homes	City Homes cost centre underspent as a result of vacancies across the team, the majority of which have now been recruited to, with start dates pending. Funding to support tenants through the transition from housing benefit to universal credit was not fully utilised in 2023/24, with a carry forward approved in principle at HSC in March 2024, which is reduced in this report as some expenditure was incurred in 2023/24.	(191,079)
Other		(91,463)
Total		(677,274)
Supervision and Management (Special)		
Estate Management	Estate management costs exceeded the budget in 2023/24 as a result of increased electricity costs in communal areas of HRA flats.	70,360
R&R Fund Expenditure	Expenditure on furniture and equipment in temporary and sheltered housing. This expenditure is not budgeted for in year, but is fully funded from ear-marked reserves set-aside specifically for these purposes.	85,625
Other		(33,430)
Total		122,555
Repairs and Maintenance		
Responsive Repairs	The overspend relates to a significantly higher than budgeted use of external contractors (which more than offsets any underspending in the in-house workforce), some high value damp, condensation and mould works and a rise in disrepair claims.	633,146
Voids	Overspend in temporary accommodation void works with an increase in refugee voids in 2023/24 taking up greater resource. The overspend is caused by significant expenditure in external contractors, due to clearing of the remaining backlog from 2022/23 combined with the poor condition voids are being returned in.	618,528

Housing Committee - Housing Revenue Account

Revenue Budget 2023/24 - Major Variances from Final Revenue Budgets

Service Grouping / Cost Centre	Reason for Variance	Amount £
Citywide Schemes	Underspend on smoke detectors and street lighting. The full smoke detector programme was given to the contractor, but due to access issues spend was below budget. Underspending in street lighting is as a result of the upgrade programme, which has reduced ongoing repairs.	(154,322)
Risk and Compliance	Overspend on lift and emergency lighting due to major failures occurring, with a high number of asbestos investigations carried out throughout the year. Furthermore, there has been a rise in unauthorised adaptations causing a major increase in electrical safety inspections and resulting spend. A slight underspend is evident in fire door inspections.	624,552
Heating and Hot Water Servicing	Overspend is the result of additional repairs required during the winter months, coupled with installation of CO2 detectors alongside the gas servicing.	236,444
Planned Revenue Repairs	There were a number of door canopies in Gray Road, Ward Road and St Thomas's Square, that were in an unsafe condition and could not be repaired / decorated, but had to be replaced.	89,590
Repairs Overheads	Recharges to the HRA for support services were marginally lower than budgeted for 2023/24 when adjusted based upon actual expenditure incurred in the year. ICT Services, the Assistant Director of Assets and Property and Procurement were the biggest contributors to the underspend, with this partially offset by increased costs from the Customer Service Centre.	(90,022)
Third Party Management Costs	Costs associated with third party management overspent in 2023/24 predominantly due to the costs of electricity at Dykes Bower Court, where there are concerns about how the communal heating system is currently operating.	98,923
Other		(5,225)
Total		2,051,614
Other HRA Expenditure		
Depreciation	Depreciation was lower in 2023/24 than anticipated, particularly in respect of the depreciation for infrastructure assets and plant and equipment (IT systems), as some assets become fully depreciated.	(94,665)
Council Tax	Council tax payments were greater than anticipated as a result of a higher level of general void properties for longer and the need to pay for homes vacated for re-development up to the point that the entire site is handed over.	97,928
Budget for business expansion costs	The budget included to recognise an increase in stock numbers was not fully allocated in 2023/24, but effectively offsets overspending elsewhere in the HRA.	(73,350)
Other		39,065
Total		(31,022)

Housing Committee - Housing Revenue Account

Revenue Budget 2023/24 - Major Variances from Final Revenue Budgets

Service Grouping / Cost Centre	Reason for Variance	Amount £
HRA Income and Other		
Service Charge Income	Service charge income was over-achieved, predominantly in respect of temporary housing due to an increase in temporary housing stock which carry higher levels of service charge, an over-achievement in catering service charge income at Ditchburn Place as occupancy levels have been high, increased income in respect of recovering higher utility costs and recovery of the full costs of service provision to leaseholders.	(394,873)
Rental Income (Other)	Rent for both HRA garages and commercial property was marginally over-achieved in 2023/24, with favourable rent reviews more than offsetting the loss from continued vacant units at Akeman Street, which still prove difficult to let.	(58,907)
Other Income	Other income was over-achieved due to an over-achievement in income in respect of the capitalised costs of right to buy administration, coupled with the reimbursement of the cost of electricity used to produce heat for the communal heat systems at some of the more recent new build schemes	(116,613)
Other		(37,018)
Total		(607,411)
HRA Interest, Premiums and Appropriations		
Direct Revenue Financing of Capital (DRF)	There was a reduced use of direct revenue financing of capital expenditure in 2023/24, as a result of a revised capital financing strategy which was adopted to ensure that the general HRA revenue reserves did not fall below the prudent minimum despite the need to account for the value of estimated rent refunds due as a result of the rent regulation error.	(3,814,854)
Loan Interest	The cost of borrowing was less than anticipated, with slippage in the capital programme meaning that external borrowing was not required in 2023/24 as planned.	(374,013)
Transfer to or from Ear-Marked Reserves	A transfer from R&R fund reserves to finance the next phase of costs of the replacement Housing Management Information System (£13,258) was combined with also drawing from the reserve to fund expenditure in communal areas of sheltered schemes and temporary housing.	(109,830)
Interest Received	The interest due to the HRA for 2023/24 was significantly greater than anticipated due to an interest rate of over 5% being realised by the latter part of 2023/24, compared to an average rate of 2.04% in 2022/23.	(155,023)
Other		0
Total		(4,453,720)
Total for Housing Revenue Account		(3,595,258)

Housing Committee - Housing Revenue Account
Revenue Budget 2023/24 - Carry Forward Requests

Final Request to Carry Forward Housing Revenue Account Revenue Budgets from 2023/24 into 2024/25

Item	Cost Centre	Contact	Final outturn variance position of cost centre (underspend) / overspend at year end prior to carry forward	March 2024 Carry Forward Request £	Final June 2024 Carry Forward Request £
Supervision and Management General					
1	6007	Julia Hovells	(194,395)	191,720	108,750
HRA Business Overheads - A budget for abortive HRA development fees exists to allow feasibility work to be undertaken on potential new build development sites. This budget was increased in 2023/24 to allow specific feasibility work at Ekin Road and in respect of rooftop (air space) development. Not all of this work was completed in 2023/24 and the balance of the budget is requested as a carry forward into 2024/25 to facilitate completion of the work.					
2	6008	Julia Hovells	(239,851)	229,200	239,850
Housing Transformation - The Housing Transformation Fund was increased in 2023/24 to allow the HRA to both prepare for housing regulation and contribute to the costs of corporate transformation. Although work has progressed in both areas, there is still a huge amount to complete. Early work has identified some regulatory concerns and data issues, which will also need significant resource to deliver the improvement required. As a result, a carry forward is requested to supplement the fund already available in 2024/25 to ensure that improvements can be delivered as quickly as possible.					
3	6012	Anna Hill	(191,079)	61,240	39,460
City Homes - Welfare Reforms - One-off funding is approved to support the transition between housing benefit and Universal Credit, particularly during the period where all remaining claimants who need to, are required to move between benefits. Some extra resource was deployed in 2023/24, leaving the balance available to support this task in 2024/25.					
Supervision and Management Special					
4	6104	Laura Adcock	(26,455)	20,230	20,220
Independent Living Service - Activity Co-Ordinator - Grant funding of £40,110 was received in 2023/24 to allow the employment of an Activity Co-Ordinator for sheltered and older person's housing on a fixed term contract for 12 months. The postholder was recruited and started during October 2023 and so will be in post until October 2024. Carry forward of the funding will allow the authority to fulfil the grant commitments and honour the fixed term contract.					
Repairs and Maintenance					
5	6205	John Conroy	(154,322)	229,130	154,320
Citywide Schemes - Smoke Detectors - Orders for the annual programme of smoke detector replacements were issued at the start of 2023/24, but due to access issues, the expenditure was well below budget. The need to replace these smoke detectors still exists, and therefore a carry forward is requested into 2024/25 to make further attempts to complete these works.					
Appropriations					
No carry forward items					
Other					
Additional carry forwards under £50,000 approved under delegation the the Chief Finance Officer					
Total Revenue Carry Forward Requests for Housing Revenue Account / Housing Scrutiny Committee				731,520	562,600

2023/24 Housing Capital Investment Plan - HRA & General Fund Housing

	Original Budget £000's	Current Budget £000's	Outturn £000's	Variance £000's	Re-phase Spend £000's	Notes	Re-Phasing Year				Budget
							2024/25 £000's	2025/26 £000's	2026/27 £000's	Post 2027/28 £000's	2024/25 Re-Stat'd £000's
General Fund Housing Capital Spend											
Investment in Non-HRA Affordable Housing	0	0	0	0	0		0	0	0	0	0
Other General Fund Housing	945	1,003	619	(384)	0	1	0	0	0	0	1,003
Total General Fund Housing Capital Spend	945	1,003	619	(384)	0		0	0	0	0	1,003
HRA Capital Spend											
Decent Homes Programme	25,668	19,680	13,721	(5,959)	6,390	2	5,364	205	196	625	32,937
Other Spend on HRA Stock	5,771	5,582	3,964	(1,618)	1,748	3	1,748	0	0	0	5,294
HRA New Build	75,171	45,177	41,352	(3,825)	3,109	4	3,109	0	0	0	64,373
HRA Acquisition	9,943	12,765	11,494	(1,271)	1,047	5	1,047	0	0	0	1,047
Sheltered Housing Capital Investment	0	0	0	0	0		0	0	0	0	0
Other HRA Capital Spend	460	655	352	(303)	213	6	213	0	0	0	567
Inflation Allowance	4,985	0	0	0	0		0	0	0	0	3,602
Total HRA Capital Spend	121,998	83,859	70,883	(12,976)	12,507		11,481	205	196	625	107,820
Total Housing Capital Spend	122,943	84,862	71,502	(13,360)	12,507		11,481	205	196	625	108,823
Housing Capital Resources											
Right to Buy Receipts (General Use)	(493)	(1,622)	(363)	1,259	0	7	0	0	0	0	(493)
Right to Buy Receipts (Retained for New Build / Acquisition)	(3,507)	(3,469)	(3,348)	121	0	7	0	0	0	0	(4,436)
Right to Buy Receipts (Debt Set-Aside)	0	0	(391)	(391)	0	7	0	0	0	0	0
Other Capital Receipts (Shared Ownership)	(300)	(300)	(261)	39	0	8	0	0	0	0	(300)
Other Capital Receipts (Land and Dwellings)	(614)	0	(80)	(80)	0	8	0	0	0	0	(350)
MRA / MRR	(11,967)	(19,264)	(19,169)	95	0	9	0	0	0	0	(12,055)
Client Contributions	0	0	(283)	(283)	0	10	0	0	0	0	0
Direct Revenue Financing of Capital (Including R&R)	(29,446)	(26,925)	(23,111)	3,814	0	11	0	0	0	0	(10,035)
Other Capital Resources (Grants / Loan Repayments)	(16,691)	(17,824)	(17,983)	(159)	0	12	0	0	0	0	(6,744)
Prudential Borrowing	(59,925)	(15,039)	0	15,039	(12,507)	13	(11,481)	(205)	(196)	(625)	(73,562)
Total Housing Capital Resources	(122,943)	(84,443)	(64,989)	19,454	(12,507)		(11,481)	(205)	(196)	(625)	(107,975)
Net (Surplus) / Deficit of Resources	0	419	6,513	6,094			0	0	0	0	848
Capital Balances b/f	(24,456)	(24,456)	(24,456)								(8,174)
Use of / (Contribution to) Balances in Year	0	419	6,513				0	0	0	0	848
Set-aside for future Debt Redemption or Re-Investment	12,093	12,093	4,484								14
Ear-marked for specific Retained Right to Buy Receipts 1-4-1 Investment	5,608	5,608	5,285								
Residual capital resources remaining to fund future Housing Investment Programme	(6,755)	(6,336)	(8,174)								(7,326)

Notes to the Housing Capital Investment Plan

Note	Category	Spend / Income Area	Budget 2023/24	(Under) / Over Spend	Re-Phasing	Reason for Variance
1	General Fund Housing	Disabled Facilities Grants	808,000	(290,329)	0	Demand for DFG's was lower than budgeted in 2023/24, with £74k of additional DFG funding being passed across to Huntingdonshire District Council to ensure that it was spent in year.
1	General Fund Housing	Private Sector Grants and Loans	195,000	(93,706)	0	Underspend due to reduced demand as with DFG's.
2	Decent Homes	Officer's Fees	526,000	(25,174)	0	Decent Homes officers fees were marginally lower than budgeted, but with this offset by an overspend in officer's fees relating to other work to the stock.
2	Decent Homes	Insulation / Energy Efficiency	6,823,000	(3,530,113)	3,530,000	Energy works, to include both insulation works and full retrofit, have suffered some delay whilst the contractors were procured. Work is now well underway, but some re-phasing will be required.
2	Decent Homes	Central Heating / Boilers	2,354,000	1,761	0	Expenditure in respect of heating and boilers was broadly in line with the budget for 2023/24.
2	Decent Homes	Electrical / Wiring	608,000	(121,173)	121,000	The full year programme was placed with the contractor, but access issues resulted in an underspend being reported for the year.
2	Decent Homes	Roof Covering	1,702,000	20,245	0	There were a number of urgent re-roofing jobs in Nuns Way, with premature failures experienced, giving rise to an overspend..
2	Decent Homes	External Doors	472,000	(83,810)	84,000	The main planned maintenance contractor experienced issues with their sub-contractor, resulting in the need to procure a sub-contractor to deliver these works, resulting in delays in the programme.
2	Decent Homes	Kitchens	750,000	332,578	0	The annual programme was placed with the contractor, but additional kitchen replacements were required in void dwellings, causing an overspend in year.
2	Decent Homes	Bathrooms	594,000	(195,747)	196,000	Entire programme was ordered with contractor, but access has proven to be a significant issue. Additionally a limited number of bathrooms were fitted in voids.
2	Decent Homes	Roof Structure	62,000	26,659	0	Extra-ordinary costs incurred by appointing specialist surveyors to prepare specification and lodge an NHBC claim for the early failure of a new-build roof at Upperhall Court.
2	Decent Homes	Other Health and Safety Works	52,000	(52,000)	52,000	Budget held to tackle wall structure works, to pay for the works to flat blocks at Hanson/Nicholson/Walker.
2	Decent Homes	Chimneys	2,000	(2,000)	0	No work undertaken in 2023/24.
2	Decent Homes	HHSRS	520,000	(363,372)	363,000	Works on site to communal stairs were delayed, due to leaseholder complaints and requiring Building Control to confirm that proposed works were compliant.
2	Decent Homes	Wall Structure	1,896,000	(630,064)	630,000	Budget was increased to enable Bermuda Terrace structural works to be done. This project is delayed, currently being surveyed and works will not start until later in 2024/25.
2	Decent Homes	Contractor Overheads	1,361,000	(336,718)	337,000	Underspending in specific decent homes elements results in a corresponding under-spend in contractor overheads.
2	Decent Homes	PVCU Windows	1,061,000	(451,783)	452,000	Some budget was ear-marked to support window replacements in the external wall insulation works programme, but this wasn't utilised fully in year. Additionally the planned works main contractor had issues with their subcontractor resulting in the need to replace them, causing additional delay.

Note	Category	Spend / Income Area	Budget 2023/24	(Under) / Over Spend	Re-Phasing	Reason for Variance
2	Decent Homes	Other External Works	272,000	76,852	0	Additional timber cladding replacements at Ancaster Way / Trevone Place was paid for from this budget, resulting in an overspend.
2	Decent Homes	Decent Homes Backlog	625,000	(625,000)	625,000	This budget was not required in 2023/24 and will need to be re-phased into later years of the programme.
3	Other Spend on HRA Stock	Disabled Adaptations	808,000	20,289	0	2023-24 has seen an increase in activity in respect of adaptations. with larger extension projects undertaken. The budget has been impacted by materials and labour cost inflation. Minor adaptations requests have increased, as have refurbishments of wet rooms, with many of these being requests from the repairs surveyors as part of damp and mould works.
3	Other Spend on HRA Stock	Communal Areas Uplift	100,000	(5,471)	5,000	The programme was broadly completed in 2023/24, with a small underspend to be re-phased into 2024/25.
3	Other Spend on HRA Stock	Officer's Fees	119,000	27,820	0	Other spend on HRA stock officers fees were marginally higher than budgeted, but with this offset by an underspend in officer's fees relating to decent homes work.
3	Other Spend on HRA Stock	Asbestos Removal	52,000	74,145	0	The Risk and Compliance team have been proactively removing asbestos to reduce risk and this has resulted in an overspend
3	Other Spend on HRA Stock	Garage Improvements	104,000	(5,681)	0	Expenditure broadly in line with the budget for 2023/24.
3	Other Spend on HRA Stock	Hard Surfacing	235,000	(7,959)	8,000	Expenditure broadly in line with the budget for 2023/24.
3	Other Spend on HRA Stock	Communal Area Floor Coverings	104,000	13,704	0	The programme was delivered, but there were some extra works that resulted in a slight overspend.
3	Other Spend on HRA Stock	Fire Prevention / Fire Safety Works	1,494,000	(379,927)	380,000	Fire safety works have been ordered in 2023/24 but not all works were completed at 31/3/24. Slippage is requested to be re-phased into 2024/25.
3	Other Spend on HRA Stock	Lifts and Door Entry	49,000	(29,526)	30,000	Limited work was undertaken in relation to these workstreams during the year due to resource issues.
3	Other Spend on HRA Stock	Contractor Overheads	438,000	(196,263)	196,000	Underspending in specific other spend on HRA stock work elements results in a corresponding underspend in contractor overheads.
3	Other Spend on HRA Stock	Estate Investment	1,208,000	(630,276)	630,000	There is a planned programme of work to spend the remaining EIS budget, but a number of the schemes are still in design / consultation stage.
3	Other Spend on HRA Stock	Communal Electrical Installations / Fire Systems	329,000	(289,686)	290,000	Limited work was undertaken in 2023/24 with work that was planned being re-phased into 2024/25. Work has been designed and priced and is undergoing leaseholder consultation.
3	Other Spend on HRA Stock	Communal Entrance / Enclosure Doors	542,000	(209,242)	209,000	Works delayed due to specification changes, and now expected to be delivered in 2024/25.
4	New Build	2015/16 Garage Sites	0	(6,210)	0	The scheme at Teddar Way has been aborted, with all costs, including prior year expenditure, being moved to revenue.
4	New Build	Unallocated Retained RTB Receipts	680,000	(680,000)	680,000	Funding for 10 Year New Homes Programme not yet allocated to schemes.
4	New Build	Hills Avenue	0	(35,468)	0	The new build scheme at Hills Avenue was aborted, with all prior year expenditure being moved to revenue. The scheme was replaced with a scheme to deliver POD Homes.
4	New Build	Kendal Way	169,000	(124,505)	125,000	Underspend due to delays in start on site as a result of boundary issues and cost concerns.

Note	Category	Spend / Income Area	Budget 2023/24	(Under) / Over Spend	Re-Phasing	Reason for Variance
4	New Build	Mill Road	232,000	(75,048)	0	The new build scheme at Mill Road is now complete, with final costs, inclusive of any variations being marginally lower than budgeted.
4	New Build	Cromwell Road Redevelopment (HRA)	590,000	(392,409)	0	The new build scheme at Cromwell Road is now complete, with the contingency aspect of the budget not required in full.
4	New Build	Teddar Way	0	(39,618)	0	The scheme at Teddar Way has been aborted, with all costs, including prior year expenditure, being moved to revenue.
4	New Build	Colville Road (Phase 2)	351,000	(185,764)	186,000	The remaining 4 units on the Colville II new build site are anticipated to hand over during 2024/25, with funding requiring re-phasing to facilitate this.
4	New Build	Clerk Maxwell Road	604,000	(172,751)	0	New homes on the Clerk Maxwell site handed over during 2023/24, with contingency budgets not required, resulting in an underspend on the scheme.
4	New Build	Meadows and Buchan Street	8,513,000	154,358	(154,000)	Progress in delivery of new homes on the Meadows and Buchan sites is marginally ahead of profile, with the need to re-phase budgets accordingly.
4	New Build	Campkin Road Phase 2	1,672,000	(75,930)	0	The scheme at Campkin Road completed in the summer of 2023, with contingency budgets not required in full, resulting in a underspend.
4	New Build	L2	7,346,000	(180,712)	0	75 new homes on the site at L2 were handed over in spring 2024, with the contingency budget not required in full, resulting in an underspend.
4	New Build	Colville Road III	6,759,000	(224,626)	225,000	Progress in the delivery of new homes on the site at Colville III is progressing well, with a small amount of resource requiring re-phasing into 2024/25 to complete the scheme.
4	New Build	Histon Road	1,661,000	(30,099)	0	The new homes on the Histon Road site were handed over in the summer of 2023, with the budget for contingency works not required in full.
4	New Build	Fen Road	1,625,000	185,118	0	New homes on this site were handed over in spring 2024, with allowance made for retention and anticipated variations, giving rise to a reported overspend as a result of higher than anticipated costs to deliver greater energy efficiency in these homes.
4	New Build	Ditton Fields	1,140,000	60,986	0	New homes on this site were handed over in spring 2024, with allowance made for retention and anticipated variations, giving rise to a reported overspend as a result of higher than anticipated costs to deliver greater energy efficiency in these homes.
4	New Build	Aragon Close	1,165,000	(311,079)	311,000	This scheme is on site, but has suffered some initial delay as a result of archaeological findings, resulting in the need to re-phase budget into 2024/25.
4	New Build	Sackville Close	1,242,000	(337,251)	337,000	This scheme is on site, but has suffered some initial delay as a result of archaeological findings, resulting in the need to re-phase budget into 2024/25.
4	New Build	Borrowdale	549,000	58,332	0	New homes on this site were handed over in spring 2024, with allowance made for retention and anticipated variations, giving rise to a reported overspend as a result of higher than anticipated costs to deliver greater energy efficiency in these homes.
4	New Build	Aylesborough Close	3,932,000	(431,312)	431,000	Work is on site for the scheme at Aylesborough Close, with earlier delays resulting in the need to re-phase a small proportion of the budget into 2024/25.
4	New Build	St Thomas's Road	188,000	(54,674)	55,000	This site is currently on hold, pending a review of the scheme design and unit numbers.
4	New Build	Paget Road	79,000	(3,337)	3,000	Planning has been submitted for this scheme with spending broadly in line with profile.

Note	Category	Spend / Income Area	Budget 2023/24	(Under) / Over Spend	Re-Phasing	Reason for Variance
4	New Build	Fanshawe Road	1,300,000	(250,871)	251,000	This scheme is slightly behind schedule due to delays in obtaining planning permission and securing vacant possession.
4	New Build	Princess and Hanover Court	4,467,000	(118,184)	118,000	The site at Princess and Hanover is currently being decanted to allow decisions to be made about future investment on this site. A small underspend is evident at 31/3/2024, which will require re-phasing.
4	New Build	East Road	120,000	(120,000)	120,000	No costs have been incurred on this site to date as a result of scheme design delays, with the need to re-phase budget into future years.
4	New Build	Hills Avenue POD Homes	20,000	(17,419)	5,000	Reduced legal fees led to underspend.
4	New Build	Eddeva Park	3,000	9,849	(10,000)	Initial legal and consultancy costs are now being incurred for this site, with costs marginally higher in 2023/24 than anticipated.
4	New Build	East Barnwell	758,000	(428,039)	428,000	Delay in expenditure due to programme delays.
4	New Build	Newbury Farm	12,000	(4,691)	5,000	Legal and consultancy fees are now being incurred for this site, with a marginal underspend in 2023/24.
4	New Build	ATS, Histon Road	0	7,049	(7,000)	Spend covers legal fees ahead of contractual expenditure
5	HRA Acquisition	Acquisition and Disposal	2,800,000	(1,046,928)	1,047,000	A small number of homes on the Ekin Road site were acquired during 2023/24, but not as many as the budget allowed for. Other strategic acquisition opportunities did not presented themselves in 2023/24.
5	HRA Acquisition	RSAP Acquisitions	517,000	(257,899)	0	All 14 homes for rough sleeper's have been acquired at a lower cost than anticipated originally.
5	HRA Acquisition	Local Authority Housing Fund Acquisitions	9,448,000	33,463	0	37 homes were acquired for accommodating refugees by 31/3/2024, which more than met the commitment to DLUHC, which required the acquisition of 34 homes for this purpose. A small overspend is evident due to the cost of works required to some of the homes to allow letting.
6	Other HRA Capital Spend	Shared Ownership Repurchase	300,000	(90,189)	0	One shared ownership home was re-purchased in 2023/24 to meet a specific identified need.
6	Other HRA Capital Spend	Commercial Property	88,000	(88,040)	88,000	The budget was allocated to meet fit out costs for the new commercial units at Akeman Street to aid letting and this is still under consideration. The budget will need to be re-phased into 2024/25.
6	Other HRA Capital Spend	Orchard Upgrade	87,000	(73,742)	74,000	Two of the Orchard modules have been delayed in implementation whilst MRI carry out further development of them to meet our organisational needs.
6	Other HRA Capital Spend	Estate Services Van	50,000	(196)	0	Estate Services Van delivered at the end of March 2024.
6	Other HRA Capital Spend	HRA Corporate ICT Contribution	130,000	(51,047)	51,000	The HRA has contributed to the corporate cost of IT hardware replacement and infrastructure investment in 2023/24, with some activity and laptop rollouts delayed until 2024/25.
7	Right to Buy Receipts	Cash Receipts	(5,091,000)	989,000	0	15 properties were sold in total during 2023/24. £363,000 of the capital receipt is available for general use (after all costs have been deducted from each receipt), while £391,000 of the overall capital receipt is identified as set-aside to be offset against the debt associated with the units no longer owned. A further £3,348,000 of right to buy receipts have been retained by the local authority in 2023/24, but must be re-invested now in financing up to 50% of additional social housing or shared ownership units, provided this is done within a 5 year time frame.

Note	Category	Spend / Income Area	Budget 2023/24	(Under) / Over Spend	Re-Phasing	Reason for Variance
8	Other Capital Receipts	Cash Receipts	(300,000)	(41,000)	0	A number of shared ownership housing transactions took place in 2023/24, with a net sum of £261,000 retained once any sums due to DLUHC had been paid. Capital receipts of £80,000 were recognised in 2023/24 in relation to the sale of HRA land.
9	MRA / MRR	MRA	(19,264,000)	95,000	0	The major repairs reserve was used in full to finance capital expenditure in the housing stock in 2023/24, including investment in decent homes work and other investment in the housing stock.
10	Client Contributions	Contributions	0	(283,000)	0	Income was recovered from leaseholders in 2023/24 in relation to their share of the cost of major improvements undertaken as part of the decent homes programme (£271,000) and was also received from private residents in relation to contributions towards DFG's or private sector housing repair grants (£12,000).
11	Direct Revenue Financing of Capital (Including R&R)	DRF	(26,925,000)	3,814,000	0	The use of revenue funding for capital purposes was less than budgeted in 2023/24 as a result of a revised capital financing strategy to ensure that a prudent minimum level of HRA general reserves could be maintained at 31/3/2024. Use of this resource was replaced with the use of the attributable debt set-aside capital reserve, which was used to fund new homes in place of DRF.
12	Other Capital Resources (Grants / Loan Repayments)	Grants and Other Resources	(17,824,000)	(159,000)	0	The balance of the Devolution Grant, which was received in full in 2020/21 was utilised in 2023/24. Homes England Grant was received for new build homes and SHDF grant to fund energy works in the existing stock. Additional DFG funding through the Better Care Fund was received in 2023/24, with this sum passed across to Huntingdonshire District Council to spend as demand in Cambridge was insufficient to utilise the resource in year.
13	Prudential Borrowing	Borrowing	(15,039,000)	15,039,000	(12,507,000)	Borrowing was not undertaken in 2023/24, with all available internal resource being utilised before borrowing due to the rates available currently being prohibitive. Borrowing will definitely be necessary in 2024/25.

HRA Debts Written Off in 2023/24Write Off Cases by Category

Write Off Category	No. of Cases	Value Written Off
Bankruptcy / Insolvency	0	0.00
Debt re-instated	0	0.00
Debt relief order	4	8,225.38
Debtor deceased	34	30,882.15
Debtor is residing outside the UK	0	0.00
Debtor untraceable	0	0.00
Imprisonment	1	4,457.42
Other special circumstances	4	3,784.41
Statute barred	16	4,219.46
Uneconomical to recover	9	713.03
Recovery Procedures Exhausted	17	24,652.86
Unable to Substantiate Debt	2	2,869.16
Court has refused to make and order	0	0.00
Balance of debt is small	18	90.97
Total Written Off (Net)	105	79,894.84

Write Off Value Band	No. of Cases	Value Written Off
Less than £100	35	1,008.31
£100.00 to £199.99	6	856.13
£200.00 to £299.99	6	1,529.75
£300.00 to £399.99	3	1,068.74
£400.00 to £499.99	5	2,244.35
£500.00 to £749.99	12	7,667.62
£750.00 to £999.99	7	6,052.15
£1,000.00 to £1,499.99	13	16,089.63
£1,500.00 to £1,999.99	11	19,076.96
£2,000.00 to £2,999.99	3	6,300.57
£3,000.00 to £3,999.99	1	3,258.41
£4,000.00 to £4,999.99	2	8,749.12
Greater than £5,000.00	1	5,993.10
Debt re-instated	0	0.00
Total Written Off (Net)	105	79,894.84

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GREATER CAMBRIDGE HOUSING STRATEGY 2024-2029

To:

Councillor Gerri Bird, Executive Councillor for Housing and Homelessness
Housing Scrutiny Committee 18/06/2024

Report by: Helen Reed, Housing Strategy Manager

Tel: 01223 - 457943 Email: helen.reed@cambridge.gov.uk

Wards affected:

All

Key Decision

1.1 Executive Summary

- 1.1 This report seeks approval of a revised Housing Strategy for Cambridge City and South Cambridgeshire District Councils for 2024 to 2029, to replace the existing Greater Cambridge Housing Strategy 2019-2023. The draft Strategy is at Appendix A to this report. Annexes to the Strategy are at Appendix B. An action plan for Year 1 is at Appendix C, and the Equalities Impact Assessment at Appendix D.
- 1.2 The Greater Cambridge Housing Strategy is set within the context of, and helps to complement, the councils' current corporate objectives, and a number of other local strategies and plans.
- 1.3 It aims to communicate to partners and to the public at large the councils' aims and aspirations around local housing issues, and how they are intended to be achieved; in relation both to new development and existing homes and communities.
- 1.4 The draft Strategy proposes a revised long-term vision, and a set of objectives, priorities and actions for achieving these.

2.1 Recommendations

The Executive Councillor is recommended to:

- 2.1 Approve the overarching vision for the Greater Cambridge Housing Strategy 2024-2029 (attached as Appendix A to this report):
“Affordable, Healthy, Safe and Sustainable: Homes and Communities for All”.
- 2.2 Approve the objectives laid out in the Greater Cambridge Housing Strategy 2024-2029 (attached as Appendix A to this report):
 - a) Building the right homes in the right places that people need and can afford to live in.
 - b) High quality, low carbon, energy and water efficient homes.
 - c) Settled lives.
 - d) Building strong partnerships.
- 2.3 Approve the priorities laid out in the Greater Cambridge Housing Strategy 2024-2029 (attached as Appendix A to this report):
 - a) Increasing the supply of new homes, including affordable housing, contributing to healthy and sustainable communities.
 - b) Enabling the housing market to meet a wide range of local housing needs and to support sustainable growth.
 - c) Mitigating and adapting to climate change through good design and quality of new homes.
 - d) Improving housing conditions, management, safety and environmental sustainability of homes, and making best use of existing homes.
 - e) Promoting health and wellbeing, tackling poverty, and promoting equality and social inclusion.
 - f) Preventing homelessness.
 - g) Working with partners to innovate and maximise resources.
- 2.4 Approve the updated Greater Cambridge Housing Strategy 2024-2029 document itself (attached as Appendix A to this report)

- 2.5 Approve the new and updated policy annexes to the Greater Cambridge Housing Strategy 2024-2029 (attached within Appendix B to this report):
- a) Annex 1: Housing for specific groups.
 - b) Annex 2: Affordable Housing Requirements.
 - c) Annex 3: Clustering and distribution of affordable housing.
 - d) Annex 4: Affordable Rents policy.
 - e) Annex 5: Build to Rent Policy.
- f) Note the content of the non-policy related annexes to the Greater Cambridge Housing Strategy 2024-2029 (attached within Appendix B to this report):
- a) Annex 6: Summary of Evidence.
 - b) Annex 7: Glossary.
 - c) Annex 8: Key Achievements 2019-2023.
- 2.6 Approve the Year 1 action plan attached as Appendix C to this report.
- 2.7 Subject to Executive Councillor approval of the Greater Cambridge Housing Strategy 2024-2029, Annexes, and Year 1 action plan (attached at Appendices A,B & C to this report), give delegated authority to the Assistant Director of Housing & Homelessness to agree any minor changes which may subsequently be required.

3. Background

- 3.1 Cambridge City and South Cambridgeshire District Councils agreed their first combined Greater Cambridge Housing Strategy in 2019, having jointly brought forward large-scale mixed tenure developments on the fringes of the City, and with proposals already in place at the time for a joint Local Plan.
- 3.2 This updated Strategy and annexes, if approved, will replace the Greater Cambridge Housing Strategy 2019-2023.
- 3.3 The Strategy aims to communicate to partners and to the public at large the councils' aims and aspirations in relation to local housing issues, and how they are intended to be achieved. It covers both new development and existing homes and communities.

- 3.4 Reflecting that the two districts have many issues in common, the Strategy sets a collective approach for the area as a whole, proposing a number of joint actions to be taken forward; but also highlights where the priorities for each council differ.
- 3.5 The new Strategy, as previously, is set within the context of, and aims to complement, the councils' current corporate objectives and a number of other local strategies and plans. It reflects how both councils' overarching priorities have evolved since 2019.
- 3.6 The Strategy includes a number of Annexes, at Appendix B to this report.
- 3.7 An annex entitled "Summary of Requirements for development of new homes" was approved alongside the 2019-2023 Strategy. This was in the context of requiring an updated position in relation to Cambridge City Councils' Affordable Housing Supplementary Planning Document (AHSPD) 2006, and draft AHSPD 2014; as well as South Cambridgeshire District Council's AHSPD 2010.
- 3.8 To avoid too much overlap with the councils' Local Plans, it is proposed, in the 2024-2029 Strategy to replace that "new homes" annex, with a more focussed "Affordable Housing Requirements" policy annex.
- 3.9 Further policy annexes to the Strategy 2019-23 were subsequently approved by the Executive Councillor for Housing via Housing Scrutiny Committee, namely:
 - a) Annex 9: Build to Rent policy.
 - b) Annex 10: Clustering and Distribution of Affordable Housing Policy
 - c) Annex 11: Affordable Rents Policy.
- 3.10 These three annexes have been updated for 2024-29.
- 3.11 The new Strategy and annexes will be a material consideration in dealing with planning applications, and will help to inform development of the proposed Greater Cambridge Local Plan.
- 3.12 The action plan for Year 1 at Appendix C to this report will be monitored and reviewed by officers from each council on an annual basis, with an updated action plan agreed for each future year during the life of the Strategy. For Cambridge City this will continue to be through the

council's Leadership Team, with, from 2024, additional input from council tenant and leaseholder representatives.

4 Implications

a) Financial Implications

Page: 5

The Strategy itself largely reflects priorities and actions already being taken or planned by the two councils. As such, there are no major financial implications at this stage.

Much of the Strategy is expected to be implemented within existing resources.

Additional resources required to implement some of the more specific projects will be detailed within the annual action plan.

Any additional council resource required would need to be considered alongside other priorities as part of the council's annual budget setting process.

b) Staffing Implications

No staffing implications have been identified.

c) Equality and Poverty Implications

An Equality Impact Assessment is attached at Appendix D to this report.

d) Net Zero Carbon, Climate Change and Environmental Implications

Adoption of the revised Housing Strategy in itself is unlikely to have noticeable environmental impact.

Although a number of actions and priorities captured in Strategy for 2024-29 are likely to have an impact, these are primarily being driven by other strategies and plans, within the context of the current Greater Cambridge Housing Strategy 2019-2023.

These include Cambridge City Council's Local Plan, Carbon Reduction Strategy, Biodiversity Strategy, Housing Revenue Account Asset Management Strategy, decisions made on the council's housing development programme, etc.

e) Procurement Implications

There are no direct procurement implications from the Strategy itself, although some of the actions in the annual action plan, as it moves forward, may require external procurement.

f) Community Safety Implications

No direct community safety implications have been identified.

5 Consultation and communication considerations

The following consultation has taken place:

- a) A series of discussions with key managers and staff across both councils, including a meeting with Cambridge City Council tenant and leaseholder representatives, to help formulate the initial draft.
- b) Engagement with representatives from some of our key partners at an early stage to understand what they might want from the Strategy.
- c) A resident and partner survey questionnaire seeking views on the draft Strategy. This was available online and as a paper alternative. It was advertised on the councils' websites, and through the local press & social media. The survey ran from 22 January 2024 to 3 March 2024.
- d) A workshop with developers and Registered Providers operating locally.

130 responses were received through public consultation, from a mixture of individuals, organisations, businesses and community groups.

Responses to consultation were generally positive and supportive of the proposed Strategy. For example; when asked "To what extent do you agree our vision is the right one", 70% of respondents to that question agreed or strongly agreed with it; compared with 18% who disagreed or

strongly disagreed. Similarly, when asked the extent to which they agreed that the proposed high level objectives were the right ones, 71% either agreed or strongly agreed, with 16% disagreeing or strongly disagreeing.

The majority of comments received related to new development and housing affordability. Key messages included:

- a) A mix of concerns over the amount of development planned, versus the need for more homes to meet local need.
- b) The importance of wider contextual issues when considering new housing development, including water shortages, and provision of transport & other infrastructure and services & facilities.
- c) The lack of affordable housing options for those on low to middle incomes, concerns over the affordability of affordable housing, and the importance of building council homes.
- d) The importance of meeting the needs of specific groups, including older, younger and disabled people, and key/local workers.
- e) The importance of building and maintaining mixed and sustainable communities, both new and existing, and tackling inequality.
- f) Need for some flexibility around some of the new development requirements to ensure scheme viability.
- g) Design and quality of new homes and communities, particularly in relation to environmental sustainability.
- h) Importance of energy and water efficiency in existing homes across all tenures, including financial assistance to home-owners, the need to speed up retrofit, and tackling damp & mould.
- i) Importance of dealing with empty homes.
- j) Insufficient focus on tackling homelessness.
- k) Importance of resident engagement and the need to support individuals and communities to help themselves.
- l) More information needed on partners and the role of partnerships.
- m) Some skepticism over whether the Strategy could be achieved; and the need for more detailed actions, costings, and how they would be resourced.

Some of the key amendments made to the Strategy as a result:

- a) Reworded the vision, from “Healthy, Safe, Affordable, Sustainable: Homes and Communities for All” to put “Affordable” first.
- b) Clarification on the roles of and relationship between the Housing Strategy and the Local Plans, and issues which need to be addressed through the statutory Local Plan process.
- c) Strengthened references to the needs of specific groups, including adding meeting the needs of younger people.
- d) Made it clearer that there will be a more detailed annual action plan, and included costs and resources relating to specific projects within the action plan.
- e) Tweaked details within some of the new development policies, allowing a little more flexibility in places to cater for differing circumstances.
- f) Strengthened references to the councils’ plans and approaches to home energy improvements and tackling damp & mould in existing homes.
- g) Clarified the relationship between the Housing Strategy and the councils’ Homelessness & Rough Sleeping Strategies, and the need to avoid too much duplication.
- h) Strengthened references to residents and communities as key partners, with more emphasis on community development and engagement.
- i) Added a bit more about other partners, including more about the role of Registered Providers and developers.

The content of this report will be communicated through a news release, both councils’ websites and via social media. Also in relevant meetings, discussions and other correspondence with partners.

6 Background papers

- More detail on responses received to consultation and how the draft Strategy has been amended as a result.
- Other background papers providing data, national and local policy and other information, are referenced in the Strategy and Annexes at Appendices A & B to this report, with links provided where available.
- [Document 240618 Greater Cambridge Housing Strategy 2024-2029 - Consultation Findings Report - - Cambridge Council](#)

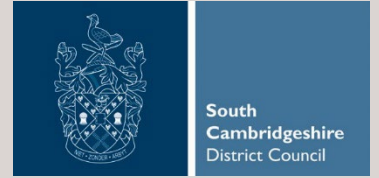
7 Appendices

- Appendix A - Greater Cambridge Housing Strategy 2024-2029
- Appendix B – Annexes to the Greater Cambridge Housing Strategy 2024 to 2029
- Appendix C – Year 1 action plan
- Appendix D – Equality Impact Assessment

8 Inspection of papers

To inspect the background papers or if you have a query on the report please contact Helen Reed, Housing Strategy Manager, tel: 01223 - 457943, email: helen.reed@cambridge.gov.uk.

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Homes for Our Future

Greater Cambridge Housing Strategy
2024 - 2029

A Strategy for Cambridge City and
South Cambridgeshire District Councils



Contents

Vision, Objectives & Priorities

4

Long-Term Vision

Objectives & Priorities

Objective: Building the right homes in the right places that people need and can afford to live in

Objective: High quality, low carbon, energy and water efficient homes

Objective: Settled lives

Objective: Building strong partnerships

Purpose and Context

5

Purpose

6

Context

7

Spheres of Influence

8

New Homes

9

Priority 1: Increasing the supply of new homes, including affordable housing, contributing to healthy and sustainable communities 9

Priority 2: Enabling the housing market to meet a wide range of local housing needs and to support sustainable growth 9

Priority 3: Mitigating and adapting to climate change through good design and quality of new homes. 9

Introduction 10

Relationships with Local Plans 10

The 'Affordability' Challenge 12

Diversifying the market and meeting a wide range of needs 13

Affordable housing delivery 13

Mitigating and adapting to climate change 14

Supporting the economy and place-making 14

Cambridge 2050 15

Existing Homes

18

Priority 4: Improving housing conditions, management, safety and environmental sustainability of homes, and making best use of existing homes 18

Introduction 19



Management, safety, maintenance and improvement of council homes	19
Affordable homes owned by other Registered Providers	20
Making best use of homes	21
Quality, safety and management of private rented homes	22
Safety and energy efficiency in other tenures	22
Empty Homes	23

Settled Lives 25

Priority 5: Promoting health and wellbeing, tackling poverty, and promoting equality and social inclusion	25
Priority 6: Preventing Homelessness	25
Introduction	26
Additional support for those who need it	27
Preventing and tackling poverty & inequality, and building community wealth	27
Combating loneliness and isolation and promoting social inclusion	28
Preventing Homelessness	29

Building Strong Partnerships 31

Priority 7: Working with key partners to innovate and maximise resources	31
Introduction	32
Working in partnership to improve outcomes	33
Maximising resources	33
Key existing partnerships	34

Annexes

Annex 1: Housing for Specific Groups
Annex 2: Affordable Housing Requirements
Annex 3: Clustering & Distribution of Affordable Housing
Annex 4: Affordable Rents Policy
Annex 5: Build to Rent Policy
Annex 6: Summary of Evidence
Annex 7: Glossary
Annex 8: Key achievements 2019-2023

Vision, Objectives & Priorities

Objectives & Priorities

OBJECTIVE:
Building the right homes
in the right places that people
need and can afford to live in

PRIORITY 1:
Increasing the supply of new homes,
including affordable housing, contributing
to healthy and sustainable communities

PRIORITY 2:
Enabling the housing market to meet a
wide range of local housing needs and to
support sustainable growth

OBJECTIVE:
High quality, low carbon,
energy and water efficient homes

PRIORITY 3:
Mitigating and adapting to climate change
through good design and quality of new homes

PRIORITY 4:
Improving housing conditions, management,
safety and environmental sustainability
of homes, and making best
use of existing homes

OBJECTIVE:
Settled lives

PRIORITY 5:
Promoting health and wellbeing,
tackling poverty, and promoting
equality and social inclusion

PRIORITY 6:
Preventing homelessness

OBJECTIVE:
Building strong
partnerships

PRIORITY 7:
Working with partners to
innovate and maximise
resources

Long-Term Vision

**Affordable, Healthy, Safe and
Sustainable: Homes &
Communities for All**

Purpose and Context



Purpose

Our Greater Cambridge Housing Strategy 2024 to 2029 is a strategy for Cambridge City and South Cambridgeshire District Councils. It is made up of:

- A main strategy document setting out our aspirational vision, objectives and priorities for both new and existing housing of all tenures.
- A set of annexes providing further detail on our policy direction in particular areas, a summary of evidence used to support the Strategy, and a glossary of terms - any of which may be updated, added to or removed during the life of the Strategy. Also a summary of achievements under our Greater Cambridge Housing Strategy 2019-2023.
- An annual action plan, to be monitored and reviewed each year, giving more detail on how the Strategy will be implemented.

The Strategy is aimed mainly at:

- Partners involved in supporting the implementation of our priorities; and
- Others with an interest, including those directly affected by housing issues.

The Strategy aims to:

- Update and replace the Greater Cambridge Housing Strategy 2019 to 2023.
- Set out our strategic direction, and our priorities (listed without any specific ranking or order), in relation to new and existing homes and communities and tackling housing affordability.
- Demonstrate the councils' shared priorities; as well as where priorities differ between the two.
- Outline what we aim to achieve going forward; with more detail in the annual action plan.
- Demonstrate our commitment to working with partners and residents to help us achieve our housing vision.

The relationship between the Strategy and Annexes and the councils' Local Plans is explained in the New Homes section of the Strategy



Purpose and Context

Context

The following are some of the key factors affecting our Strategy, which bring both challenges and opportunities:



- National housing-related policies and priorities.
- Population growth and an ageing population, particularly in South Cambridgeshire.
- The economic strength of the Greater Cambridge area, which has continued despite the Covid-19 pandemic and more recent economic down-turn.
- Housing affordability: Greater Cambridge has some of the highest rental costs and house prices in the country.
- The climate change emergency and both councils' ambitions to achieve net zero carbon: by 2030 in Cambridge and by 2050 in South Cambridgeshire.
- The limited resources available to the councils, and the need to seek additional resources from elsewhere.

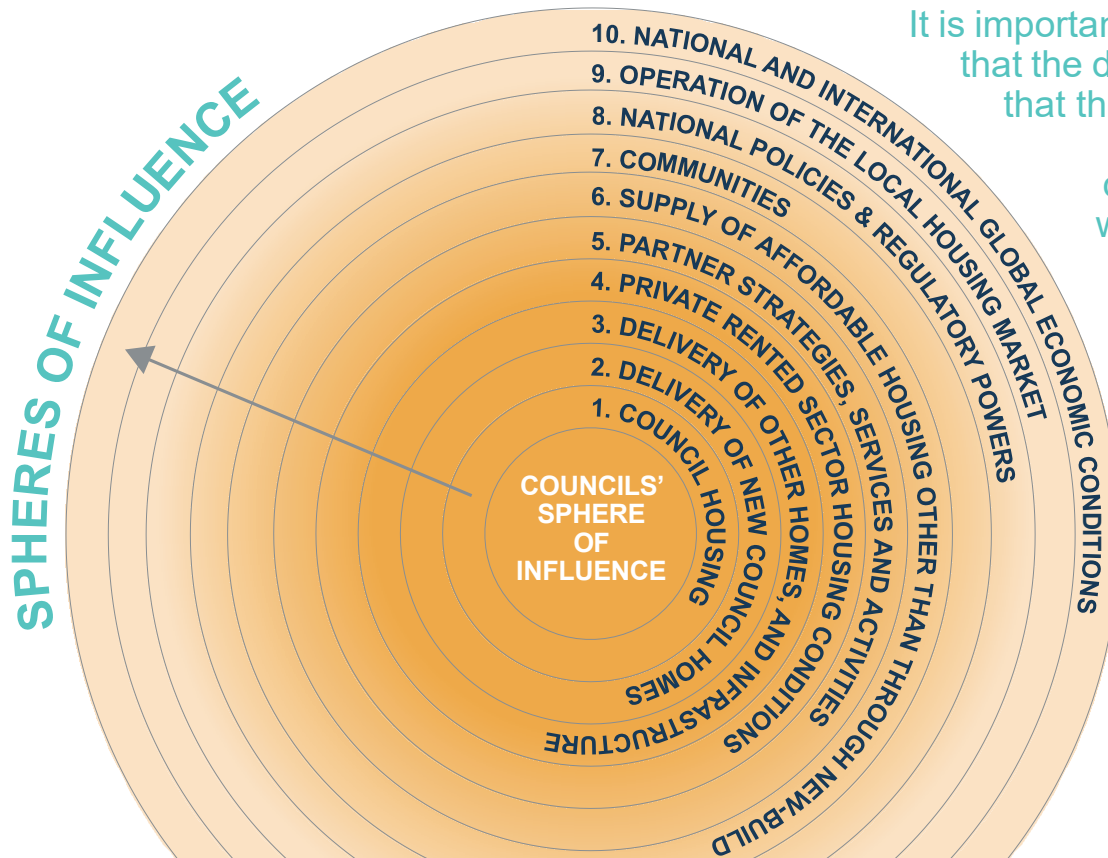
The Strategy is also set within the context of a number of other council strategies and plans, in particular:

- The **Cambridge Local Plan** and the **South Cambridgeshire Local Plan**, both adopted in 2018; and the proposed **Greater Cambridge Local Plan**.
- South Cambridgeshire District Council's **Business Plan**, and Cambridge City Council's **Corporate Plan**.
- South Cambridgeshire's **Zero Carbon Strategy** and **Doubling Nature Strategy**.
- Cambridge City's **Climate Change Strategy 2021-26** and **Biodiversity Strategy 2022-30**; and a **Sustainable Housing Design Guide** for its own council developments.
- South Cambridgeshire's **Cost of Living Support Programme** and Cambridge City's **Anti-Poverty Strategy**
- Cambridge City Council's **Homelessness & Rough Sleeping Strategy 2021-2026**
- Council' South Cambridgeshire District Council's **Homelessness Strategy 2023-2028**

Purpose and Context



It is important to recognise that the direct influence that the two councils can have in different areas will vary. Some of the main spheres of influence are summarised here.



1. Council housing:

Influence on: conditions, management, maintenance, energy & water efficiency and services provided directly by the council to tenants and leaseholders. Also on affordability (rent and service charge setting). Parameters include: regulations governing rent setting and how homes should be managed and how Housing Revenue Account funds can be spent.

2. Delivery of new council homes:

Influence on: delivery of new homes directly by the council or through council owned companies, particularly affordable housing. Affordability (rent and service charge setting), quality, housing mix, sustainability standards, biodiversity etc. Parameters include: land availability, access to grant and other funding, regulations around how different funding sources can be combined; etc

3. Delivery of other homes, and infrastructure particularly affordable housing through other providers:

Influence on: location, quality and number of homes in new developments, services and infrastructure, proportion of homes on new developments brought forward as affordable housing, size and tenure mix, location on site, and other requirements in the Local Plan and Housing Strategy. Parameters include: national planning policy, site restrictions, scheme viability, etc

4. Private rented sector housing conditions:

Influence on: Management, conditions and energy efficiency through advice and support, and enforcement if necessary through use of regulatory powers. Direct provision of privately rented accommodation through council owned companies. Parameters include: extent of regulatory powers allowing intervention; ability to charge for services, funding for local council initiatives.

5. Partner strategies, services and activities:

Influence on: strategic direction, policy, service commissioning and/or delivery, service standards etc. Through joint working, and in some cases, provision of grants with conditions attached. The extent of influence varies depending on the service provided and across different partners. Parameters include: Partners' own statutory requirements and resources, and/or willingness to engage.

6. Supply of affordable housing other than through new-build:

Occasional purchase of homes by the council – usually at market value. Plus some limited influence on persuading landlords to provide housing for use as affordable housing. Parameters include: landlord willingness to engage, particularly in light of high local demand; loss of council housing through national Right to Buy policy.

7. Communities:

Some limited Influence on: actions, decisions and choices of community groups and individual residents. Parameters include: willingness of communities to engage.

8. National policies & regulatory powers:

Some limited influence on: setting of new government policy, but no direct control.

9. Operation of the local housing market:

Little or no influence on supply of existing homes coming onto the private rental or sales market, or affordability of new or existing market homes. Parameters include: free market and lack of statutory powers to intervene.

10. National and international global economic conditions:

Little or no influence or control on global conditions affecting people's incomes and/or resources available to the council.

New Homes

1

PRIORITY 1

Increasing the supply of new homes, including affordable housing, contributing to healthy and sustainable communities

2

PRIORITY 2

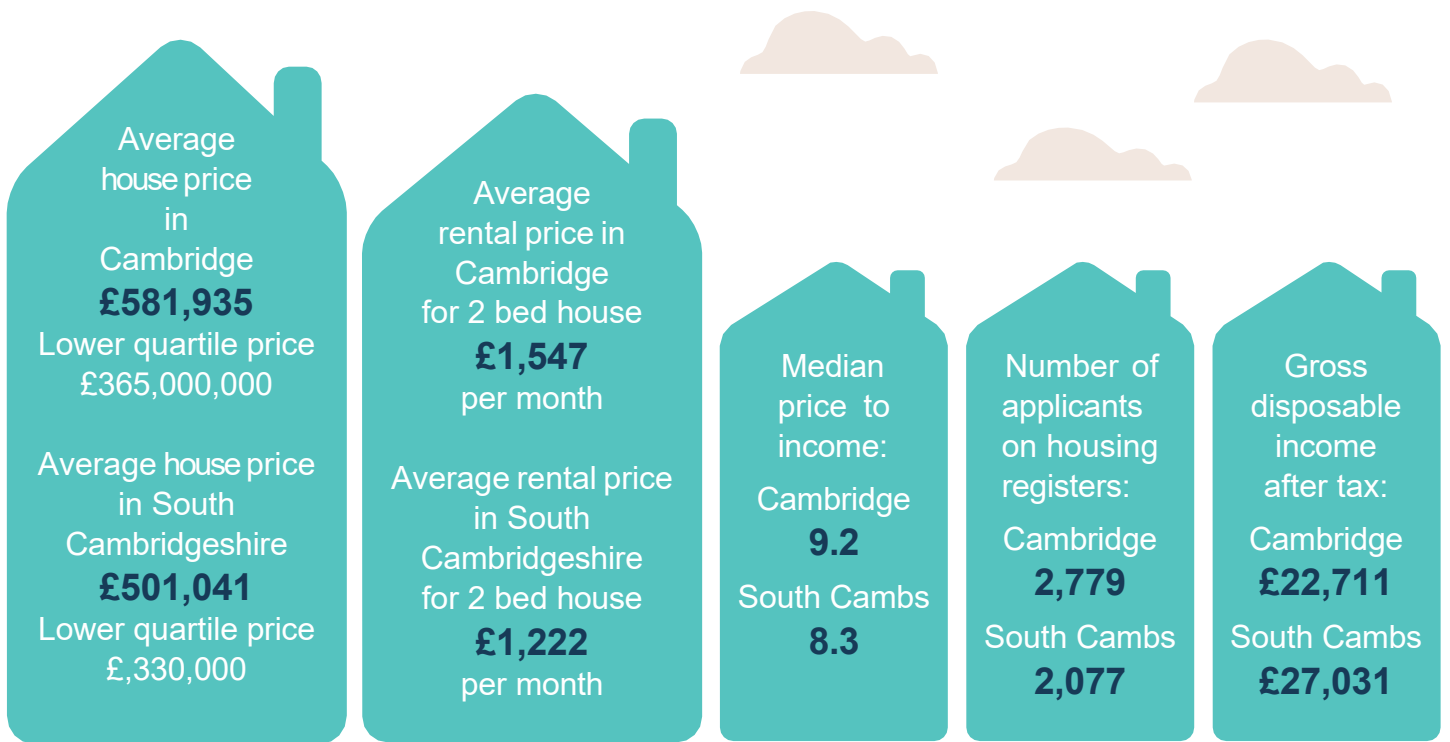
Enabling the housing market to meet a wide range of local housing needs and to support sustainable growth

3

PRIORITY 3

Mitigating and adapting to climate change through good design and quality of new homes





Introduction

Housing is at the core of our ambitions for sustainable growth, for jobs and prosperity, for the health and wellbeing of our residents and to ensure that Greater Cambridge is a great place to live.

The councils' adopted Local Plans identified the need for 33,500 new homes across Greater Cambridge (19,500 in South Cambridgeshire and 14,000 in Cambridge) between 2011 and 2031.

We are making good progress in delivering new homes, and by 31 March 2023, around 60% of these new homes had already been completed, with anticipated completions over the next six years to 2029 projecting a further 12,194 homes. However, it is not just about maximising delivery. We need to use the powers we have to ensure that the right homes come forward in the right places, to meet a wide range of needs, as part of high quality, healthy and sustainable communities.

Relationship with Local Plans

This Strategy complements both councils' adopted Local Plans, and will be a material consideration in making planning decisions.

We recognise that, in planning for new homes and communities it is essential to consider a wide range of factors, such as water supply where new settlements should be located; quality & design; site density; climate change; biodiversity; green space; services & facilities; parking; transport & other infrastructure; and protecting the character of the area.

New Homes



All of these issues, including the overall number of homes to be delivered, are required to be dealt with through the statutory Local Plan process and so, to avoid duplication, are not covered in detail here.

Other issues dealt with through the Local Plans rather than the Housing Strategy include:

- Student housing in Cambridge, recognising that this may help free up accommodation suitable for the wider population
- Supporting development by Small & Medium Enterprise (SME) builders, through the current Local Plans allowing for a mix of sites to come forward; and through national planning policy requirements to identify land to accommodate at least 10% of local housing requirement on sites of less than a hectare, which will be considered in developing the new Greater Cambridge Local Plan.

Our Housing Strategy has been developed firmly within the context of the existing Local Plans, and will also help to shape some of the housing policies in the new Greater Cambridge Local Plan.

This chapter should be read in conjunction with Annexes 1-5 which give more detail on our policy position regarding the provision of new homes, with Annex 6 providing a summary of evidence used to inform these policy decisions.



New Homes

The 'Affordability' Challenge

Greater Cambridge is an expensive place to buy or rent a home. High prices are fuelled by high demand, which itself is fuelled by the strength of the local economy and in-migration of highly skilled workers.

For those on low incomes, the housing options are scarce, with a reliance on social housing for rent.

There is also a growing 'affordability gap' where middle income households are being squeezed out of the market, with limited housing options for home ownership or in the private rented sector.

Delivery of affordable housing, either directly by the council or through Registered Providers, aims to provide options for those who would struggle to afford to rent or buy locally on the open market.

The councils are also acutely aware of recruitment issues within the local workforce linked to the high cost of housing in the area. Providing a range of homes at different tenures will go some way to providing homes that are affordable for those on lower to average incomes. In particular, the councils have committed through the **Cambridgeshire & Peterborough Joint Health & Wellbeing Integrated Care Strategy** to look at the housing needs of the health service and the impacts that the lack of suitable accommodation is having on the health provision for Greater Cambridge.

Shelter recommends that no more than 35% of disposable income should be spent on housing costs, although many local households are paying much more than that.

The councils aim to ensure:

- Appropriate levels of affordable housing come forward on new developments as part of the overall mix.
- Provision of a mix of sizes and types of affordable housing.
- Provision of a mix of affordable tenures. Social and Affordable Rent remains the highest priority, but other 'intermediate' affordable housing models – such as Rent to Buy or discounted market housing - may also make a positive contribution towards mixed and balanced communities.
- That new affordable housing is as affordable as possible to local people, including the factoring in of energy costs.
- That the needs of local workers who struggle to afford market housing are considered - particularly in allocating affordable housing - where this can help support the local economy and local services and help minimise travel to work.
- That decisions on affordable housing mix are based on sound and up to date evidence.



Diversifying the market and meeting a wide range of needs

In addition to a mix of sizes, types and tenures of market and affordable housing, including homes for wheelchair users, both councils are keen to support other housing options where there is clear supporting evidence of need. Examples may include:

- Specialist accommodation for those needing additional support.
- Community-led or co-operative housing.
- Self or custom build housing.
- Gypsy/Traveller provision; transit/emergency stopping and/or permanent pitches.
- Forms of housing which may be particularly attractive to young professionals.
- Less traditional, more innovative build-forms where appropriate to meet a specific need.

Diversifying the housing market can also help:

- Speed up housing delivery.
- Support the local economy, and local employment & skills development.
- Enable Small and Medium Enterprise (SME) builders to bring forward smaller sites.

Affordable housing delivery

New affordable homes are generally delivered through three main routes:

- The councils requiring private developers to deliver a proportion of new homes through planning obligations as affordable housing; with Registered Providers (which include the councils) taking forward the affordable homes on those developments, usually through a tendering process with the developer.
- The councils' own development programmes, including prioritising use of council land for our own developments.
- Registered Providers acquiring and developing their own land.

It is essential that the councils work closely in partnership with developers and Registered Providers to ensure that the right sizes, types and tenures of homes are delivered to meet identified needs.

We are also keen to work with other public sector landowners to bring forward development to help meet housing need.



Mitigating and adapting to climate change

In addition to Local Plan requirements around delivery of high quality, energy and water efficient homes, the councils and other providers have a role to play in promoting high standards in new affordable housing. This includes:

- The delivery of a new generation of high quality energy and water efficient council homes.
- The use of on-site renewable energy and low carbon technologies, and homes built to Passivhaus or similar high standards.
- Information, advice and support to enable occupants to understand how new technologies can be used and the benefits they can bring.



Supporting the economy and place-making

Housing provision, including affordable housing, is essential in supporting the economy and local services. Building new, high quality, healthy and sustainable communities requires careful planning and learning from past experience. As well as homes being developed in the right places, with early provision of appropriate infrastructure, it is important that:

- All homes on new developments are well designed with different tenures and property sizes, are well integrated, are informed by forecast housing need, and are in locations which are relative to jobs and existing communities.
- Villages within South Cambridgeshire remain vibrant and sustainable through appropriate development, working with local communities through parish councils and the Local Plan and Neighbourhood Plans.
- Where appropriate, some priority for allocation of Social and Affordable Rent homes is given to particular groups of applicants to help create mixed communities.

New Homes



- Resources are put in to support new communities to become established, and to support integration between new and existing communities.
- Health and wellbeing considerations are taken into account in shaping new communities.
- House-building programmes provide wider opportunities for training, skills development and employment amongst local people, to help build community wealth.

Having a sense of community is key to the success of any new development and we recognise the importance this has on health and wellbeing and the overall sustainability for new communities to grow and thrive. Both councils have dedicated community development teams to support neighbourhoods, and local community forums enable engagement with residents in areas of significant growth.



Cambridge 2050

The councils have been working with government to better understand its **Cambridge 2050** ambitions to significantly increase the numbers of new homes in Greater Cambridge alongside new business parks, laboratories and science hubs. The '**Case for Cambridge**' outlines the government's vision for building up to 150,000 new homes around Cambridge by 2050. Both councils have called on government for more detail around what housing growth is being proposed, and where – and to ensure both councils and local communities are closely involved and can have their say.

A Water Scarcity Group has been established to help tackle the critical water supply issues which are already impacting development in Greater Cambridge.



Over the life of the Strategy...

Both councils will:

- Work with developers and Registered Providers to ensure new housing (both private and affordable) meets the wide range of housing need, including single young people, families and older residents, to ensure new communities are mixed and sustainable.
- Work with government around their ambitions for increased housing delivery in Greater Cambridge, including how the government's "Cambridge 2050" proposals link with what is already being planned for through the Local Plan process, and enabling the councils and local communities to have their say.
- Seek out opportunities for further devolution of funding and powers from central government to support housing delivery.
- Generally prioritise delivery of social housing for rent, but also seek to expand the delivery of "intermediate" affordable housing tenures where there is clear evidence that it will meet local needs.
- Work with Registered Providers to help ensure that affordable housing is as affordable as possible to those who need it.
- Consider Local Lettings Plans for the affordable housing on specific sites to complement our broader Lettings Policies, and where appropriate share those affordable housing allocations between Cambridge and South Cambridgeshire.
- Seek to integrate health and wellbeing considerations into planning, design and provision of services, including reference to the **Cambridgeshire & Peterborough Integrated Care System Health & Wellbeing Strategy** and the **10 principles for a Healthy New Town**.
- Work with Cambridgeshire County Council to help find housing solutions for disabled people, and support delivery of other types of specialist accommodation for those who need it.
- Work with partners to ensure that local house-building programmes provide wider opportunities for training, skills development and employment amongst local people.
- Work with partners to better understand and help to address the housing needs of local workers.
- Agree and implement any actions arising from the findings of a new Greater Cambridge Gypsy & Traveller Accommodation Needs Assessment.



Cambridge City Council will:

- Deliver and keep under review its **10-year affordable housing programme**, through the **Cambridge Investment Partnership (CIP)**, using the council's own Sustainable Design Guide, to help increase supply, address losses incurred through the Right to Buy, and meet a broad range of housing needs. (Target figures will change over time as new opportunities are identified).
- Explore options for working with further development partners through our council house-building programme.
- Provide some new council homes at 80% of market rents targeted at local workers, through homes delivered over and above the 40% affordable housing requirement in the Local Plan.
- Improve its approach to early planning for the delivery of new council homes, including working with existing tenants and leaseholders to help ensure homes can be effectively managed and service charges can be set at appropriate levels.

South Cambridgeshire District Council will:

- Deliver at least 375 new council homes between 2023 to 2028.
- Work with parish councils and local residents to bring forward affordable housing for local people through rural exception sites.
- Support the delivery of Neighbourhood Plans.
- Explore further opportunities for direct commissioning of land through local authority investment, joint ventures, etc.
- Develop a new carbon reduction standard for properties that the council builds outright.
- Develop an exemplar scheme on one of its own land-holdings based on Passivhaus or similar design.

Existing Homes

4

PRIORITY 4

Improving housing conditions, management, safety and environmental sustainability of homes, and making best use of existing homes



Existing Homes



Introduction

Everyone has the right to live in a warm, safe and decent home; and energy and water efficiency is essential in reducing carbon emissions and helping to make homes more affordable to live in.

Poor housing conditions can also have significant impact on people's physical and mental health; and on educational achievement and future life-chances.

As well as managing, maintaining and making best use of our own council housing stock, the councils also play an important role across other tenures.

Management, safety, maintenance and improvement of council homes

As stock holding authorities, the councils maintain and manage around 12,500 properties for rent. 11% of households in Greater Cambridge are estimated to be council tenants.

Details on how resources are used to manage, maintain and improve council homes and estates, including making them more energy efficient, is detailed in:

- **Cambridge City's Housing Revenue Account (HRA) Business Plan and Asset Management Strategy**
- **South Cambridgeshire's HRA Asset Management Strategy**

The councils are committed to maintaining high standards in council homes, and have a number of programmes in place to help ensure the safety and wellbeing of tenants. Mitigating damp and mould is one area where there has been a recent increase in focus. Both councils have published policies on, and set up dedicated pathways for, reporting damp and mould issues in council homes, and have raised awareness with all frontline staff.

The councils also have ambitious programmes to upgrade or re-develop council homes to make them more energy efficient and fit for purpose.

Cambridge City Council is working to bring all its council homes to a minimum Energy Performance Certificate rating level C, as part of this the council is running a pilot project to retrofit 50 older, uninsulated council homes, with outcomes to be monitored to help inform future projects.

Existing Homes



South Cambridgeshire District Council has recently carried out a stock condition survey which will enable the council to undertake a costed 5,10 & 15 year plan in terms of prioritising works. To date, the council has fitted a number of solar panels to its homes as well as ongoing insulation works and is committed to bringing all council homes up to a minimum Energy Performance Certificate rating of Band C by 2030.

As well as the work we already do, the councils will be implementing requirements arising from the new **Social Housing (Regulation) Act** and the new regulatory consumer standards that came into force in April 2024.

The views of tenants and leaseholder themselves is essential in understanding and addressing housing management and maintenance issues, and in planning for and providing services. The councils will continue to seek ways to improve resident engagement at all levels. See our resident engagement web pages: **Resident involvement - Cambridge City Council** and **South Cambridgeshire Tenant News and Involvement**.

Both councils are working to improve the quality of the data we hold on the profile of tenants, to help address individuals' issues and improve targeting of services and resources.

Affordable homes owned by other Registered Providers

Registered Housing Providers maintain and manage just under 12,000 homes (6,100 in the City and 5,700 in South Cambridgeshire). They play an important role in providing and maintaining high quality affordable homes.

The homes are managed by various Registered Providers operating in the area, All Registered Providers are regulated by the Social Housing Regulator and must meet similar standards to those required of council homes. The councils' expect Registered Providers to provide a localised management service.

Existing Homes



Making best use of homes

With council housing in short supply, the councils take a number of measures to ensure that best use is made of them, including:

- Letting them appropriately in line with **Cambridge City Council's Lettings Policy & South Cambridgeshire District Council's Lettings Policy**.
- Providing advice and support to residents in helping them to move to homes that are more suitable for their needs.
- Publish Local Lettings Plans relating to specific developments to help create mixed and balanced communities, and/or to address particular issues which may have arisen on existing developments.
- Tackling Tenancy Fraud to ensure homes are allocated to those with a housing need

Cambridge City Council in particular has been seeing an increase in reports of private homes being used as short-term holiday lets. As well as complaints around noise and anti-social behaviour and potential safety concerns, this growing trend may be impacting on the supply of homes available for people to live in. We need to get a better understanding of the scale of the problem and, if necessary, work with government and other partners to find solutions.



Existing

14% of households in England, and 23% of private renters are living in a home that does not meet the Decent Homes Standard.
English Housing Survey 2021 to 2022

13.4% of households in England were in fuel poverty in 2022; up from 13.1% in 2021.
Government Annual fuel poverty statistics report 2023

It costs the NHS around £1.4bn per year to treat those affected by housing conditions; rising to around £18.5bn when other costs to society are factored in.
BRE, The cost of poor housing in England 2021

Almost half of all households may have been in fuel poverty by January 2023.
Child Poverty Action Group 2022
Domestic emissions make up around 30% of all greenhouse gas emissions in Cambridge, and 18% in South Cambridgeshire.
DESNZ, Local authority greenhouse gas emissions national statistics

Quality, safety and management of private rented homes

Around 14% of households in South Cambridgeshire, and 31% in Cambridge City live in the private rented sector.

Housing conditions, including Category 1 hazards under the **Housing Health & Safety Rating System (HHSRS)** tend to be worse in the private rented sector than in other tenures.

It is important that the councils:

- Work with landlords, letting agents and private tenants in helping them understand their rights and responsibilities, using enforcement powers as a last resort if proactive work with landlords is unsuccessful.
- Ensure that rented homes meet statutory Minimum Energy Efficiency Standards, for the benefit of tenants and to help meet council objectives around reducing carbon emissions.
- Prioritise the proactive identification of Houses in Multiple Occupation (HMOs) which require licensing, particularly in Cambridge where they form a major part of the housing market.

Safety and energy efficiency in other tenures

Both councils work in partnership with other agencies to secure additional grant funding to deliver energy and water efficiency and decarbonisation projects, and to provide advice and support to residents and private landlords. For example:

- Action on Energy Cambridgeshire has secured government grant to help lower income households in Cambridgeshire to improve energy efficiency, save money on heating bills and cut carbon emissions.
- Cambridgeshire & Peterborough Combined Authority Net Zero Hub, aimed at accelerating delivery of clean local net zero projects (See **South Cambridgeshire Climate Emergency and Nature**, and **Cambridge City Home Energy and Water Use** web pages).

Existing Homes



- The councils offer discretionary repair grants to our most vulnerable residents who are unable to afford necessary repairs to make their homes safe and secure through the **Cambridgeshire Home Improvement Agency (CambsHIA)**.
- Both councils also help to fund the **Cambridgeshire Handyperson Service** providing home safety assessments, minor adaptations and DIY jobs for older and disabled people.

Empty homes

Whilst the number of long-term empty homes across all tenures is low compared to many other parts of the country at less than 1% of the total Greater Cambridge housing stock, it is important that we work with owners to try and bring homes back into use.

The councils' approaches to empty homes are detailed in:

- **South Cambridgeshire District Council's Empty Homes Strategy**
- **Cambridge City Council's Empty Homes Policy**

Over the life of the Strategy...

Both councils will:

- Implement the statutory and regulatory requirements arising from the Social Housing (Regulation) Act and the new Consumer Standards; and work towards any additional requirements following the government's proposed review of the Decent Homes Standard.
- Implement requirements arising from the Renters (Reform) Bill once it is enacted.
- Continue to work in partnership to secure funding and provide advice and support for home-owners to maximise the energy efficiency of their homes, save money on energy bills and cut carbon emissions.

Existing Homes



Cambridge City Council will:

- Implement its new **net zero retrofit pilot project** to retrofit 50 council homes to net zero carbon standards.
- Look for any opportunities which may arise through our housing development programme, to improve the physical appearance of existing estates within the vicinity of new developments.
- Continue to improve how we engage with and use feedback from council tenants and leaseholders to improve services.
- Support retrofitting in private sector homes through practical guidance, access to funding, and routes to installers.
- Monitor changes in numbers of Houses in Multiple Occupation over time, and use other available data, to help assess any changes in availability of private rented housing in the City.
- Establish ways of monitoring the impact of private sector short-term holiday lets on housing supply and assess whether action is needed to address the issue within the context of the new Levelling Up & Regeneration Act.
- Consider how to make better use of cultural activity to improve engagement with residents.

South Cambridgeshire District Council will:

- Act on the results of the recent stock condition survey to improve the energy efficiency of all its council properties.
- Work with resident representatives to review its Resident Involvement Framework and develop a Communications Standard for council housing residents.
- Bring 20 empty homes back into use in 2024/25 which have been empty for longer than 6 months
- Carry out a private sector stock condition survey to inform decisions on future approaches
- Deliver a scheme to upgrade off-gas properties
- Produce a retrofit guide for South Cambridgeshire housing archetypes to support householders to realise retrofit improvements
- Run a Minimum Energy Efficiency Standards (MEES) project to identify private rented sector properties which fall below standards and actions required.
- Establish a private rented sector landlord forum to share best practice and advise on support for improvement measures

Settled Lives

5

PRIORITY 5

Promoting health and wellbeing, tackling poverty, and promoting equality and social inclusion

6

PRIORITY 6

Preventing Homelessness





Introduction

The councils' role in tackling housing conditions, affordability and ensuring high quality homes and neighbourhoods is mainly dealt with elsewhere in this Strategy. However, other interventions can also help to support health & wellbeing, prevent poverty & inequality, and promote social inclusion, through services to people within their homes and communities, and linking with other strategic agendas.

More detail on the councils' approaches to preventing homelessness are in:

- **Cambridge City Council's Homelessness & Rough Sleeping Strategy 2021-2026** and
- **South Cambridgeshire District Council's Homelessness Strategy 2023-2028**

Additional support for those who need it

The councils work with a range of partners to enable people to live independently, either in their own homes or in more specialist accommodation. This includes **mobile warden schemes** operating in the villages of South Cambridgeshire that support older people to help combat loneliness and social isolation.

With ongoing budget cuts, an ageing population, and Cambridgeshire County Council's direction of travel moving away from residential care towards supporting more people to remain at home for as long as possible, demand for home-based services in particular is likely to continue to increase.

The councils have been working with Cambridgeshire County Council and other partners in the setting up and delivery of a new **Changing Futures** service, to deliver a multi-agency approach and improved outcomes for those experiencing multiple disadvantage. This includes people with lived experience guiding professionals on how issues should be tackled.

The new **Supported Housing Regulatory Oversight Act** will bring new responsibilities to both councils for licensing and enforcement of supported housing in our areas, identifying needs, and the development of local supported housing strategies.

Mental health issues appear to be on the rise, including issues with hoarding. In response, both councils have adjusted their council housing management services, including introducing tenancy sustainment services to people who may be at risk of losing their tenancies, and taking a multi-agency approach to improve early intervention for those with mental health needs.



We are also committed to deal with anti-social behaviour and crime, including hate crime through our local Community Safety Partnerships. Both councils have achieved DAHA (Domestic Abuse Housing Alliance) accreditation, demonstrating the councils' commitment to delivering safe and effective responses to domestic abuse.

More information on the councils' approaches to housing for specific groups, including older and disabled people and refugees, is highlighted in the Housing for Specific Groups Annex to the Strategy.


Preventing and tackling poverty & inequality, and building community wealth

Not everyone is experiencing the benefits that the strength of the Greater Cambridge economy can bring; and the cost of living crisis has led to increased numbers of people struggling to make ends meet. Poverty, as well as other factors such as high housing and energy costs, poor housing conditions and overcrowding can also severely affect people's future life chances.

Both councils have a range of measures in place to help tackle poverty, including:

- Enabling residents to access debt and other financial advice, as well as providing specialist support such as for those with mental health issues or who are struggling financially.
- Support to increase access to digital services; and
- Grant funding to help minimise fuel and water costs.

However, it is not just about providing support services. We need to strengthen work with partners to encourage education and skills development and improve access to employment opportunities for those on low incomes, to help to improve the wealth of individuals and communities.



In March 2024, 21.8% of adults in Great Britain said they found it difficult or fairly difficult to manage financially in the past month.
ONS: UK measures of national wellbeing dashboard



For example:

- A pilot is under way with the Integrated Care System, through the **Cambridgeshire & Peterborough Health and Wellbeing Integrated Care Strategy** on integrating work skills and health advice.
- The **Greater Cambridge Impact Fund pilot** will use social impact investment to help address inequalities, including improving education, skills and employment for young people.

The councils take a wider approach to tackling inequality through a number of separate policies and plans. See:

- **Equality and diversity - South Cambs District Council** and
- **Our equality and diversity policies and plans - Cambridge City Council**

Combating loneliness and isolation and promoting social inclusion

Loneliness is a major issue nationally and locally, with implications for people's physical and mental health.

Both councils offer community grants to voluntary and community groups which help bring people together, and there are plans for warm spaces, which were provided in partnership for people to meet to help with the cost of living crisis, to evolve into longer term Community Hubs.

Our priorities around place-making for new developments and communities include a focus on preventing social isolation, and supporting residents to make a positive contribution to their communities through our community development work.



21.8% of UK adults reported some evidence of depression or anxiety in 2021 to 2022; up 19.1% since 2016 to 2017.

ONS: UK measures of national wellbeing dashboard

7.8% of adults in Great Britain reported feeling lonely often or always in April 2024.

ONS: UK measures of national wellbeing dashboard



Preventing Homelessness

Both councils have separate Homelessness & Rough Sleeping Strategies, with action plans for implementing them. Their focus is on homeless prevention, early intervention and support, as well as helping people to find suitable accommodation when faced with homelessness. The homeless prevention work includes working closely with other organisations to support vulnerable groups, such as rough sleepers, care leavers, those suffering from domestic abuse, mental health issues and/or drug/alcohol addiction, or leaving prison.

Although preventing homelessness is an important priority within our Housing Strategy, we have avoided duplicating here the detailed objectives, priorities and actions relating to homelessness that are set out in the relevant homelessness strategies.

The Homelessness & Rough Sleeping Strategies were developed to align with our previous Greater Cambridge Housing Strategy 2019-23, and any reviews will be within the context of this revised Housing Strategy.

Over the life of the Strategy...

Both councils will:

- Support the Integrated Care System in delivering outcomes for local people through their Health & Wellbeing Integrated Care Strategy.
- Support implementation of the Changing Futures Cambridgeshire & Peterborough programme to support people who are multiply disadvantaged.
- Review the councils' **Adaptations Policy**
- Implement the requirements of the Supported Housing (Regulatory Oversight) Act 2023.
- Implement their Homelessness and Rough Sleeping Strategies, including regular reviews of their action plans and monitoring of outcomes.
- Continue to support refugees, applying for government funding where available.



Cambridge City Council will:

- Continue to implement the council's **Our Cambridge Transformation Programme**, including defining our future role and making it easier for people to have their say.
- Implement our new Community Wealth Building Strategy.
- Develop a new Community Wealth Building Strategy.
- Use opportunities emerging from the council's house-building and retrofit programmes to engage residents and promote community wealth.
- Use the results of council tenancy audits, improved information on assets, and the Low Income Family Tracker pilot to help inform where resources should be targeted.
- Help drive the Greater Cambridge Impact Fund pilot aimed at tackling local inequalities.

South Cambridgeshire District Council will:

- Continue to deliver its Cost-of-Living Support Programme, including the implementation of the Low-Income Family Tracker.
- Improve its housing management system to update council tenant profiles, including identifying those requiring additional support.
- Increase money advice support to those in financial hardship, including those in privately rented accommodation.
- Work with partners to promote skills development opportunities to businesses.
- Set up employment hubs to support long term unemployed people with a disability or long-term condition to gain skills and/or support to get back to work.

Building Strong Partnerships

7

PRIORITY 7

Working with key partners to innovate and maximise resources



Building Strong Partnerships



Introduction

With most of the work to achieve our Strategy being done in partnership, the councils have positive and proactive relationships with many organisations, communities and individuals.

Joint working on the response to Covid-19 brought many partners closer together, and we will continue to strengthen and build further relationships to help achieve positive outcomes and improvements to people's lives.

Working in partnership to improve outcomes

It would be impossible to achieve our strategic objectives without working closely with local communities and other partners.

Examples of how the councils work in partnership with others to help achieve outcomes include:

- Understanding housing and service needs to ensure evidence-based decision making.
- Delivering and supporting delivery of new homes and communities, including working with developers and Registered Providers.
- Bidding for, securing and sharing of resources, including grant funding.
- Joint commissioning, delivery and monitoring of services.
- Engaging with council tenants and leaseholders to help shape and improve our landlord services
- Engaging with local communities, including individuals and community groups through our consultation and engagement processes.
- Supporting the development of Neighbourhood Plans to help guide future development
- Statutory and regulatory enforcement.
- Establishing best practice and finding innovative solutions.
- Lobbying and influencing government and other agencies.

The councils' Transformation Programmes are aimed at improving efficiency, achieving better outcomes, and making the authorities economically sustainable in the long term. Increasing the role that residents play in decision-making needs to be central to this.

Building Strong Partnerships



Maximising resources

Both councils face severe financial challenges, and it is essential that we take every opportunity to seek out and harness additional sources of funding. Bidding – often in partnership - for government grant funding which becomes available for specific projects is one example, but both councils are also keen to seek out opportunities for drawing in investment from other partners to achieve outcomes.

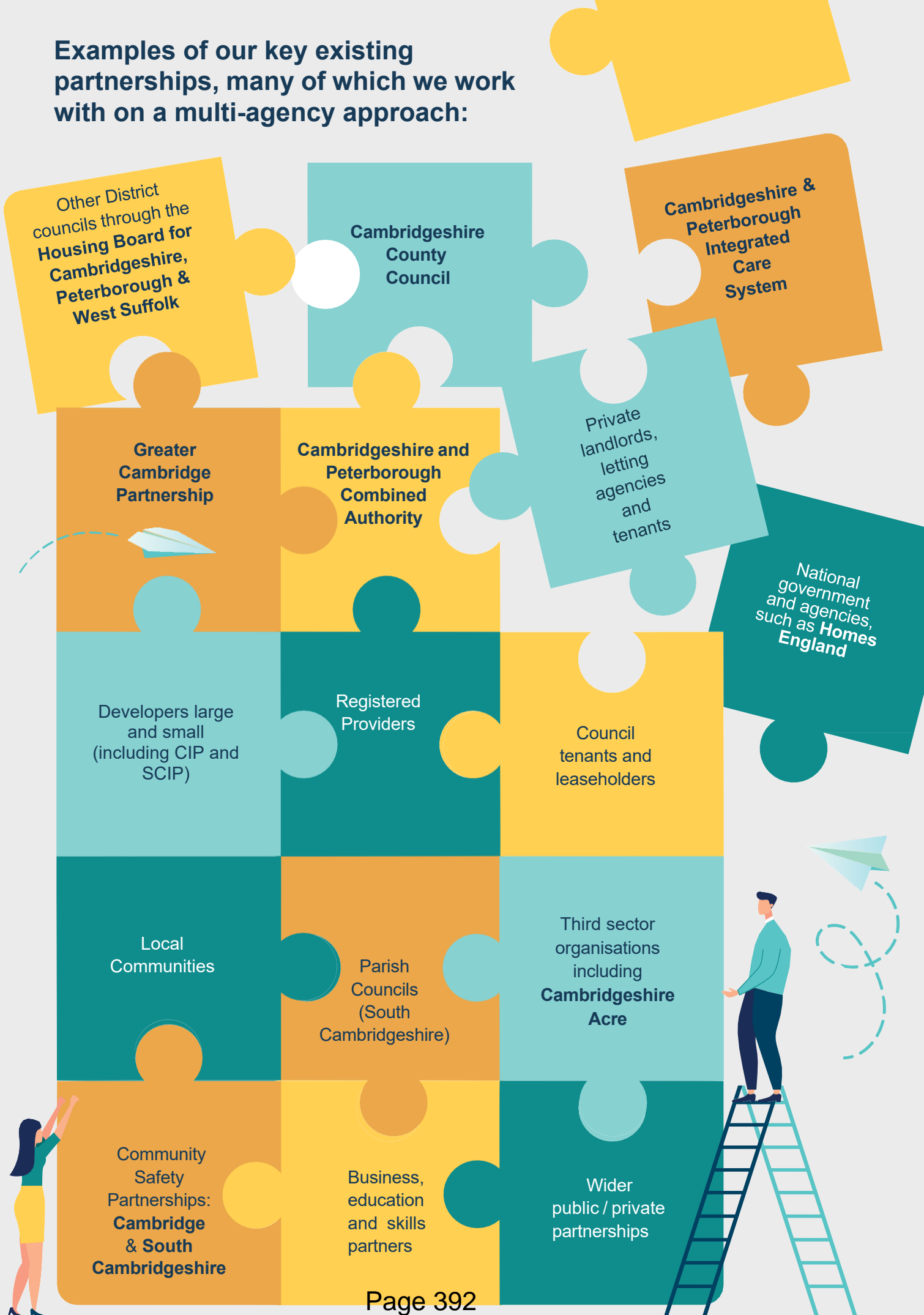
How the councils will use the financial resources available to them is laid out in: both councils' Medium Term Financial Strategies; South Cambridgeshire's Housing Revenue Account; and Cambridge City's Housing Revenue Account (HRA) Business Plan and Budget Setting reports. (See our websites for latest versions). Our annual action plan will also include costs and sources of funding for some of the specific projects we will be working on.

Over the life of the Strategy...

Both councils will:

- Continue to strengthen existing relationships, and seek out new partnership and entrepreneurial opportunities to access funding, support innovation and deliver shared outcomes.
- Continue to improve opportunities for residents and communities to have a more central role in decision-making.

Examples of our key existing partnerships, many of which we work with on a multi-agency approach:





Homes for Our Future

Greater Cambridge Housing Strategy 2024-2029

Annex 1: Housing for Specific Groups

Contents

1. Introduction	2
2. Place Making	2
3. Wheelchair accessible and wheelchair adaptable housing.....	3
4. Housing for older people.....	3
Suitable mainstream housing	3
Specialist accommodation	3
Care suites	4
5. Specialist supported accommodation for other groups	5
6. Young Single Person’s Housing	6
7. Affordable housing for local workers.....	6
8. Gypsy/Roma/Traveller Accommodation	7
9. Housing for Refugees	8
10. Community led /cooperative housing.....	8
11. Self and custom-build Housing.....	9
12. Houses in Multiple Occupation (HMOs).....	10
13. Student accommodation.....	11
14. Other Specific Groups	11
15. Other build forms	11



1. Introduction

- 1.1. This Annex outlines the Cambridge City and South Cambridgeshire District Council's requirements around meeting the needs of specific groups within our communities.
- 1.2. It identifies the different types of housing likely to be required to meet a diverse range of needs and to create mixed and balanced communities.
- 1.3. Affordable Housing is dealt with separately in the Affordable Housing Requirements Annex, and there is also a separate Build to Rent Annex to this Strategy.
- 1.4. The requirement to provide affordable housing as part of a scheme will be dependent on the type and nature of housing being brought forward to meet the needs of specific groups.
- 1.5. Evidence used to support our approach for the provision of housing for specific groups is set out in the Housing Needs Evidence Annex.

2. Place Making

- 2.1. Building new communities which provide places where people want to live and are both inclusive and diverse requires careful planning. It is important that, alongside appropriate provision of services and infrastructure, we have the right mix of homes in terms of sizes, types and tenures that will meet the housing needs of differing household typologies, such as younger people, families and older people. Having a mix of differing types of homes will provide a wider choice and options for both those looking for housing in the private sector as well as those needing affordable housing. As well as meeting the wider needs of the general population, consideration also needs to be given as to how we meet the housing needs of other groups such as Gypsy and Travellers or those requiring supported accommodation.



3. Wheelchair accessible and wheelchair adaptable housing

- 3.1. The councils' requirements around wheelchair accessible and wheelchair adaptable affordable housing are dealt with through the Local Plans, and in the Affordable Housing Requirements Annex to this Strategy.
- 3.2. The councils will consider whether any future requirements around providing market homes which are wheelchair accessible should apply, through work on the Greater Cambridge Local Plan.
- 3.3. New self or custom-build housing may also provide opportunities to meet wheelchair user needs.

4. Housing for older people

Suitable mainstream housing

- 4.1. It is important that older people are able to remain living independently for as long as possible, in a home that suits their needs.
- 4.2. The councils' requirements around provision of accessible and adaptable homes which are suitable for down-sizing, and wheelchair user homes for those who need them, are dealt with through the councils' Local Plans and the Affordable Housing Requirements Annex to this Strategy.
- 4.3. A range of services is available to help support independent living, and we may also include, within Local Lettings Plans, some priority for older people wanting to move to smaller social or affordable rent homes.

Specialist accommodation

- 4.4. Not everyone can remain living within their own home, and with an ageing population and increasing numbers of people who can no longer be supported in mainstream housing, there is a need for some form of specialist accommodation.
- 4.5. Therefore, both councils are interested in exploring more specialist housing options, including dementia-friendly developments. Examples may include extra care, retirement homes, residential and/or nursing care, or care suites. (See paragraphs 4.11 – 4.13 below on care suites)



- 4.6. From the research provided through the [Cambridgeshire and West Suffolk Housing Needs of Specific Groups Study \(GL Hearn, 2021\)](#), and Cambridgeshire County Council's [District Demand Profiles Forecast for Older People's Accommodation](#), the councils will be seeking an element of specialist accommodation for older people, where the size of development makes this practicable.
- 4.7. The GL Hearn report suggests that 6-7% of housing need identified should be specialist older people's accommodation, although they note that this is the maximum estimate. Taking this into account, and the County Council's direction of travel towards greater provision of domiciliary care, the councils will seek at least 5% of housing on the strategic sites to be specialist older people's accommodation.
- 4.8. The expectation is that any such scheme will be provided as part of the master-planning on strategic sites, or within the city/village framework where it can be demonstrated that the existing facilities and health services would not be adversely impacted. Specialist accommodation of this nature may be provided as market housing or as part of the affordable housing requirements where this is supported by the County Council. Where retirement living accommodation is proposed as a standalone scheme and does not provide high levels of care provision, a financial contribution will be sought in lieu of any affordable housing contribution.
- 4.9. To help prevent loneliness and isolation, homes specifically aimed at older people need to be located close to services and facilities, and well-integrated into the wider community.
- 4.10. In considering proposals for specialist accommodation the councils will work with Cambridgeshire County Council and other partners, based on up-to-date needs evidence and taking into account any potential social care or other implications which may affect the public purse.

Care suites

- 4.11. Care suites are a new specialist accommodation model being explored by the County Council as an alternative to traditional residential care. We recognise that some residents may benefit from this type of accommodation, which enables some independence but still provides a high level of care.
- 4.12. However, unlike in residential or nursing care, some residents may be eligible for Housing Benefit. The councils are not willing to support provision of care suites provided by landlords other than Registered Providers, as there



is no guarantee that the councils could reclaim the full cost of Housing Benefit payments from the government. We will continue to work with the County Council to try and resolve this issue.

- 4.13. This type of accommodation will be included as part of any affordable housing requirement.

5. Specialist supported accommodation for other groups

5.1. Other specialist accommodation may include, for example, residential care settings, smaller group homes, or clusters of homes for people who are unable to live independently, either temporarily or permanently, in mainstream housing.

5.2. In 2024, Cambridgeshire County Council published a set of [District Demand Profiles](#) which forecast the need for Specialist Supported Accommodation for adults aged 18-64 who have additional care needs. The assessment relates to those with a learning disability, autism, mental health issues, or physical disability. In summary, it identifies:

- In Cambridge City the primary growth will be seen in Supported Living with approximately 5 new units required per annum from 2022 until 2041, with the potential of 1 extra nursing unit required per annum over the same period.
- In South Cambridgeshire, the primary growth will be seen in Supported Living with approximately 7 new units required each year from 2022 until 2041, with an additional unit of residential and nursing accommodation required per annum over the same period.

5.3. Some of this provision may be met within mainstream housing, with additional care and support being provided, either through existing or new homes. Both councils will continue to work with the County Council, developers and other partners to help secure appropriate accommodation on new developments where a need is identified.

5.4. This type of accommodation will be included as part of any affordable housing requirement.

5.5. Where schemes are provided on new developments, it is important to ensure that the infrastructure, facilities and support networks are in place prior to bringing a scheme forward.



5.6. Similar Housing Benefit concerns exist here as with care suites for older people, and again, financial implications for Cambridge City and South Cambridgeshire District Councils mean that we are unlikely to support new schemes where the landlord is not a Registered Provider.

6. Young Single Person's Housing

6.1 The high cost of housing within Greater Cambridge makes it especially difficult for young people who would not necessarily qualify for social/affordable rented housing to access accommodation. Whilst some affordable housing tenures will help to meet this need, such as through shared ownership, rent to buy and discounted market housing, the councils recognise the need for different housing models in the private sector that can also help meet this need.

6.2 On new developments there should be a proportion of one-bedroom properties available on the open market to help meet the needs of young single people and couples. Other types of housing could be provided in the form of Build to Rent schemes, smaller units with some shared community facilities or good quality bespoke HMOs (Houses in Multiple Occupation). Any such housing needs to be balanced against the wider housing needs for the area.

7. Affordable housing for local workers

7.1. Whilst the high-tech sectors are of critical importance to the economic success of Greater Cambridge, it is important to recognise that they are supported by a wide-ranging economy and people working in a diverse range of jobs. The councils' general approach is therefore to promote housing options which meet the needs of people working locally, rather than solutions targeted at specific groups of workers. The definition of 'local workers' will be agreed on a scheme by scheme basis, generally prioritising those working within a certain radius from the development.

7.2. Any housing provided by employers for local workers would need to be managed and maintained as such in perpetuity, with occupancy secured through a section 106 agreement.

7.3. On such developments within Cambridge City, provision of affordable housing aimed at highly paid executives and employees would not be acceptable. Affordable provision should be aimed at those on low to median incomes



- 7.4. For South Cambridgeshire, proposals will be considered on a scheme by scheme basis dependent on the needs of the workforce. This may include both market and affordable homes tied to employment.
- 7.5. We want to get a better understanding of the impact that lack of housing options is having on employers and their workers, and what is needed to help support the local economy and local services. As part of this we will continue to work in partnership with the Integrated Care System to better understand the housing challenges for their workers and the impacts this may have on the health provision for Greater Cambridge and for the Cambridge University Hospitals in terms of recruitment and retention of their staff. We also welcome conversations with other partners.
- 7.6. We will continue, where appropriate, to give some priority for Social and Affordable Rent homes on new developments to people working locally, through Local Lettings Plans, and explore ways of making better use of other existing policies and practices to help support the local economy and service delivery.

8. Gypsy/Roma/Traveller Accommodation

- 8.1 The councils have commissioned an assessment to identify the accommodation needs of Gypsy & Travellers, Travelling Showpeople, and caravan and houseboat dwellers. This assessment is likely to be completed in mid-2024, following which the councils will need to plan how any needs identified will be met.
- 8.2 Gypsies & Travellers also need places to stop temporarily when they are travelling through the area or need to access local services. The councils are working together with Cambridgeshire County Council and other partners to identify how these needs might be met. The accommodation needs assessment should give more information on the views of the communities themselves and other stakeholders.
- 8.3 Affordable housing in the form of Gypsy and Traveller pitches can be provided in lieu of bricks and mortar where required in order to meet identified need. One single pitch would be equivalent to one dwelling. The pitch must be provided on the same terms as an affordable housing unit.



9. Housing for Refugees

9.1 Refugees displaced by war from a number of other countries have made Greater Cambridge their home over recent years. This includes refugees from Syria, and more recently from Afghanistan and Ukraine.

9.2 South Cambridgeshire in particular had the highest number of Ukrainians offered accommodation by local residents (normally in their own homes), under the national [Homes for Ukraine and Ukraine Family sponsorship schemes](#), compared to all other district councils in the country.

9.3 The councils have worked closely with partners to receive refugees from these areas, accessing grant funding and ensuring that support is available to those affected.

9.4 With some placements under the Homes for Ukraine scheme coming to an end, the focus has moved to preventing these households from becoming homeless, including securing more permanent accommodation for those who need it; although again, the shortage of social and private rented sector housing is a challenge with other competing priorities. Both councils have been successful in securing additional funding to purchase market homes through the Local Authority Housing Fund.

10. Community led /cooperative housing

10.1 The councils are supportive of community led development which enables local groups to provide homes for local people through public support and community ownership.

10.2 We will work with any community-led housing groups who wish to bring forward schemes in the area. As the councils' main priority for use of our own housing land is to deliver mainstream affordable housing, we are unlikely to be able to offer free or cheap land. However, we will signpost groups to available support and may, in some cases, be able to provide start-up or other small grants, subject to availability of funding.

10.3 Any schemes coming forward will need to accord with the general housing policies within the Local Plans, and be aligned to Neighbourhood Plans where relevant. Where development is outside of the village framework within South Cambridgeshire, schemes will be considered under the existing Exception Sites policy.



- 10.4 The [National Planning Policy Framework \(NPPF\)](#) states that the landlord for affordable housing for rent (other than Build to Rent schemes) should be a Registered Provider. Whilst we support this view, we will consider exceptions where community led groups, such as charitable trusts and community land trusts, come forward with affordable housing schemes for local people, and can demonstrate that the homes will be properly managed and maintained.
- 10.5 The allocation of any community led housing tenancies will need to be agreed on a scheme-by-scheme basis with the relevant local authority.

11. Self and custom-build Housing

- 11.1 [The Self-build and Custom Housebuilding Act 2015](#) (as amended by the Housing and Planning Act 2016) provides a legal definition of self-build and custom housebuilding as:

“The building or completion by individuals, associations of individuals, or persons working with or for individuals or associations of individuals, of houses to be occupied as homes by those individuals. But it does not include the building of a house on a plot acquired from a person who builds the house wholly or mainly to plans or specifications decided or offered by that person.”

- 11.2 [National Planning Practice Guidance \(NPPG\) on self-build and custom housebuilding](#) states: *“Self-build and custom housebuilding covers a wide spectrum, from projects where individuals are involved in building or managing the construction of their home from beginning to end, to projects where individuals commission their home, making key design and layout decisions, but the home is built ready for occupation.”*

- 11.3 The councils hold a joint register of people interested, and recognise that this type of housing can help to diversify the housing market. We will seek appropriate provision of self and custom-build homes on new developments, in line with national and local planning policy and evidence of need, and where possible will support community-led/co-housing type schemes as part of the self-build provision.

- 11.4 Whilst the legal definition does not distinguish between self-build and custom-build, the councils take the view that: where individuals are involved in building or managing the construction of their home from beginning to end, this is considered as self-build; and that custom-build is where individuals commission their home, making key design and layout decisions.



- 11.5 The NPPG says that *“off-plan housing, homes purchased at the plan stage prior to construction and without input into the design and layout from the buyer, are not considered to meet the definition of self-build and custom housing”*. The councils therefore take the view that having a choice over kitchen/bathroom fittings does not in itself constitute custom-build, and that individuals must have wider input in terms of the layout and design of the property.
- 11.6 In developments or phases of developments which comprise high density multi-storey flats and apartments, it is expected that any self and custom-build homes which come forward under para 11.3 above will be provided as custom finish units in the form of flats and apartments built to a shell finish where occupiers determine the final layout and internal finish. This could include the location of internal walls, doors and fittings.
- 11.7 Self-build and custom-build housing are generally classified as market housing. They will only be considered as affordable housing where they can also demonstrate that they meet the affordable housing criteria set out in the NPPF and will meet the needs of those priced out of the housing market, and will remain as affordable housing in perpetuity.
- 11.8 Where schemes are brought forward for 100% affordable housing, the councils will not seek any custom/self build homes on that development.

12. Houses in Multiple Occupation (HMOs)

- 12.1 Well managed HMOs can provide a relatively affordable housing solution for single households.
- 12.2 Cambridge City Council’s approach to the development of Houses in Multiple Occupation is outlined in the Local Plan.
- 12.3 Whilst existing local HMOs are predominantly located in Cambridge, South Cambridgeshire would also support provision of good quality, larger HMOs, in appropriate locations. At the same time, as stated in the Cambridge Local Plan, over-concentration of provision in an area needs to be avoided, and potential adverse impact on neighbouring occupiers would need to be minimised.



13. Student accommodation

- 13.1 Students are generally accommodated in private rented housing, or in halls of residence. Build to Rent housing is another model which could potentially meet the needs of more affluent students.
- 13.2 Requirements around meeting the housing needs of students, including recognising the impact of student housing on the local housing market, are dealt with through the Cambridge Local Plan.

14. Other Specific Groups

- 14.1. Requirements around meeting the housing needs of other specific groups, such as care leavers, those experiencing domestic violence, those leaving prison and rough sleepers are all dealt with through South Cambridgeshire District Council's Homelessness Strategy and Cambridge City Council's Homelessness & Rough Sleeping Strategy.
- 14.2. Generally, the needs of these groups can be met through mainstream housing, either through the affordable housing route or in the private sector. However, some more bespoke provision may be appropriate in some circumstances, such as modular "pod" accommodation being delivered in Cambridge City for single homeless people leaving the streets or ready to move on from hostel accommodation.

15. Other build forms

- 15.1 Appropriate, high-quality provision of other, less traditional build-forms may also be considered to meet the needs of specific groups.

Dated: May 2024

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Homes for Our Future Greater Cambridge Housing Strategy 2024-2029

Annex 2: Affordable Housing Requirements

Contents

1.	Introduction.....	2
2.	Affordable Housing Thresholds and Tenure Mix.....	3
3.	Affordable Housing Sizes	5
4.	Flats vs Houses	6
5.	Adaptable and Accessible Affordable Homes.....	7
6.	Affordability.....	8
7.	Letting of Social Rent and Affordable Rent Housing.....	9
8.	Service Charges	10
9.	Additionality	10
10.	Other forms of Affordable Housing	11
	Shared Ownership.....	11
	Rent to Buy.....	12
	Affordable Private Rent as part of Build to Rent Schemes	12
11.	Keeping Affordable Housing Affordable.....	12
12.	Clustering and distribution of affordable housing.....	13
13.	Phasing	13
14.	Viability of Delivering Affordable Housing	13
15.	Commuted Sums.....	14
16.	Vacant Building Credit (VBC)	15
17.	Mortgagee in Possession	15
18.	Rural Exception Site Housing	17
19.	First Homes Exception Sites.....	18
20.	Community Led Housing	18
21.	Almshouses	19
22.	Cumulative Developments.....	19
23.	Section 106 Agreement	19
		1



1. Introduction

- 1.1. To deliver the affordable housing required to meet housing need in Greater Cambridge, a significant proportion will be delivered through the land use planning system using Section 106 Agreements and in partnership with Registered Providers operating in Greater Cambridge This Annex provides a summary of the main requirements relating to the provision of new affordable housing for both councils.
- 1.2. It sets out some of the main high level policies within our adopted Local Plans (2018) relating to affordable housing. It also provides a set of more detailed supplementary requirements, building on the policies in the adopted Local Plans (2018) and on the requirements in the previous Greater Cambridge Housing Strategy 2019 to 2023.
- 1.3. Where relevant, this Annex also sets out the councils' direction of travel based on: updated evidence and changing needs; and a desire to align the housing requirements between the two councils as far as possible, particularly as some of the strategic sites are within both Cambridge and South Cambridgeshire.
- 1.4. This Annex needs to be read in conjunction with the Strategy as a whole, and the affordable housing provisions in the other annexes. In particular: Annex 3 (Clustering & Distribution of Affordable Housing policy), Annex 4 (Affordable Rents policy), and Annex 5 (Build to Rent policy). More information on the evidence used to support the need for affordable housing is in Annex 6 (Summary of Evidence).
- 1.5. This Annex also needs to be read in conjunction with national planning policy, the adopted Local Plans (2018), any relevant Neighbourhood Plans, the emerging Greater Cambridge Local Plan and other relevant planning policies.
- 1.6. Separate to the Strategy, the councils have also published the [Greater Cambridge First Homes Interim Position Statement](#) which will remain in place until such time as the adoption of the Greater Cambridge Local Plan or any subsequent changes to government policy.
- 1.7. The Strategy (including its annexes) and the First Homes Interim Position Statement will be a material consideration in dealing with planning applications.



1.8. For any affordable housing development it is important that developers and Registered Providers (RPs) engage early with the councils' Housing Strategy teams, before the planning pre-application process starts, to ensure that proposals meet both planning and Housing Strategy requirements.

2. Affordable Housing Thresholds and Tenure Mix

Adopted Local Plans (2018)

2.1. Amount of affordable housing to be delivered under the councils' adopted Local Plans:

Local Plan Policies: Cambridge Policy 45 & South Cambridgeshire Policy H/10
Cambridge – 25% of homes on sites of 10-14 dwellings should be affordable, with 40% on sites of 15 or more dwellings, or if the proposed units exceed 1,000 sqm.
South Cambridgeshire – 40% affordable homes on all sites of 10 or more dwellings or if the proposed units exceed 1,000 sqm

2.2. Note: the policies in the adopted Local Plans (2018) refer to sites of 11 or more dwellings, however in November 2018 the planning committees of both Councils agreed to require affordable housing on sites of 10 or more dwellings in line with the National Planning Policy Framework (NPPF).

Additional policy position

2.3. We are seeking to align the percentage of affordable housing by tenure sought on new developments across both councils.

2.4. Local Plan policies do not set out the tenure split expected to be delivered through the affordable housing obligations. Since first publication of our Housing Strategy in 2019, it has become apparent that the delivery of Social Rent homes (at lower rent levels than Affordable Rent homes) has not been achieved to meet the housing needs of those on low incomes.

2.5. Taking into account the viability of a scheme, we are looking to address this by seeking the following tenure split on new developments:

- 75% to be Affordable/Social Rent. On S.106 sites above 15 homes at least 10% (of the 75%) to be allocated for Social Rent



- 25% will typically be for shared ownership where it meets local needs, although other types of tenure may be considered on individual schemes on a case by case basis. Where other tenure types are considered, this must align with the National Planning Policy Framework (NPPF) requirement for at least 10% of the total number of homes to be for affordable home ownership, unless an exemption can be demonstrated.

The percentage of affordable housing and tenure split will be rounded to the nearest whole number (where possible). Table 1 below provides a worked example.

Table 1: Example of Tenure Mix on S.106 sites

Total No. of Homes	No. Affordable Homes	Of which, No. of Social Rent	Of which, No. of Affordable Rent	Of which, No. of Shared Ownership*
10 Cambridge	3	0	2	1
10 South Cambs	4	0	3	1
15	6	1	4	1
25	10	1	7	2
50	20	2	13	5
75	30	3	20	7
100	40	4	26	10
150	60	6	39	15
200	80	8	52	20
500	200	20	130	50

*Other routes to home ownership may be considered

2.6. Given the affordability challenges in Cambridge City and South Cambridgeshire, and the impact of the national First Homes price cap on the sizes of homes likely to be delivered, the councils have taken the decision not to include First Homes within their preferred tenure split at this point in time, unless a developer wishes to deliver First Homes. Further information is set out in our First Homes Interim Position Statement (referred to above).

2.7. The councils will consider their longer term approach to First Homes in the light of national planning policy and guidance, evidence of need, and any changes in national First Homes policy.



3. Affordable Housing Sizes

Adopted Local Plans (2018)

3.1. The adopted Local Plans (2018) are silent on affordable housing sizes by number of bedrooms, although they do cover internal floor areas.

Local Plan Policies: Cambridge Policy 50 & South Cambridgeshire Policy H/12
--

New residential units will be permitted where their gross internal floor areas meet or exceed the residential space standards set out in the Government’s Technical Housing Standards – Nationally Described Space Standards
--

Additional policy position

3.2. The greatest need for social housing for rent across Greater Cambridge over recent years has been for 1 and 2-bedroom properties. However, that need has started to level out and a proportion of larger units should now be part of the affordable housing consideration.

3.3. Table 2 below represents a starting point for the affordable size mix within a development, based on evidence of need across the whole of Cambridgeshire and West Suffolk.

Table 2: Affordable Housing Property Sizes

Property Size	Percentage mix of social/affordable rent homes
1 bedroom	30-40%
2 bedrooms	35 to 45%
3 bedrooms	15 to 25%
4+ bedrooms	0-10%

Source: [GL Hearn, Housing Needs of Specific Groups Cambridgeshire and West Suffolk, October 2021, paragraph 7.75](#)

3.4. In terms of new urban development, including fringe sites, a staged approach will be taken to assess a suitable affordable housing size mix. The factors taken into account will include:

- Up to date evidence
- Demand
- Existing Section 106 requirements
- National policy



- Affordability
- Wheelchair/specialist housing needs
- Mix in surrounding area
- Any other relevant factors

3.5. The mix for rural exception sites will be decided separately based on a specific local needs assessment for that village.

3.6. In addition to the internal residential space standards referred to under 3.1 above, it is important to maximise the number of bed spaces per property for the Affordable/Social Rent to align with the councils' Lettings Policies and Local Housing Allowance criteria. The minimum numbers of bedspaces required by the councils are in Table 3 below.

Table 3: Minimum bed space requirements for Affordable/Social Rent accommodation

Number of bedrooms	Minimum bed spaces required
One	2 persons
Two	At least 4 persons
Three	At least 5 persons
Four	At least 6 persons
Five	At least 7 persons

3.7. Exceptions to this policy may be applied in exceptional circumstances where the council considers it appropriate to meet specific needs.

3.8. The housing needs of applicants for Social/Affordable Rent housing will be assessed via [Cambridge City Council's Lettings Policy](#) and [South Cambridgeshire District Council's Lettings Policy](#). Eligibility by number of bedrooms can be found in the lettings policies, based on Local Housing Allowance (LHA) regulations.

4. Flats vs Houses

Policy position

4.1. For two-bedroom homes in South Cambridgeshire, and for homes where nominations are shared between the two councils: where both flats and houses are provided on a scheme, we will expect the affordable housing to provide a similar proportional split between houses and flats as for the private



dwelling. For three bedroom or larger properties, these should be provided as houses.

4.2. For three bedroom or larger properties in Cambridge City and South Cambridgeshire, including on fringe sites, we will expect the affordable homes to be provided as houses.

4.3. Maisonettes will be counted as flats. Duplex dwellings will be counted as flats unless they have a garden, in which case they will be dealt with as houses.

4.4. It is not acceptable to provide the majority of flats within a development as the affordable housing contribution, unless there are strong reasons for doing so. Having a better balance of flats and houses within the affordable housing provision will offer a greater choice to applicants and help to create settled communities. Particularly in South Cambridgeshire, flats are more difficult to let and have a higher turn-around of tenants.

4.5. In deciding the mix, regard will be had to any specific need for a dwelling type highlighted by the council, as well as the housing mix and dwelling type in adjacent existing areas.

5. Adaptable and Accessible Affordable Homes

Adopted Local Plans (2018)

Local Plan Policies: Cambridge Policy 51 & South Cambridgeshire Policy H/12
<p>Cambridge City - all housing development should be of a size, configuration and internal layout to enable Building Regulations requirement M4(2) 'accessible and adaptable dwellings' to be met; and</p> <p>5% of the affordable housing component of every housing development providing or capable of acceptably providing 20 or more self-contained affordable homes should meet Building Regulations requirement M4(3) 'wheelchair user dwellings' to be wheelchair accessible, or be easily adapted for residents who are wheelchair users.</p> <p>South Cambridgeshire – 5% of homes in a development should be built to the accessible and adaptable dwellings M4(2) standard rounding down to the nearest whole property. This provision shall be split evenly between the affordable and market homes in a development rounding to the nearest whole number.</p> <p>Supporting text: The provision of housing which is constructed to wheelchair housing design standards will only be expected as part of the affordable housing element of developments and then only in response to identified need.</p>



Greater Cambridge proposed direction of travel

- 5.1. Future-proofing new homes so that they are capable of adapting as families age is key in helping to meet the needs of an ageing population.
- 5.2. Based on the evidence provided within the GL Hearn report, The Housing Needs of Specific Groups (referred to above), we would like to see higher accessible and adaptable homes standards for new affordable homes across Greater Cambridge, and we expect all new affordable homes to be built to Building Regulations M4(2) accessible and adaptable standards, with some new affordable homes to be built to Building Regulations M4(3) wheelchair adaptable/accessible standards based on identified needs.
- 5.3. For the strategic sites, a minimum of 5% of the affordable homes should be M4(3) wheelchair adaptable/accessible compliant. The councils will consider whether any further requirements around providing homes which are wheelchair accessible or adaptable should apply more broadly to both affordable and private homes, through consideration of new or updated evidence, and/or taking account of any national changes to requirements.
- 5.4. How the M4(3) homes should be distributed across the site will be determined through negotiation with the council.
- 5.5. Where the tenure of some or all of the homes are switched from market to affordable housing, we will not seek additional M4(3) homes.

6. Affordability

Policy position

- 6.1. It is essential to ensure that affordable housing is as affordable as possible to those who need it.
- 6.2. As a rough guide, Shelter suggests that affordability should be assessed on the basis that no more than 35% of net household income spent on housing costs is considered affordable.
- 6.3. Social Rents are generally set at around 45-50% of market rents. Our expectations around Affordable Rents are laid out in the Affordable Rents annex to this Strategy.
- 6.4. For other affordable tenures the council will work with developers and providers to ensure that the homes are, and can remain, affordable to the group being targeted.



7. Letting of Social Rent and Affordable Rent Housing

Policy position

- 7.1. Under the social housing for rent banner, there are two types of tenure for rent:
- Social Rent housing - this is the most affordable tenure type; locally this is typically up to around 40-50% of an open market rent.
 - Affordable Rent housing - a local Affordable Rents Policy has been developed for Greater Cambridge stating the maximum levels at which we expect Affordable Rents to be set inclusive of service charges (see Annex 4).
- 7.2. All such new homes will be required to be made available to those on the [Home-Link Housing Register](#) through the sub-regional choice-based lettings scheme, unless otherwise agreed with the relevant council. The councils will continue to share allocations on strategic sites between the two local authorities to allow those on the housing register to secure an affordable home either in South Cambridgeshire or Cambridge.
- 7.3. The Councils will seek 100% nomination rights on the first let of all affordable rented homes, dropping to 75% for subsequent relets. This is normal practice in the sector as it allows registered providers to determine the allocation of a proportion of the properties in accordance with their own objectives. However, in practice, many registered providers locally continue to accept nominations from the Council on a 100% of all future relets through the choice-based lettings scheme.
- 7.4. A high proportion of social housing for rent can run the risk of concentrations of households with high priority needs in relatively small areas. To help mitigate potential imbalances we will ensure that well designed, bespoke Local Lettings Plans, setting out specific criteria, are put in place to help address some of these issues where it is considered necessary.
- 7.5. See also paragraph 3.6 of our Affordable Rents Policy at Annex 4 to the Strategy on new homes being brought forward at 80% of market rent, to be let to particular groups through Cambridge City Council's Lettings Policy.



8. Service Charges

Policy position

- 8.1. Housing-related service charges are a fee paid by a tenant to their landlord to cover the costs of maintaining and servicing a building and its surrounding area. The level at which an Affordable Rent is set includes service charges, whereas for Social Rents the service charge is extra. Service charge levels may impact on affordability for tenants. In addition, the cap on the level at which Affordable Rents can be charged means the higher the service charge, the less rental income the Registered Provider is able to generate.
- 8.2. Although high quality is important, developers should incorporate efficient design to avoid unreasonable development that may lead to higher service charges. In particular, consideration should be given to the layout that includes communal space and/or unadopted roads and the impact these will have on increased service charges. (Note that adoption of roads is a County Council responsibility).
- 8.3. Ultimately, the design of a scheme should encourage inclusivity in the community whilst maintaining affordability, particularly for residents of affordable housing. Furthermore, once the development is built there should be an active approach to reviewing service charges on a regular basis to help minimise costs.

9. Additionality

Policy position

- 9.1. In cases where developments have met their Section 106 (S106) obligations for affordable housing, and the tenure of market units is switched to affordable units, it creates additional affordable housing. This is referred to here as "additionality" and is generally supported by both councils.
- 9.2. If a Registered Provider or developer intends to propose additionality, they are required to contact the Housing Strategy team for initial discussions. Dependent on what is written within the original section 106 agreement, a deed of variation may be required to alter the tenure mix of the homes.



9.3. In providing a higher percentage of affordable housing than the 40% requirement, location, tenures and housing types, and the clustering and location of each affordable housing tenure, will need to be given careful consideration to ensure the scheme provides for a balanced community. Where there are higher concentrations of Affordable/Social Rent homes, a Local Lettings Plan will be required.

10. Other forms of Affordable Housing

Policy position

10.1. The latest [Cambridge sub-regional affordability analysis](#) identifies a gap in the local market for those earning between around £25,000 - £60,000, depending on the size of home required. Whilst households within the higher range of this income bracket may not be a priority for Social/Affordable rented housing, the councils recognise that many have difficulty renting privately or accessing the property market to buy a suitable home.

10.2. The councils are therefore supportive of exploring different tenure types to meet differing needs and to help create mixed and balanced communities on a site-specific basis. Evidence points to the greatest affordable housing need being for Social and Affordable Rent, and we recognise that delivery of shared ownership, where it meets local needs, is often the best way of cross-subsidising funding and therefore maximising delivery of those tenures. However, some sites present opportunities for providing a wider range of affordable tenures to provide greater choice and meet wider social and economic objectives.

Shared Ownership

Policy position

10.3. Generally, shared ownership has been the traditional route for intermediate affordable housing for those on middle incomes, and we will continue to support this as a tenure where it is sufficiently affordable to meet the needs of those who cannot access suitable market housing.

10.4. All shared ownership homes should follow current government guidelines in the Homes England [Capital Funding Guide](#), and providers should use the Homes England standard lease agreement. The minimum initial share that can be purchased is currently 10% and the maximum initial share should not exceed 75%. All shared ownership properties to be offered on a 990-year lease. The percentage purchased should be the maximum the purchaser can afford to buy.



Rent to Buy

Policy position

- 10.5. Rent to Buy schemes enable tenants to pay a sub-market rent with the option to buy their home after an agreed period of time, sometimes receiving help with a deposit.
- 10.6. The sub-market rent charged should be at an Affordable Rent level and the homes managed by a Registered Provider until such time that the property is bought. There is also an expectation that tenants will be supported with financial budgeting, etc. to help them progress into home ownership.
- 10.7. Whilst the councils are supportive of looking at alternative options to support those looking to buy a home, we need to ensure that those who are not in a position to purchase these properties after the agreed rental period are not penalised or left without a home.

Affordable Private Rent as part of Build to Rent Schemes

Policy position

- 10.8. Affordable Private Rent as part of Build to Rent schemes may be considered as an option for intermediate affordable housing provision. The councils' approach to this is detailed in our Build to Rent Policy at Annex 5 of this Strategy.

Greater Cambridge proposed direction of travel

- 10.9. Further viability testing will be carried out and used to consider the appropriate percentage of affordable housing to be provided in Build to Rent Schemes and the level of discount to market rents.

11. Keeping Affordable Housing Affordable

Policy position

- 11.1. We expect all affordable housing (other than Affordable Private Rent as part of Build to Rent schemes) to be brought forward by Registered Providers, and to remain available as affordable housing for future eligible households.



- 11.2. Where properties are sold, we would expect as much as possible of the capital receipts received to be reinvested into affordable housing in the Greater Cambridge area, to meet the high levels of need identified locally.

12. Clustering and distribution of affordable housing

Policy position

- 12.1. Our Clustering and Distribution of Affordable Housing Policy at Annex 3 explains our position around how affordable homes should be located and distributed across developments.

13. Phasing

- 13.1. On larger sites where housing is delivered in phases, affordable housing should be delivered proportionately in line with the delivery of market housing. The delivery of affordable housing should also run in parallel with that of market housing. This will be ensured through the Section 106 agreement for the development.

14. Viability of Delivering Affordable Housing

Policy position

- 14.1. The NPPF states that planning applications which comply with up-to-date policies setting out development contributions should be considered viable. However, if there are site-specific circumstances that require a viability assessment at the application stage, assessments should follow the recommended approach in [National Planning Practice Guidance](#), including standardised inputs, and should be made publicly available.
- 14.2. We are committed to working proactively with developers to help them find ways of making a scheme viable to deliver our affordable housing requirements.
- 14.3. Where appropriate, positive changes may be considered to make the site viable. Various options will be explored to support the scheme, such as supporting bids for grant funding for affordable housing or upfront infrastructure costs, implementing review mechanisms including claw-back arrangements, and renegotiating tenure mix and alternative affordable models.



- 14.4. If the developer seeks to deviate from our affordable housing policy position, they will be required to robustly demonstrate why it is not viable to provide a policy-compliant affordable housing allocation. The applicant should engage early and must agree to the commissioning of the council's retained viability consultant. The applicant will meet the costs of the independent assessment.
- 14.5. Any amendments to the numbers, types and tenures of affordable housing will be subject to negotiation with the Greater Cambridge Planning Service and Housing Strategy teams.
- 14.6. Where developers choose not to work with us proactively we will take a robust approach in scrutinising any viability challenges.

15. Commuted Sums

Policy position

- 15.1. The councils will always seek affordable housing on-site. However, in exceptional circumstances if it can be demonstrated that on-site provision is not possible or appropriate, the councils will seek a financial contribution ('commuted sum') towards the future provision of affordable housing. The contribution to be of 'broadly equivalent value' to that which would have been provided on-site. Any financial receipts received by the councils in lieu of affordable housing will be prioritised to help fund the councils' own new-build programmes.
- 15.2. The following sets out the process for calculating the commuted sum where it is considered appropriate.
- 15.3. The councils will commission an independent valuation, with any cost associated with the valuation advice met by the applicant.
- 15.4. The independent valuer will be asked to provide their professional opinion on the following:
- The land value of the whole site without an on-site affordable housing contribution; and
 - The land value of the site with an on-site affordable housing contribution, where the amount of free serviced land is based on the notional scheme for the site.



15.5. The commuted sum sought will be the difference between the two valuations.

16. Vacant Building Credit (VBC)

Policy position

16.1. Vacant building credit is a national policy that grants developers a financial credit when they redevelop [previously developed land](#). This credit can be used to offset their obligations to provide affordable housing within the development project, incentivising the revitalisation of underutilised buildings.

16.2. Where a developer is looking to achieve Vacant Building Credit, the following criteria will be considered to offset the provision of affordable homes:

- **CRITERIA 1:** It is demonstrated that the building has not been in use or occupied in any form for continuous period of 6 months during the previous 3 years (at the point planning permission is granted).
- **CRITERIA 2:** It is demonstrated that the building has been actively marketed during all of the time that it is vacant at market prices with all reasonable offers pursued.
- **CRITERIA 3:** The building is not on land that is covered by an extant planning permission for the same or substantially the same development.

16.3. Consideration will also be given as to whether the building has been vacated for the sole purposes of redevelopment.

17. Mortgagee in Possession

Policy position

17.1. A Mortgagee in Possession (MiP) clause in a section 106 Agreement allows a Registered Providers (RP) to maximise their borrowing power against their assets, so that they can invest in new affordable housing provision. In effect, the clause gives comfort to lenders that in the unlikely scenario of a default on a loan payment they could ultimately take possession of the RP's interest in the affordable housing units used as assets against which the loan is secured.

17.2. Both councils have undertaken extensive research into the inclusion of a MiP clause and are satisfied that there are sufficient safeguards in place via



the Social Housing Regulator to minimise the risk of the potential loss of affordable housing. The councils therefore support the inclusion of a MiP clause in order to maintain the continued delivery of affordable homes.

17.3. A national standard pro forma clause has been developed (as detailed below) which is widely accepted across the country by lenders and will be the standard used by both councils. Any deviation from the wording which would undermine the principles of the clause will cause issues for Registered Providers when they need to secure further funding for affordable housing investment.

17.4. **Standard MiP Clause**

It is hereby agreed and declared that nothing in this Schedule shall be binding on a mortgagee or chargee (or any receiver (including an administrative receiver) appointed by such mortgagee or chargee or any other person appointed under any security documentation to enable such mortgagee or chargee to realise its security or any administrator (howsoever appointed) including a housing administrator (each a Receiver)) of the whole or any part of the Affordable Housing Units or any persons or bodies deriving title through such mortgagee or chargee or Receiver PROVIDED THAT:

1. such mortgagee or chargee or Receiver shall first give written notice to the Council of its intention to dispose of the relevant Affordable Housing Units and shall have used reasonable endeavours over a period of three (3) months from the date of the written notice to complete a disposal of the relevant Affordable Housing Units to another registered provider or to the City Council/South Cambridgeshire District Council for a consideration not less than the amount due and outstanding under the terms of the relevant security documentation including all accrued principal monies, interest and costs and expenses; and
2. if such disposal has not completed within the three (3) month period, the mortgagee, chargee or Receiver shall be entitled to dispose of the relevant Affordable Housing Units free from the provisions in this Schedule which provisions shall determine absolutely in so far as they relate to the relevant Affordable Housing Units.

17.5. A MiP clause will usually only be acceptable where a registered provider is involved, and subject to a requirement that the mortgagee first



actively seeks to dispose of properties to another registered provider approved by the council.

18. Rural Exception Site Housing

Adopted Local Plans (2018)

Local Plan Policy: South Cambridgeshire Policy H/11
Developments outside of the village framework may be considered where it will deliver affordable housing for local people based on identified need. A small proportion of market homes may be considered on viability or deliverability grounds to support more sites coming forward.

Additional policy position

- 18.1. South Cambridgeshire District Council promotes the provision of affordable housing for local people through its Rural Exception Site Policy.
- 18.2. Where there are groups of smaller settlements, development in one village may support services in a village nearby and meet housing need within a wider catchment area. An up-to-date housing needs assessment should be undertaken to ascertain the numbers, types and tenures of homes needed to meet local housing need. It is also important that a Registered Provider leads on the delivery of a rural exception site working in conjunction with the developer, parish council and Cambridgeshire Acre (the rural housing enabler).
- 18.3. Where a potential rural exception site is identified, the developer/RP should make contact with the Housing Strategy Team in the first instance. The expectation is that a pre application is made prior to the submission of a planning application, and that this should be a full application rather than an outline planning application, and that the Registered Provider is party to the section106 Agreement.
- 18.4. Rural Exception Site schemes are permitted only for meeting an identified affordable housing need and would not normally come forward for residential development. Therefore, the expectation is that land values are kept at agricultural levels to ensure schemes are viable and meet the purposes of the policy.



- 18.5. The number of affordable homes provided on a rural exception site should not be greater than the level of local need identified. The appropriate scale of development will be influenced by the category of village, the size and character of the built-up area of the individual village concerned, the level of local housing need and the level of services and facilities available in the village in terms of achieving sustainable development..
- 18.6. Where rural exception sites are located in the countryside, the impact of the proposed development on village character and the rural landscape will be key considerations in determining any planning application. An application will only be approved if the location and design of a proposal minimises any adverse impact and can demonstrate that it can be assimilated into the local environment in an acceptable way, and is appropriate in respect of other planning considerations.
- 18.7. Rural exception sites that are within or adjoin the Green Belt, will only be considered where no alternative sites exist that would have less impact on Green Belt purposes. This requirement means that applicants must demonstrate by way of a sequential test that no alternative appropriate sites can be found outside of the Green Belt.
- 18.8. Proposals to extend rural exception sites will be considered on their merits, having regard to the overall scale of the site that would be created together with the original development and the cumulative visual impact as a result of a larger development in the countryside.

19. First Homes Exception Sites

Policy position

- 19.1. Rural exception sites (as set out above) will always be South Cambridgeshire District Council's preference as they meet specified local need. If a developer wants to bring forward a First Homes Exception Site the developer will need to evidence why it would be more appropriate than a rural exception site in that area. Any First Homes Exception Site will include a local priority for allocation to that village.

20. Community Led Housing



Policy position

- 20.1. See Annex 1, Housing for Specific Groups.

21. Almshouses

Policy position

- 21.1. Almshouses will generally be treated as affordable housing, so long as the provider is officially registered as an almshouse charity. A management plan will need to be agreed with the relevant council.

22. Cumulative Developments

Policy position

- 22.1. It is crucial for new sites or schemes to make suitable affordable housing contributions. Therefore, if developments were permitted cumulatively as a number of smaller developments, the full requirements of that larger combined site would not be met.
- 22.2. Therefore, we will seek consideration of cumulative development where the same landowner/developer is bringing forward adjoining sites on a piecemeal basis or purchasing the land at the same time but then parcelling up the site.
- 22.3. Where this is considered to be the case, the affordable housing requirement should be calculated based on the combined development. Account should be taken from the first application being approved and any subsequent applications.

23. Section 106 Agreement

Policy position

- 23.1. There is an expectation that the councils' standard s106 agreement template will be used for any new developments.



Dated: May 2024



Greater Cambridge Housing Strategy 2024-2029

Annex 3: Clustering & Distribution of Affordable Housing Policy

Contents

1. Purpose	2
2. Key Principles.....	2
3. Policy.....	3
Clustering	3
Tenure distribution.....	4
Unit size distribution	4
Affordable housing distribution across sites	5
4. Exceptions to policy.....	5
5. Background – national policy and guidance	6
National Planning Policy Framework.....	6
National Design Guide	7
Charter for Social Housing Residents (Social Housing White Paper).....	7
Cambridgeshire Horizons – Balanced and Mixed communities – A Good Practice Guide.....	7
Response from Registered Housing Providers.....	8



1. Purpose

- 1.1. This policy sets out the requirements of both South Cambridgeshire District Council and Cambridge City Council with regards to clustering and distribution of affordable housing on new developments. It covers how Social Rent, Affordable Rent and Shared Ownership should be clustered and distributed in relation to other tenures, and how sizes and types of affordable homes should be grouped together.
- 1.2. The policy does not specifically cover Discount Market Homes, Rent to Buy, or Build to Rent because ultimately, they will be market homes, but it does include how Social Rent, Affordable Rent and Shared Ownership should be placed in relation to those other intermediate tenures and to private market homes.
- 1.3. The policy should be used to help guide applicants to submit successful planning applications and will be a material consideration in making decisions on applications.
- 1.4. This policy is set within the Greater Cambridge Housing Strategy's long-term vision and objectives, which in turn reflect the broader priorities of the two councils. In particular, together with other interventions such as community development work with new and existing communities, it will help to promote health and well-being and tackle inequality, through supporting the creation of mixed, balanced, and inclusive communities.

2. Key Principles

- 2.1. Both Cambridge City Council and South Cambridgeshire District Council are keen that new developments provide mixed, balanced, and sustainable communities. To facilitate this the councils seek, wherever possible, fully integrated mixed tenure housing schemes which are tenure blind/tenure neutral. Support will be given to acceptable levels of clustering and ensuring that the affordable housing is dispersed appropriately across the whole development.
- 2.2. Clusters of affordable housing should contain a mix of affordable tenures so that Social & Affordable Rent and intermediate units are not grouped separately from each other. This equitable cluster placement and good design will help create tenure blind clusters.



2.3. Additionally, the clusters should usually contain a mix of unit sizes, for instance a mix of 1, 2, 3, and 4-bedroom homes. This should help increase opportunities for different sizes and types of households to mix and can help to prevent similar household types being grouped together which may cause, for example, areas of high child density, groups of residents with similar economic backgrounds or with high support needs.

3. Policy

Local Plan Policies: Cambridge Policy 45 & South Cambridgeshire Policy H/10
Cambridge City - Requires affordable housing to be of <i>“tenure blind design indiscernible from and well-integrated with the general market housing.”</i>
South Cambridgeshire – Requires affordable housing to be provided in <i>“small groups or clusters distributed through the site”</i> .

Clustering

- 3.1. **Small or rural parcels of up to 30 units (except for 100% exception sites):** Houses - maximum clusters of 6 to 8 units. Blocks of flats – Maximum of 12 flats in a block with access from a lift or common stairwell. Ground floor flats should have their own entrances, if possible, as they are likely to be allocated to older or disabled residents or families with children.
- 3.2. **Medium mixed tenure residential parcels of 30 to 200 units:** Maximum clusters of 15 units, whether houses or flats. Clusters should not abut each other, and should be dispersed appropriately across the whole development. This will include blocks of flats that share a lift/stairwell. Ground floor flats should have their own entrances, if possible, as they are likely to be allocated to older or disabled residents or families with children.
- 3.3. **Large mixed tenure residential parcels 200 units and over:** Maximum clusters of 25 units per parcel, whether houses or flats. Clusters should not abut each other where it results in exceeding the maximum cluster size and should be dispersed appropriately across the whole development. Blocks of flats to have a maximum of 15 units sharing a lift/stairwell. Ground floor flats should have their own entrances if possible as they are likely to be allocated to older or disabled residents or families with children.
- 3.4. Where a development site is to be built out in separate phases/parcels developers must take account of the location of affordable homes within neighbouring parcels of land to ensure clusters do not adjoin each other and



are well dispersed across the development as a whole. They should also take account of the location of any existing affordable housing which may be adjacent to the site.

Tenure distribution

- 3.5. Clusters should contain a mix of affordable tenures, to include rented and intermediate tenures.
- 3.6. Care should be given to placement of different tenures in blocks of flats to ensure a balance between tenure-blind design, ease of management and aiming to keep service charges to a minimum but avoiding too much segregation. However, social or affordable rent homes having different internal communal areas, stairwells and/or lifts as other tenures will generally be acceptable, provided it is clearly done for ease of management and to keep service charges at reasonable levels, and provided the overall design of the scheme remains tenure blind.
- 3.7. There may be occasions where splitting the tenure type would be detrimental to the wellbeing of the residents. One such instance would be a number of units designated for over 55's, which may benefit being sited together to ensure interconnected similar lifestyles and more efficient provision of any necessary care and/or support, providing they are designed and located so that they integrate well with the rest of the development.

Unit size distribution

- 3.8. Clusters should contain a mix of unit sizes. Care should be taken to refrain from placing more than 3 to 4 larger family units together, to help prevent high concentrations of children/young adults which could potentially result in management issues. Preference is to intersperse the larger units with smaller 1 or 2 bed units.
- 3.9. For flats, if possible, there should be a mix of unit sizes in blocks and on each floor.
- 3.10. Finally, at all stages of design, service charges levels should be considered. High service charges will increase the risk of the affordable units being unaffordable.
- 3.11. It is recommended that there is early engagement with the relevant council's Housing Strategy Team, before the pre-app process starts. This will help to ensure that a timely agreement on the distribution of the affordable



housing can be reached. It is also expected that the applicant will provide a robust Affordable Housing Statement to be submitted with the application. It will need to cover the reasonings for placement and tenure/size distribution of the affordable units across the development and how these are expected to contribute towards a mixed, balanced, and sustainable community.

- 3.12. For some schemes both councils will seek to implement and publish a Local Lettings Plan (LLP) detailing how applicants should be prioritised for the allocation and letting of the Social and/or Affordable Rent homes. An LLP, such as for initial allocations on new larger developments, will help to achieve broader objectives for creating mixed and balanced communities, or can help to address or prevent particular issues from arising in a local area. The LLP will need to be discussed and agreed by all parties involved.

Affordable housing distribution across sites

- 3.13. To prevent large clusters, promote tenure neutrality and help provide mixed, balanced, sustainable communities, other than in 100% affordable schemes, we expect affordable housing to be dispersed appropriately throughout the entire development.
- 3.14. The affordable housing should be optimally distributed throughout the site to prevent tenure 'monocultures. It should also be located fairly and equitably in terms of access and proximity to on-site amenities such as open space, play space and access to community facilities.
- 3.15. On phased developments or large developments split into parcels of land, the location and clustering of affordable housing on neighbouring parcels should be taken into account to ensure the even distribution of affordable housing clusters throughout the area as a whole.
- 3.16. Similarly, the location and clustering of any existing affordable housing which is adjacent to and in close proximity to the site should be taken into account when deciding the positioning of affordable housing on the site. H
- 3.17. Homes of all tenures should be represented in equally attractive and beneficial locations

4. Exceptions to policy

- 4.1. Exceptions to policy may be justified because of the type or scale of the development or where there are particular site issues or constraints. For example: if the scheme is very small or in an area of a particular character;

Annex 3: Clustering & Distribution of Affordable Housing Policy



100% affordable housing schemes; where the development is predominantly made up of high-density flatted blocks; where restricted by height requirements/guidance; on regeneration sites; where the development is offering significant improvement against building regulation targets for water usage or energy consumption; or where it can be clearly demonstrated that it would significantly increase service charge levels. Other exemptions may include specialist, supported or age-related schemes where critical mass is needed.

- 4.2. In some instances the councils may consider proposals to go above the clustering thresholds referred to in the policy where it is satisfied that the affordable homes are proportionally distributed within the wider scheme, where there are no noticeable concentrations of affordable housing in a particular area which could potentially result in a non-inclusive community in the long term, or where the councils are fully satisfied that sufficient mitigations are in place to counter any potential adverse effects..
- 4.3. The design, layout and management of the homes will be key considerations in determining proposals that exceed the clustering numbers. The onus will be on the developer/ Registered provider to provide a robust Housing Statement alongside the planning application. It must specify the reason why the scheme deviates from this Policy and further describe how they intend to ensure the scheme links with the councils' Key Principles above. The developers will also be expected to demonstrate how the homes integrate with nearby existing communities.
- 4.4. We recognise that Local Lettings Plans can help to ensure a mixed and balanced scheme, and help to mitigate against having larger clusters or on schemes of 100% affordable housing. An LLP, together with a robust management plan, must be agreed prior to occupation. However, in assessing whether an LLP provides sufficient mitigation, the councils will also take into account the fact that an LLP for a new development will normally, due to its nature, lapse once all the homes have been let for the first time.

5. Background – national policy and guidance

National Planning Policy Framework

- 5.1. [The National Planning Policy Framework \(NPPF\)](#) (published in September 2023) says: “*planning policies and decisions should aim to achieve healthy, inclusive and safe places which promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other*”, and which are “*safe and accessible, so that*

Annex 3: Clustering & Distribution of Affordable Housing Policy



crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion.”

National Design Guide

- 5.2. The [National Design Guide 2019](#) (updated in 2021) is expected to be read alongside [National Planning Policy Guidance \(Design: process and tools, updated in 2019\)](#). It sets out the characteristics of well-designed places and demonstrates what good design means in practice.
- 5.3. Its purpose is to *“illustrate how well-designed places that are beautiful, healthy, greener, enduring and successful can be achieved in practice”*. It aims to avoid features that could create actual or perceived barriers, or contribute to segregation, both within the development and its surroundings.
- 5.4. It states that where different tenures are provided they should be well-integrated and designed to the same high quality to create tenure neutral homes and spaces.
- 5.5. Part of the Guide’s definition of ‘tenure neutral’ includes there being *“no segregation or difference in quality between tenures by siting, accessibility ... etc”*. Also that *“homes of all tenures are represented in equally attractive and beneficial locations.”*

Charter for Social Housing Residents (Social Housing White Paper)

- 5.6. The [Charter for Social Housing Residents - Social Housing White Paper](#) published in November 2020 looked to address issues of inequality for social housing tenants. Within the Charter there is a focus on ensuring integration of social housing in communities which aligns with the objectives of this Clustering and Distribution Policy.
- 5.7. *“It is vital that social housing is treated as an integral and valued part of our housing system, rather than being separated or segregated from other forms of housing”*.

Cambridgeshire Horizons – Balanced and Mixed communities – A Good Practice Guide.

- 5.8. The Cambridgeshire Horizons document also reflected that there is no obvious ‘best’ method of mixing tenures, but that ‘ghettos’ of affordable housing are best avoided.



5.9. Twelve (12) units per stairwell/lift was originally based on the Homes & Communities Agencies Design Guide, which said that a maximum of 15 units should share a stairwell/lift. The councils have taken the approach for a number of years that all schemes should have a maximum of 12 units to a stairwell and this has worked for us and the Registered Providers. However, we recognise this may not be possible on larger, higher density schemes and the policy has been amended for medium/large schemes.

Response from Registered Housing Providers

5.10. In 2021 the councils undertook a survey with Registered Providers who have stock in the areas of Cambridge City and South Cambridgeshire. The responses were very clear that they preferred to have clusters that are easy to manage and distributed evenly across sites. They preferred a mix of tenures and house types within a cluster to ensure a mix of single person households, couples, and families. They preferred that larger properties were not grouped together since this will lead to high child densities which can result in high cases of Anti-Social Behaviour.

Dated: May 2024



Homes for Our Future Greater Cambridge Housing Strategy 2024-2029

Annex 4: Affordable Rents Policy

Contents

1. Purpose	2
2. Introduction.....	2
3. Policy Position – Affordable Rents	3
4. Justification.....	4
5. Affordability.....	5



1. Purpose

- 1.1. This policy sets out the objectives for both South Cambridgeshire District Council and Cambridge City Council with regards to how Registered Housing Providers determine new Affordable Rents for social housing in Greater Cambridge. It applies only to Affordable Rents and does not look at Social Rent levels or the wider affordability issues of other affordable housing tenures. However, in considering Affordable Private Rent as part of a Build to Rent scheme, regard should be given to this policy.
- 1.2. It should also be noted that both Cambridge City and South Cambridgeshire District are identified as high affordability pressure areas and therefore the councils encourage Registered Housing Providers to provide Social Rent homes where possible.

2. Introduction

- 2.1. This policy is set within the Greater Cambridge Housing Strategy’s long-term vision and objectives, which in turn reflect the broader priorities of the two councils. In particular it will help to tackle poverty and inequality and promote health and well-being through:
 - Ensuring homes are as affordable as possible to live in
 - Promoting mixed, balanced, and inclusive communities
- 2.2. This policy was originally developed in 2021 as an additional annex to the Greater Cambridge Housing Strategy 2019 to 2023. It has since been reviewed as part of the refresh of the Housing Strategy for 2024 to 2029. It is set within the context of the government’s affordable rents policy and taking into account the [Homes England Capital Funding Guide](#).
- 2.3. The government’s [Policy Statement for Rent for Social Housing](#), updated 14 December 2022, states that: “the rent for affordable rent housing (inclusive of service charges) must not exceed 80% of gross market rent. Housing Providers should have regard to the local market context including the relevant Local Housing Allowance for the Broad Rental Market Area in which the property is located, when setting Affordable Rents.”



- 2.4. Given the high costs of privately renting in Greater Cambridge, Affordable Rents at the maximum of 80% of gross market rent remain unaffordable to a high proportion of those households on the Housing Register who are on lower incomes.
- 2.5. This policy looks to achieve a balance between increasing supply of affordable homes and ensuring that rented homes are affordable. It has been developed having regard to the local market context and the affordability challenges facing the area. It builds on the current good practice and partnership approach with Registered Housing Providers, with the aim to achieve consistency and fairness across Greater Cambridge.

3. Policy Position – Affordable Rents

- 3.1. Based on affordability evidence below, the following should apply when determining Affordable Rents for Greater Cambridge:
 - 3.1.1. Cambridge City Council and City fringe sites crossing the border with South Cambridgeshire - the rent for Affordable Rent housing (inclusive of eligible property related service charges) should not exceed 60% of gross median market rent in Cambridge City for that size of property, location type and service provision, or the current Local Housing Allowance rate (applicable for properties up to 4 bedrooms) whichever is the lower. (Although see also paragraphs 3.5 & 3.6 below)
 - 3.1.2. South Cambridgeshire District Council (excluding City fringe sites) - the rent for Affordable Rent housing (inclusive of eligible property related service charges) should not exceed 70% of gross median market rent for that size of property, location type and service provision, or the current Local Housing Allowance rate (applicable for properties up to 4 bedrooms), whichever is the lower.
- 3.2. Gross median market rent means the rent (inclusive of any applicable service charges) for which the accommodation might reasonably be expected to be let in the private rented sector in the relevant district. Property size, location type and service provision must be taken into account when determining what gross market rent a property might achieve if let in the private rented sector.
- 3.3. Generally, Affordable Rents can be applied based on the current Local Housing Allowance Rate for properties up to 4 bedrooms without obtaining a valuation. However, Registered Housing Providers should check to ensure that the LHA rate is not higher than either 60% of gross median rent in the



City and city fringes or 70% of gross median rent in South Cambridgeshire based on similar properties in the locality. Where a valuation is required, these should be made in accordance with a method recognised by the Royal Institution of Chartered Surveyors, as set out in the Policy Statement on Rents for Social Housing.

- 3.4. For new developments, the Registered Housing Provider must inform the relevant local authority of the projected rents to be charged as part of the development monitoring process with the local authority, providing details of the valuations undertaken where applicable.
- 3.5. Where the design and quality of homes is above national or local planning standards in place at the time, to help achieve the councils' objectives in relation to zero carbon homes and tackling fuel poverty, consideration will be given for Affordable Rents to be charged at up to 80% of a median market rent. Registered Providers will need to demonstrate that the overall affordability of the home, in terms of issues such as fuel costs and repair & maintenance of heating systems will be sufficiently reduced so that it is cost neutral to tenants.
- 3.6. New homes brought forward either in addition to the 40% affordable housing requirement in the Local Plan, or in place of intermediate tenures, which are to be let through **Cambridge City Council's** Lettings Policy may, in some circumstances, be offered at up to 80% of market rent to particular groups who are more likely to be able to afford a slightly higher rent, such as local workers. This is subject to agreement with Cambridge City Council and will be considered on a case by case basis. Creating a mixed and balanced community will be a key consideration.

4. Justification

- 4.1. Since the introduction of Affordable Rents in 2011, there has been a general consensus between the sub regional local authorities and the Registered Housing Providers that Affordable Rents should be set at or below the Local Housing Allowance rate. This has also been the policy approach required since the Greater Cambridge Housing Strategy was introduced in 2019. This ensured that the Affordable Rents were kept at an affordable level to those on low incomes and that housing benefit (or the housing element of Universal Credit) would cover the costs of an Affordable Rent.
- 4.2. As at October 2023, the percentage threshold set out at paragraphs 3.1.1 and 3.1.2 is broadly in line with LHA rates. The reason the councils have set a threshold as well as the LHA rate is to ensure that Affordable Rents will



remain at an affordable level if in future there was a significant increase in the LHA.

5. Affordability

5.1. Affordable Rents should be targeted at those for whom housing options are limited.

5.2. Housing charity Shelter says that as a rough guide affordable housing should cost no more than 35% of a household income after tax and benefits. The charity acknowledges, however, that 35% of income will be more difficult for people on very low incomes to pay than for those who earn more. The [‘diamond’ affordability analysis](#) for the Cambridge Sub Region (2023) also applies 35% of household income when considering the affordability of housing.

5.3. Data on the [gross disposable household income](#) published by government in 2021 identifies the average income that households have available to spend after tax and receipt of benefits is £22,711 for Cambridge and £27,031 for South Cambridgeshire.

Table 1: Affordability based on 35% of Average Household Disposable Income spent on rent

Local Authority Area	Average Disposable Household Income per Annum	Average Disposable Household Income per week	35% to be spent on Rent per week
Cambridge City	£22,711	£437	£153
South Cambs	£27,031	£520	£182



Table 2: Discounts required for Affordable Rents to be affordable based on median private rents and 35% of average disposable household income

Local Authority Area by Property Size	Average Median Weekly Market Rent*	35% to be spent on Rent based on Average Disposable Household Income	% Discount to market rent required	Percentage of median rent likely to be affordable
Cambridge – 1 bedroom	£276	£153	45%	55%
Cambridge – 2 bedroom	£345	£153	56%	44%
Cambridge – 3 bedroom	£391	£153	61%	39%
South Cambs – 1 bedroom	£207	£182	12%	88%
South Cambs – 2 bedroom	£275	£182	34%	66%
South Cambs – 3 bedroom	£321	£182	43%	57%

*(Source: Hometrack March 2023 data)

5.4. Table 2 above, demonstrates that there can be a large variance in the discount to market rent required to make an Affordable Rent affordable to households on an average income, dependent on the size and location of the property. However, in all scenarios, except for one bedroom properties in South Cambridgeshire, the discount required even for those on average incomes would be more than the discount applicable to the thresholds set at paragraphs 3.1.1 and 3.1.2; and if applied, is likely to make the delivery of a scheme unviable. Therefore, it is acknowledged that for many households on lower incomes they will need to spend more than 35% of their net income on housing costs.

5.5. In terms of viability, based on both councils’ newbuild programmes it can be demonstrated that it is viable to provide high quality homes at Affordable Rents set at the current Local Housing Allowance Rate, which is comparable with the percentage thresholds stated at paragraphs 3.1.1 and 3.1.2.



5.6. Therefore, whilst the discount required may vary dependent on property size and location, having Affordable Rents at 60% of a median rent in the City and City fringes and 70% of a median rent for the rest of South Cambridgeshire, is considered to be a fair and reasonable balance between affordability for those on lower household incomes and taking into account scheme viability.

Dated: May 2024

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Homes for Our Future Greater Cambridge Housing Strategy 2024-2029

Annex 5: Build to Rent Policy

Contents

1. Purpose	2
2. Introduction	2
3. What this policy covers	3
4. Policy	4
5. Justification for policy.....	7
Strategic context.....	7
The potential pros and cons of Build to Rent schemes.....	8
Evidence of demand.....	10
Design and Distribution of Build to Rent schemes.....	12
Size of homes required.....	13
Provision of affordable housing (Affordable Private Rent).....	13
Affordable Private Rent eligibility and rent setting	14
Tenancies (market and affordable homes)	16
Scheme management	16
Future decommissioning of schemes	16
Decommissioning of Affordable Private Rent	17
Monitoring of Affordable Private Rent.....	17
Viability	18
Equalities.....	18



1. Purpose

- 1.1. This policy outlines the approach that the councils will take around the development of new, purpose-built homes for rent brought forward by private investors.
- 1.2. It does not include rented homes brought forward by individuals, or by or on behalf of housing charities/housing trusts. (Housing charity/trust development is covered in Affordable Housing Requirements at Annex 2 to the Strategy).
- 1.3. The policy should be used to help guide applicants to submit successful planning applications and will be a [material consideration](#) in making decisions on applications.
- 1.4. The policy formed an annex to the Greater Cambridge Housing Strategy 2019-2023, and has been reviewed as part of the 'refresh' of the Housing Strategy for 2024 onwards.

2. Introduction

- 2.1. Build to Rent is defined in the [National Planning Policy Framework](#) (NPPF), (published December 2023) as:

“Purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses, but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.”

- 2.2. The NPPF also sets out, as part of the affordable housing definition, that:

“For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).”

- 2.3. Build to Rent and Affordable Private Rent, as types of private rented sector housing, are different from Social and Affordable Rent homes provided by councils and other registered providers specifically for applicants on the councils' housing registers. Build to Rent, together with provision of Affordable Private Rent, is generally funded by commercial investors seeking a long-term rental income.



- 2.4. National Planning Practice Guidance (NPPG) on [Build to Rent](#) (updated June 2021) states that local planning authorities should use a local housing need assessment to take into account the need for a range of housing types and tenures in their area, including provision for those who wish to rent. If a need is identified, authorities should include a plan policy setting out their approach to promoting and accommodating build to rent, recognising the circumstances and locations where build to rent developments will be encouraged.
- 2.5. The policy has been informed by the NPPF and NPPG; and research carried out on the [Housing Needs of Specific Groups in Cambridgeshire and West Suffolk \(GL Hearn, 2021\)](#).
- 2.6. Other evidence used includes research on Build to Rent commissioned by the two councils. These were: Savills: [The Build to Rent market in Greater Cambridge and West Suffolk, June 2020](#), and Arc4: [Market demand appraisal reports, and Build to Rent Market Strategic Overview and Summary of Site Specific Appraisals 2021](#).
- 2.7. The affordable housing requirement on Build to Rent schemes detailed in this policy does not change the overall requirement for 40% affordable housing on major multi-tenure development sites as set out within the councils' Local Plans. (Major housing developments are defined in the NPPF as where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more).

3. What this policy covers

- 3.1. There is no single model for Build to Rent schemes, and sizes of schemes can vary. They can be stand-alone schemes – for example in infill areas – or blocks/phases within larger development areas planned or being brought forward for development. In the context of the NPPF and the councils' wider objectives, this policy applies to schemes which:
 - 3.1.1. Provide good quality homes, designed and built specifically and entirely for rent (excluding conversions).
 - 3.1.2. Are held as Build to Rent under a covenant of at least 15 years.
 - 3.1.3. Offer tenancies of three years or more to all tenants who want them (subject to any changes introduced through the Renters (Reform) Bill once enacted).



- 3.1.4. Are professionally managed stock in single ownership and control; and
- 3.1.5. Are expected to include appropriate provision of affordable housing.
- 3.1.6. It does not cover stock built for sale where a developer/investor or registered provider decides to retain a number of the homes for use as private rented stock. It also does not cover for-sale homes that are purchased on completion of a private for sale scheme.

4. Policy

- 4.1. An appropriately balanced mix of property sizes will be required in any scheme, taking into account profile of demand, to help support the councils' aspirations around place shaping and creating mixed and balanced communities.
- 4.2. The councils may require Build to Rent schemes on major multi-tenure development sites to be spread out across the development in small groups. They may also require a limit on the size of schemes and/or the proportion of Build to Rent homes provided in a particular location.
- 4.3. Quality of schemes is important; particularly environmental standards. National space standards will also apply, as will relevant national and local planning policies and area specific planning requirements in relation to a range of issues, such as high-quality design, amenity space, car and cycle parking, accessibility standards and biodiversity net gain.
- 4.4. Some internal and/or external communal space and/or in-house amenities are expected to be provided in Build to Rent schemes, including work-space provision which should be available for use by both market and Affordable Private Rent tenants. Design also needs to take into account likely frequent movement of furniture and belongings through communal areas. Public open space around Build to Rent schemes should, where appropriate, add to the amenities available to the wider community to encourage wider social interaction.
- 4.5. A single management company or operator will be expected to manage the whole Build to Rent scheme, including providing an appropriate level of daily on-site management. We would expect the management company to also work alongside other local community development provision as appropriate to support cohesion between Build to Rent residents and the wider community.



- 4.6. A robust market report will be needed to clearly demonstrate how any scheme would meet local need and demand. Information will also be required on how schemes and management will support the place-shaping agenda.
- 4.7. The affordable housing contribution, as a long-term benefit in perpetuity, will normally be expected to be provided on-site where it is necessary to build or contribute to a mixed and balanced community, as Affordable Private Rent or through other affordable tenures where part of a wider multi-tenure development. However, there may be circumstances where the councils consider an equivalent financial contribution to be more appropriate, making up either all or part of the affordable contribution, to be invested in affordable housing elsewhere; for example, where this would achieve a better overall mix of tenures, or for other reasons.
- 4.8. A minimum of 20% homes in Build to Rent developments of 10 or more homes will be required to be provided as Affordable Private Rent, subject to paragraphs 4.7 above and 4.24 below. This is a minimum and the councils will seek to achieve a higher percentage than this wherever possible.
- 4.9. All the Affordable Private Rent homes must be constructed and managed to the same high-quality standards as the market rent homes. They must be tenure-blind and physically indistinguishable from the market homes in terms of design, quality, size and location on the site, and access to and payment for services and utilities. In the case of apartments, different buildings for different tenures will not be acceptable.
- 4.10. Affordable Private Rent homes must be provided at a minimum discount of 20% relevant to local market rents, and be affordable and available to households on a range of incomes who would struggle to rent or buy locally on the open market. In setting rent levels regard should be had to our Affordable Rents policy (Annex 4 to the Strategy). This is a minimum discount, and the councils will seek to achieve a higher percentage discount wherever possible.
- 4.11. There should be clear arrangements for setting and reviewing rents for both the market and affordable homes, providing some certainty to applicants from the outset about how rent levels are likely to change. This includes setting a maximum amount or percentage by which rents can be increased each year. Rental discounts for the Affordable Private Rent homes should be reviewed on the same basis as rents for market homes.



- 4.12. The councils may want particular groups to be given some priority for the Affordable Private Rent homes; local workers on developments close to areas of employment for example.
- 4.13. For Affordable Private Rent homes, criteria around issues such as: eligibility; rent setting and review; marketing; monitoring; and clawback and other arrangements should units be decommissioned at any time, will need to be agreed with the relevant council.
- 4.14. The section 106 agreement will need to include a monitoring and review mechanism covering the option for post-occupation trade-off between the number of Affordable Private Rent units and the rental discount offered on them should future circumstances justify a higher level of discount.
- 4.15. A monitoring fee will be agreed within the section 106 agreement to cover the council's costs for the initial and future monitoring of the scheme.
- 4.16. Changing of Affordable Private Rent to another tenure may be permitted in some circumstances. For example, one-for-one swaps between market and affordable; where a trade-off is agreed with the council between the number of Affordable Private Rent units and the rental discount offered on them; or where it is clearly impracticable to continue to retain the dwellings as Affordable Private Rent.
- 4.17. A clear exit plan will need to be agreed with the council through the section 106 in case some or all of the market and/or affordable homes are decommissioned in the future, with agreed clawback arrangements in place.
- 4.18. Tenancies of at least three years should be offered, and preferably longer; subject to any future legislative changes, such as through proposals in the Renters (Reform) Bill.
- 4.19. All tenants (market and affordable) should be given the opportunity to renew their tenancy at the end of their tenancy period, with tenant-only tenancy break clauses in place allowing a month's notice any time after the first six months. This should apply during the overall covenant period as a minimum.
- 4.20. No-one should be excluded on the basis of being in receipt of state benefits; and mechanisms should be in place for support to be available if a tenant falls into financial difficulties.
- 4.21. Introduction packs are expected to be provided for all new tenants.



- 4.22. A covenant period of at least 15 years will apply to the market homes. Longer covenants of up to 25 years or more will be sought wherever possible. The methodology for valuing the market and affordable homes will be included in the section 106 agreement to enable the level of clawback to be calculated should the covenant be broken.
- 4.23. Valuation for viability purposes should be in line with up to date nationally recognised guidance for Build to Rent.
- 4.24. On major multi-tenure developments or as part of larger development areas, viability should form part of the wider viability assessment covering the whole development area. As part of this, subject to viability, 40% of the homes across the whole development, will be expected to be provided as affordable housing (and/or – in exceptional circumstances – as any agreed commuted sum); with the Affordable Private Rent or other Build to Rent affordable housing contribution contributing towards the 40%. Any potential trade-off between complying with this policy, national and local planning policies, and any area specific planning requirements, and keeping rents, including service charges, at reasonable levels which are affordable to households on a range of incomes, will need to be negotiated with the council, providing clear evidence of why those requirements cannot be met.
- 4.25. The councils have developed a model section 106 agreement for Build to Rent schemes which will be expected to be used as a basis for any new schemes coming forward.

5. Justification for policy

Strategic context

- 5.1. This policy is set within the Greater Cambridge Housing Strategy's long-term vision and objectives, which in turn reflect the broader priorities of the two councils. In particular it will help to: promote health and well-being; support the local economy; reduce carbon emissions; and promote environmental sustainability and biodiversity, through:
- a) The creation of mixed, balanced, inclusive and sustainable communities.
 - b) A mix of homes to meet a range of needs, including an appropriate mix of affordable housing.
 - c) High quality homes, built to high sustainability standards, with built-in resilience to climate change and fuel poverty, which can help with the



councils' aspirations to achieve zero carbon status by 2030 in Cambridge City and 2050 in South Cambridgeshire.

- d) Improving biodiversity and providing access to high quality public spaces and to the natural environment.
- e) Creating links between housing and local employment, helping to reduce reliance on private car journeys and promoting active travel, including through walking and cycling.

The potential pros and cons of Build to Rent schemes

5.2. The councils recognise that there may be benefits which well-designed and well-managed schemes can bring, including:

- a) Helping accelerate delivery on new sites, with Build to Rent not being subject to the same absorption constraints as housing for market sale.
- b) Helping to support the economy. For example, it is estimated in a report from the [British Property Foundation \(Unlocking the potential of Build to Rent, 2017\)](#) that for every 500 Build to Rent units approximately 15 jobs are created (including concierge, estate management, building management, cleaners, maintenance and gardeners).
- c) Providing more consistent quality of management than is available across the private rented sector as a whole.
- d) Offering greater tenure certainty than is generally available in the private rented sector.
- e) Enabling people to live in the area who may be unable to purchase locally on the open market, or for whom renting is the preferred option.
- f) Providing more choice for house-sharers who seek alternative, high quality rented housing, which in turn may help to free up homes which could otherwise be made available to families.
- g) Providing the opportunity to deliver an element of affordable housing for rent at below market rents for people who would be unable to afford to buy or rent on the open market.
- h) Opportunities to accelerate occupation on larger sites. Also, to start building communities within schemes, which can in turn contribute to shaping the wider community once further homes are built, subject to



appropriate community infrastructure and a good internal customer-focused service being in place.

- i) Providing opportunities also to contribute to the sharing economy and reduce carbon emissions through transport and environment options which promote active travel (including walking and cycling).

5.3. However, the councils are also mindful that Build to Rent has the potential to present some challenges, particularly in relation to provision of affordable housing to meet local needs, place-shaping, and ensuring the provision of mixed, balanced and sustainable communities. With Build to Rent being relatively new in the UK, there is limited understanding of its community and place-shaping impacts. Therefore, it is important that any potential risks are mitigated from the outset.

5.4. These may include:

- a) A reduction in the overall amount of affordable housing that can be provided through section 106 agreements, or a mix of affordable housing that fails to adequately meet local housing need.
- b) A sharp increase in new residents over a short period of time. For example, at an early stage of a larger development where minimal infrastructure is in place, or where schemes are brought forward in areas which already have an established population.
- c) Large concentrations of rental accommodation, of similar size and type of property aimed at specific target groups, may make it difficult to create balanced and mixed communities.
- d) Higher turn-over of residents than in most other tenures, again in the context of large, high-density schemes, may limit residents' long-term commitment to or integration with the wider community.
- e) The success of schemes being dependent on the quality and control of the management company, with potential negative impacts on the wider community if management standards were to slip in the future; for example, in relation to community safety and anti-social behaviour if management standards are not sufficiently high.
- f) The tension between providing high quality homes and management services and keeping rents, including Affordable Private Rents, at affordable levels.



- g) A tendency for most Build to Rent schemes to offer a lower proportion of affordable housing than in other types of development, and potentially less control for councils as to who is eligible for the affordable homes compared with schemes providing an element of social/affordable rent housing. This is of particular concern for Greater Cambridge where housing affordability is a significant issue for many.
- h) Impacts on the wider community that can arise from sub-letting of homes if permitted or if tenancy conditions are not enforced, including short-term weekend/holiday lets. Again, these may include anti-social behaviour and community safety issues.
- i) Risks around what happens to a development if it is later decommissioned as a Build to Rent scheme and the homes are no longer actively managed.

5.5. This policy aims to take a balanced view; on the one hand allowing for appropriate provision of Build to Rent schemes to meet local housing need, and on the other hand trying to ensure that any potential negative impacts are minimised.

Evidence of demand

- 5.6. There are significant housing affordability issues in Greater Cambridge. There is high demand for private rented housing locally, as evidenced by high private rents and a lack of privately rented accommodation in the more rural areas.
- 5.7. Housing market information, including data in the [Cambridge sub-region Housing Market Bulletins](#), shows there is a large private rental market in Cambridge, with a lower prevalence of private renting in the mainly rural area of South Cambridgeshire.
- 5.8. The evidence shows that median rents in South Cambridgeshire are higher than in the rest of the Cambridge sub-region, and rents in Cambridge City are considerably higher than the national and local sub-regional average.
- 5.9. With a wide range of different types of homes available, the quality of existing private rented accommodation is inevitably mixed; and although the vast majority of private rented housing locally is well managed there is a small minority which is not. The councils recognise that Build to Rent could help to widen the choice of good quality, well-managed homes available for the rental market. The councils also recognise the role Build to Rent can play in supporting the local economy, and reducing reliance on private vehicle travel



through good quality public transport and active travel links through well-located Build to Rent schemes.

- 5.10. The Housing Needs of Specific Groups in Cambridgeshire and West Suffolk (GL Hearn, 2021) research identifies a potential market for Build to Rent in Greater Cambridge, highlighting that part of the unmet need for private rented sector homes could be addressed through institutional Build to Rent supply; also that Affordable Private Rent as part of these schemes can play an important role. However, it also points out that the majority of households needing private rented housing will already be in private rented accommodation, so it is only the newly forming households and households falling into need that would require additional private rented accommodation.
- 5.11. The GL Hearn research also identifies that demand locally for Build to Rent is likely to come from affluent students, academics and young professionals.
- 5.12. The Savills and Arc4 research highlighted that investors are already showing a keen interest in bringing forward Build to Rent schemes in Greater Cambridge, which suggests a market for a good quality private rental product, including an element of Affordable Private Rent. The Arc4 research identified likely demand on at least four of the large strategic sites within Greater Cambridge: North East Cambridge, Waterbeach New Town, Northstowe, and Bourn Airfield New Village.
- 5.13. The Savills research used the Experian Mosaic profiling model as an example of identifying the sorts of households with a “high propensity” to rent across Greater Cambridge. It identified the main groups likely to make up the market, comprising mainly of younger singles or couples without children on a range of incomes, including some sharer households. However, it also recognised that there may be other groups for whom Build to Rent may help to provide a housing solution across all age groups, subject to affordability. For example, older people, in the context of an ageing population, the ability to free up existing family homes, and a growing interest for some in that group in renting privately. Families may also benefit from a good quality rental offer.
- 5.14. Whatever profiling model is used, a market report will be needed to demonstrate how a proposed scheme would meet local need and demand. The councils will consider this alongside other appropriate available evidence.
- 5.15. However, although it is recognised that there is likely to be a market for Build to Rent locally, the GL Hearn research emphasises the high level of



need in Greater Cambridge for Social and Affordable Rent; and warns that Build to Rent delivery may reduce the overall supply of affordable housing.

Design and Distribution of Build to Rent schemes

- 5.16. The councils recognise that the more units in a scheme the more potential there will be for investors to make a return on their investment. However, creating successful places and promoting mixed and balanced communities are high priorities for both councils, as demonstrated in the councils' district-wide and area-specific policies, so any planning applications must evidence how the scheme will support the place-shaping agenda.
- 5.17. Any decision by the relevant council to limit the size of a Build to Rent scheme or the proportion of homes on a new development to be provided as Build to Rent would be made on a case by case basis in the context of issues such as housing need, potential community impacts, and to ensure an appropriate balance with other tenures within an overall development and the surrounding area. This will also help to maximise the overall amount of affordable housing on a site in the context of the councils' affordable housing requirements.
- 5.18. The requirement to avoid large mono-tenure clusters of Build to Rent homes conforms with the councils' requirements around providing a balanced mix of housing sizes, types and tenures, and reflects the approach being taken in the councils' Clustering and Distribution of Affordable Housing policy (Annex 3).
- 5.19. Quality of schemes and management is important to the councils and also in contributing towards the councils' environmental sustainability and place-shaping objectives. The national and local planning policies include a whole range of requirements which will also be applicable to Build to Rent schemes. Examples of such requirements may include: housing densities; policies around design quality; space and accessibility standards; recognising the wider area context; provision of local amenities; environmental requirements; sustainable transport; car and cycle parking; biodiversity and provision of green space.
- 5.20. Providing appropriate external communal space and/or in-house amenities which are available to all residents is also important; and design of communal areas needs to take into account likely frequent movement of furniture and belongings.



- 5.21. As with other forms of affordable housing, the councils will want to ensure that the Affordable Private Rent homes are constructed and managed to the same high-quality standards as the market rent homes. This includes being tenure-blind and physically indistinguishable from the market homes in terms of design, quality, size and location on the site.

Size of homes required

- 5.22. The Savills research (referred to above) suggests a current potential demand mainly for 1 and 2 bed homes, but also some larger homes (such as to cater for sharers or family households), although this could change over time.

- 5.23. Houses in Multiple Occupation (HMOs) as part of a Build to Rent scheme may be appropriate in some circumstances as part of a wider mix if they help to create a more balanced community, although this may depend on the existing provision of HMOs in the area and the extent to which other larger homes on a development might be reasonably expected to become HMOs at a later date. Any HMOs will be required to meet minimum space and accessibility standards. Sufficient private space must be incorporated into the design.

Provision of affordable housing (Affordable Private Rent)

- 5.24. The Greater Cambridge area clearly faces significant housing affordability issues. The provision of Affordable Private Rent options in new developments at below market rent levels, as an affordable alternative to existing private rented housing, could help to address these issues and create a balanced community.
- 5.25. Affordable Private Rent is required within the NPPG to be provided as community benefit in perpetuity. National guidance states that 20% is generally a suitable benchmark for the level of Affordable Private Rent homes to be provided in any Build to Rent scheme. However, there is the potential for this to be varied.
- 5.26. As already highlighted, there is a risk that if Build to Rent schemes are only able to provide 20% Affordable Private Rent housing in line with national guidance this may compromise the councils' Local Plan commitments to providing 40% affordable housing. Therefore, the councils will seek a higher percentage of affordable housing wherever possible. Where Build to Rent is part of a major multi-tenure site or wider development area, subject to viability, 40% affordable housing (and/or - in exceptional circumstances – any commuted sum) will be required across the whole site/development area. As



such, the Affordable Private Rent provided will be expected to contribute towards the overall requirement; with a split between Social/Affordable Rent and intermediate tenures (Affordable Private Rent being an intermediate tenure), in line with the requirements set out in the Affordable Housing Requirements Annex 2. Reasons for any deviations from this policy will need to be clearly justified.

5.27. Further viability testing will be carried out as part of the Local Plan process and used to consider the appropriate percentage of affordable housing to be provided in Build to Rent Schemes and the level of discount to market rents.

5.28. Switching of tenure of individual units may be appropriate once an individual's tenancy comes to an end, in response to demand at the time, provided the agreed overall balance of market and Affordable Private Rent is broadly maintained across the scheme, and the Affordable Private Rent units remain appropriately distributed across the scheme.

Affordable Private Rent eligibility and rent setting

5.29. The NPPG on Build to Rent states that eligibility for occupying the Affordable Private Rent homes should be agreed locally between the local authority and the scheme operator, with regard to criteria set out in planning guidance. Local authorities are expected to take a reasonable position in negotiating criteria and eligibility should not constitute grounds for refusing planning permission.

5.30. The NPPF and NPPG also require Affordable Private Rent levels to be set at least 20% below local market rents, including any service charges, for the same or equivalent property. Eligibility for Affordable Private Rent should be determined with regard to local household income levels, related to local rent levels.

5.31. The GL Hearn research points to national evidence around incomes of those in Build to Rent accommodation (excluding those in Affordable Private Rent) compared with tenants in the wider private rented sector. This indicates that Build to Rent households pay, on average, between 29% and 35% of their income on accommodation, compared with 29% to 32% in the wider private rented sector; demonstrating a willingness to pay slightly more for purpose-built accommodation. However, it also points to an article from JLL called "Will tenants pay more rent for amenities?" in which it is estimated that Build to Rent schemes in London are, on average, achieving a rental premium of 11% over their respective local markets.



- 5.32. The GL Hearn research also states that the minimum 20% discount may be insufficient to ensure that Affordable Private Rent is affordable to eligible households in areas where rents are particularly high.
- 5.33. There is a clear gap in provision for housing for those unable to access social or affordable rent housing, but who would also find it difficult to afford the existing private rental market; so Affordable Private Rent must be affordable to that group. The Strategy uses the figure of 35% of net income being considered as reasonable to be spent on housing costs.
- 5.34. Therefore, the councils will expect developers to demonstrate that Affordable Private Rent homes will be affordable and available to households with a range of incomes who would struggle to rent or buy locally on the open market.
- 5.35. The councils will consider the viability for seeking more than a 20% rental discount. Some properties (such as larger ones) may require a higher percentage discount than others.
- 5.36. Discounted rents are expected to be reviewed on the same basis as rent increases for market homes. The councils may wish for some priority to be given to applicants for other reasons in addition to income levels. For example: awarding some priority to people working in the local area; to applicants on the councils' housing registers or with specific needs where appropriate; or to people already living in the area or who have local family connections.
- 5.37. They may also wish to seek a proportion of the Affordable Private Rent homes to be tethered to local employment/apprenticeship schemes where appropriate, or to meet other local needs, based on local circumstances.
- 5.38. Homelessness is a serious problem for both councils, with homelessness prevention a key priority. Ensuring that neither applicants nor existing tenants are excluded from being eligible or from remaining a tenant on the basis that they are in receipt of state benefits, and that support is available for tenants who fall into financial difficulties, will go some way to help prevent homelessness amongst applicants and residents.
- 5.39. The councils will work with developers on a bespoke agreement covering issues such as eligibility, setting and reviewing of rents, and how the Affordable Private Rent homes are to be marketed, having regard to national planning guidance.



Tenancies (market and affordable homes)

5.40. Tenancies in the private rented sector tend to be for 6-months, although many will be renewed after that period. Evidence suggests that although some residents may only want short tenancies, there may also be demand for longer ones. [The English Housing Survey 2020-21](#) reported that nationally, private renters had lived in their current accommodation for an average of 4.2 years. 23% had spent 5-10 years, and 34% had spent more than 10 years in the private rented sector.

5.41. Subject to any future legislative changes, minimum 3-year tenancies should be available for all new tenants who want one. Tenancies should provide certainty for the tenant, including tenant-only break clauses and the opportunity to renew the tenancy at the end of the tenancy period.

Scheme management

5.42. Quality of management by a single management company or operator is key to minimising any community risks that might arise from Build to Rent schemes, and ensuring that schemes are well-integrated into the community.

5.43. An appropriate level of daily management, including an on-site presence should help ensure prompt resolution of any issues or complaints that may arise. It should also help support community development work across the wider area, to help promote cross-tenure community cohesion and interaction.

5.44. Providers will also be expected to demonstrate how they will prevent or at least mitigate any risks surrounding short-term sub-letting, including through enforcement of tenancy conditions. The need for introduction packs for all tenants, and the process for managing and monitoring the Affordable Private Rent units will need to be covered by the section 106 agreement; with an agreed management plan in place before any of the homes are let.

Future decommissioning of schemes

5.45. The council recognises that Build to Rent investors will most likely want to retain schemes for the long term in order to get a good long-term return on their investment. However, there always remains the risk of schemes being decommissioned as rental schemes – for example if demand reduces or if an investor decides to pull out of the market.

5.46. Our research has identified that planning consents typically include a covenant period in the section 106 which may be as short as 7 years, is



typically 10-15 years, but may be longer. The covenant provides a legal agreement that the homes will remain as Build to Rent during the covenant period, with compensation payable to the council should the market homes be disposed of or converted to another tenure during that period.

5.47. Policy requirements around covenant periods and the need for an exit plan reflect the high priority that both councils give to the issue of community sustainability and place-shaping. The councils will seek to achieve covenants of longer than 15 years wherever possible, and where appropriate to address potential long-term implications; such as where a scheme is coming forward in the earlier stages of a much wider multi-tenure development which may take a number of years to build out.

5.48. One-for-one swaps of units between market and affordable homes would be acceptable, provided the Affordable Private Rent units remain appropriately distributed across the scheme and are replaced within a reasonable period of time.

Decommissioning of Affordable Private Rent

5.49. The councils recognise the necessity of Affordable Private Rent homes being provided as a long-term community benefit in perpetuity. The policy aims to ensure that appropriate clawback arrangements are in place should some or all of the dwellings cease to be provided as Affordable Private Rent; with the clawback to be reinvested in further provision of affordable housing in the area.

Monitoring of Affordable Private Rent

5.50. The councils will want to monitor the arrangements put in place for the Affordable Private Rent homes. This is likely to cover issues such as: how lettings have met eligibility requirements; rent levels and affordability; occupancy levels; location of the homes across the development; marketing arrangements; equalities monitoring; management arrangements; and how the scheme is meeting the overall affordable housing level required in the planning permission. National guidance suggests this should be required by the section 106 agreement in the form of an annual statement to authorities.

5.51. A monitoring fee will be agreed as part of the section 106 agreement to ensure the council has the resources to enable sufficient monitoring and review of the scheme.



Viability

- 5.52. Valuation guidance for Build to Rent is set out by RICS in [Valuing residential property purpose built for renting](#) (or subsequent amendment).
- 5.53. It is recognised that the viability challenges for Build to Rent schemes may be different compared with bringing forward homes for market sale. However, it is also important that the councils meet the objectives laid down in this policy. Therefore, any potential trade-offs between different elements of this policy on viability grounds will require clear evidence of why the full requirements cannot be met.
- 5.54. The requirement for Build to Rent viability assessments on larger sites to form part of the wider multi-tenure site or area assessment stems from the councils' commitments to achieving 40% affordable housing wherever possible on new developments, together with the necessary infrastructure required to support successful communities.

Equalities

- 5.55. This policy helps to ensure that as wide a range of people as possible are able to benefit from Build to Rent housing, including affordable housing provision for those unable to afford to rent or buy on the open market.
- 5.56. It also promotes community integration between market and affordable homes, and aims to help minimise travel costs by considering local workers as potentially being given some priority for Affordable Private Rent homes.
- 5.57. It recognises the potential demand for rented housing for older people, and requires Local Plan accessible and adaptable homes standards to be met to support older and disabled people.

Updated: May 2024



Homes for Our Future Greater Cambridge Housing Strategy 2024-2029

Annex 6: Summary of Evidence

Contents

1. Introduction and Purpose.....	3
2. The local housing market.....	3
3. Housing Needs of Specific Groups	4
4. Affordable housing need – social & affordable rent	4
5. Affordable housing need – affordable home ownership.....	5
6. Specialist accommodation need - older & disabled people.....	5
Table 1: Cambridgeshire County Council, older people’s accommodation, forecast change.....	7
7. People with disabilities and accessible housing needs.....	7
8. Gypsies & Travellers, Travelling Showpeople, and caravan & houseboat dwellers	8
9. Self-Build and custom-Build housing	8
10. People who rent their homes	8
11. Affordability of Affordable Housing.....	9
Table 2: Cambridge City, income brackets (gross) by number and percentage of households.....	10
Table 3: South Cambridgeshire District, income brackets (gross) by number and percentage of households	10
12. Social/affordable rent affordability.....	11
13. Shared ownership affordability	11
14. Discounted Market Sale affordability	12
15. Housing size mix.....	13
16. Social/Affordable Rent size mix	13
17. Affordable home ownership size mix	13
18. Household, dwelling & population data.....	13
Office for National Statistics (ONS), including Census data	13



Cambridgeshire County Council population and dwelling stock estimates and forecasts	14
Internal dwelling data	14
Housing Conditions	14
19. Empty Homes	15
20. Carbon reduction & fuel poverty	15
21. Local economy.....	16
22. Quality of life and health & wellbeing	17
23. Poverty and cost of living	17
24. Other evidence	18



1. Introduction and Purpose

1.1. This annex to the Greater Cambridge Housing Strategy 2024 to 2029 aims to signpost and summarise some of the key evidence and data sources which help to inform the Greater Cambridge Housing Strategy and Annexes.

1.2. It includes evidence around:

- The local housing market
- Housing needs of specific groups
- Affordability of different tenures of affordable housing
- Size mix requirements for affordable housing
- Household, dwellings and population
- Housing conditions & empty homes
- Carbon reduction & fuel poverty
- Quality of life and health & wellbeing
- Poverty and cost of living
- Economy
- Other internal and external data and information

2. The local housing market

1.1. Data and commentary from Hometrack on the current housing market for each of the districts in the Cambridge sub-region, including Cambridge and South Cambridgeshire, is published quarterly. See [Our Housing Market pages of Cambridgeshire Insight](#)

1.2. Data includes:

- House sale prices, market activity and affordability ratios
- Private rent levels and comparison with Local Housing Allowance Rates
- Housing costs and affordability of different sizes and tenures of homes

1.3. For example, in September 2023: the average house price in Cambridge was £581,935; and in South Cambridgeshire £501,041; considerably higher than the rest of the Cambridge housing sub-region and well above the regional and national average.

1.4. The median house price to income ratio was 9.2 in Cambridge and 8.3 in South Cambridgeshire.



2. Overall need for new homes, and housing delivery

- 3.1 The councils' adopted Local Plans identified the need for 33,500 new homes across Greater Cambridge (19,500 in South Cambridgeshire and 14,000 in Cambridge) between 2011 and 2031.
- 3.2 These housing requirements were identified based on the objectively assessed need for each area, taking account of national planning guidance.
- 3.3 Further details on the councils' completion rates can be found in the Annual Monitoring Reports and Housing Trajectory on the Greater Cambridge Planning Service website.

3. Housing Needs of Specific Groups

- 3.1. The main source of evidence on the housing needs of specific groups is [GL Hearn, Housing Needs of Specific Groups in Cambridgeshire and West Suffolk, 2021](#). This report was published to support the development of the Greater Cambridge Local Plan.
- 3.2. The report considers the period 2020 to 2040. It sets out the local housing need for each local authority using the national Standard Method calculated based on data available at the time. It considers the housing needs of specific groups in the context of this overall local housing need.
- 3.3. A further [Greater Cambridge addendum](#) to the study was also published in 2021, which considers the implications of other housing growth level options (prepared to inform the Greater Cambridge Local Plan) on the conclusions in the study. The research is due to be updated once a housing requirement has been identified for the new Local Plan.
- 3.4. The current GL Hearn report serves as a starting point, but needs to be read in the context of other emerging evidence.

4. Affordable housing need – social & affordable rent

- 4.1. There are approximately 4,270 applicants for social/affordable rent homes across both councils' housing registers, although there are limitations around using this as a true indicator of affordable housing need, as not everyone with a housing need will choose to register.
- 4.2. Table 38 in section 6 of the GL Hearn report provides figures on the estimated additional need for social/affordable rent homes per annum up to



2040 in each district. However, the report emphasises that the scale of need suggests that the local authorities should continue to seek as much affordable housing delivery as viability allows.

- 4.3. It identifies the need for both social rent homes, and affordable rent homes at up to 80% of market rent. It suggests that it is for the councils to assess whether they need a policy determining the split between the two; and if so what the appropriate split should be. It also suggests that it may be appropriate to consider different splits for different sizes of home.
- 4.4. Viability work carried out in 2021 to inform the First Proposals version of the Greater Cambridge Local Plan indicated that it should be viable to deliver a proportion of the affordable housing at social rent levels. This work will be updated as the work on the Greater Cambridge Local Plan progresses. The councils' current direction of travel on the proportion of affordable housing and tenure split is set out in Annex 2, Affordable Housing Requirements.

5. Affordable housing need – affordable home ownership

- 5.1. Table 42 in section 6 of the GL Hearn report identifies the estimated net need of additional affordable home ownership homes per annum up to 2040 in each district.
- 5.2. However, the report states that the clear need for additional rented housing would arguably mean that providing home ownership would 'prejudice the ability' to meet the acute need for rented affordable housing. It concludes that, on balance, there is limited evidence that any district in the study area should provide more than 10% of new homes as affordable home ownership; although viability is also likely to be a factor.
- 5.3. Our [First Homes Issues & Options paper 2022](#) provides evidence to support our [First Homes Interim Position Statement](#). It highlights the challenges that the national First Homes requirement poses locally, in particular around: delivering an appropriate balance of affordable housing tenures to meet local needs; affordability compared to other intermediate tenures; and providing a suitable mix of new homes. The councils' longer term direction of travel is set out further in Annex 2, Affordable Housing Requirements.

6. Specialist accommodation need - older & disabled people

- 6.1. Section 8 of the GL Hearn report identifies the specialist accommodation needs of older and disabled people. It suggests that of the total housing need identified, 6% in Cambridge City and 7% in South Cambridgeshire



should be specialist older people accommodation (Table 96 of the GL Hearn report).

- 6.2. These figures are heavily caveated that they have been influenced by estimates of current supply. However, the analysis shows a significant shortfall of leasehold housing with support (retirement housing) and also shortfalls of housing with care (i.e. extra care and enhanced sheltered) both in the leasehold and rental tenures. Table 97 and Table 101 of the report set out specialist housing need for each local authority area.
- 6.3. The statistical analysis provided by GL Hearn is derived from demographic projections and Housing LIN/HOPSR/EAC information. It is based on assumptions on existing supply and current trends. It does not take into account older people's aspirations or any local policy direction around care and support provision for an ageing population. It states that the ultimate level of provision the councils seek to support will be influenced by broader local strategies developed at the County Council level for older persons housing and care.
- 6.4. Following the publication of the GL Hearn report, Cambridgeshire County Council published their [District Demand Profiles Forecast 2021-2036](#) relating to Older People's Accommodation. Their assessment, covering a different timescale, takes a slightly different approach based on 'real time' data on existing supply and demand, local intelligence and adjustments to take into account local policy direction.
- 6.5. Cambridgeshire County Council prioritises the importance of supporting people to remain in their own homes and where this is not possible, enabling them to remain independent through 'housing with care' solutions.
- 6.6. Taking into account their policy direction, the County forecast summarises the demand for each local authority area and shows indicative forecasts of
- 6.7. housing need for older people up to 2036. See Table 1 below.



Table 1: Cambridgeshire County Council, older people’s accommodation, forecast change

	Current Supply	Forecast Change	Forecast Change in Supply
Cambridge			
Number of CQC registrations	697	791	94
Domiciliary care (hrs/week)	2,947	5,559	2,612
Independent Living Suite units			+53
Extra care units	123	279	156
South Cambs			
Number of CQC registrations	928	1,052	124
Domiciliary care(hrs/week)	3927	7363	3,436
Independent Living Suite units			+97
Extra care units	175	464	289

6.8. There is a significant disparity between the needs identified within the County Council and the GL Hearn reports. Therefore, in considering the amount and type of older people accommodation to be provided across Greater Cambridge, the councils will take into account both assessments and any further updates to support the provision of new homes for older people.

7. People with disabilities and accessible housing needs

7.1. Section 8 of the GL Hearn report brings together a range of statistics available which can be used to identify the potential scale of demand for housing for people with disabilities, and the need for accessible and adaptable dwellings i.e. homes built to M4(2) & M4(3) technical standards under part M of the Building Regulations.

7.2. It highlights that the projected increase in those with dementia or other mobility problems up to 2040 suggests that, subject to factors such as build form, topography, flooding etc, the councils should require all dwellings to be M4(2) compliant.

7.3. Table 114 in section 8 of the report estimates the need for wheelchair user homes for each of the districts up to 2040, for both market and affordable homes. It recommends that, to meet the identified need, the councils should seek up to 10% of all new market homes and up to 25% of affordable homes to be M4(3) compliant; again subject to site specific factors and other viability considerations.



7.4. Cambridgeshire County Council have recently published [District Demand Profile Forecasts](#), similar to those produced for older people above, for people with learning disabilities, mental health and autism needs. These will form part of our evidence base in helping to meet the specialist accommodation needs of these groups.

8. Gypsies & Travellers, Travelling Showpeople, and caravan & houseboat dwellers

8.1. A Gypsy & Traveller Accommodation Assessment for Greater Cambridge is currently under way and expected to be completed in early 2024. As well as identifying accommodation needs of Gypsies and Travellers it will also consider the needs of Travelling Showpeople, and caravan & houseboat dwellers. This will replace the findings of the [Cambridgeshire, King's Lynn & West Norfolk, Peterborough and West Suffolk Gypsy & Traveller Accommodation Assessment](#) published in 2016.

8.2. It will also consider the need for transit site or stopping places for Gypsy/Roma Traveller households travelling to or through the area.

9. Self-Build and custom-Build housing

9.1. The councils' [self and custom-build register](#) identifies the number of people wishing to either self-build or purchase a custom-build home and the number of planning permissions granted. The register informs the number of self/custom-build plots that need to be made available.

9.2. Section 10 of the GL Hearn Report (paragraphs 10.54 – 10.85) gives further detail on the assessment of custom and self-build.

10. People who rent their homes

10.1. Section 10 of the GL Hearn report highlights an increasing demand for private rented housing locally, partly related to lack of affordability of homes for sale. It also provides some background on the market for, and national policy around, purpose-built Build to Rent housing brought forward by institutional investors.

10.2. It suggests that part of the unmet need from those requiring affordable home ownership products could be addressed through the delivery of private rented sector homes, either from institutional supply or from ad-hoc buy-to-let investors. However, it also emphasises that the majority of households who could benefit from this will already be in private rented sector accommodation



and that only newly forming households and those that fall into need would require additional private rented sector accommodation.

- 10.3. To understand more about Build to Rent housing the councils have also worked with other sub-regional local authorities to publish research around the market and the likely need/demand for this type of housing. These are available on the [Housing Research page](#) of Cambridge City Council's website.
- 10.4. The first report: Savills, Build to Rent Market in Greater Cambridge & West Suffolk, published in June 2020, explores the potential role that Build to Rent housing, including Affordable Private Rent could play locally, and how sites could be assessed for suitability.
- 10.5. It identifies that the current market mainly comprises of younger singles or couples without children on a range of incomes, including some sharer households. However, it also states that there may be other groups for whom Build to Rent may help to provide a housing solution, across all age groups. One example is older people in the context of an ageing population, with the ability to free up existing family homes, and a growing interest for some in that group in renting privately. Families may also benefit from a good quality rental offer.
- 10.6. The research suggests that the main demand is likely to be for 1 or 2 bedroom households. There is also likely to be some demand for larger homes for sharers or families. However, demand could change over time.
- 10.7. Another suite of reports from Arc4 (2021) identifies potential locations for Build to Rent, and explores some of the other issues involved, including implications for place-shaping, both generally and on a site specific basis.

11. Affordability of Affordable Housing

- 11.1. Section 6 of the GL Hearn report considers the affordability of different affordable housing products to local households.
- 11.2. The report observed that there was a large gap in provision for households with annual incomes of £20,000 to £40,000 and that in Cambridge City in particular, discounted rental homes i.e. Affordable/Social rent are likely to be the only option to meet need at this income level.
- 11.3. The [Cambridge sub-region Diamond Affordability analysis 2022](#) compares household incomes to affordability of different housing tenures.



Tables 2 & 3 below give a summary of the number of households at different income brackets.

Table 2: Cambridge City, income brackets (gross) by number and percentage of households

Income Bands	Number of households	Percentage of households
Under £20,000	7,626	19%
Under £30,000	13,955	34%
Between £30,000 - £50,000	11,605	28%
Over £50,000	15,413	38%
Over £65,000	9,485	23%
Over £90,000	3,280	8%

Table 3: South Cambridgeshire District, income brackets (gross) by number and percentage of households

Income Bands	Number of households	Percentage of households
Under £20,000	10,268	17%
Under £30,000	19,016	32%
Between £30,000 - £50,000	16,757	28%
Over £50,000	24,312	40%
Over £65,000	15,310	25%
Over £90,000	5,448	9%

11.4. The Diamond Affordability analysis is based on 35% of household income being spent on housing costs, and broadly aligns with GL Hearn's finding in terms of affordability.

11.5. For example, based on 3.5 x annual income (net, after tax)

- South Cambridgeshire –
 - Median private rent – households would require around £32,000 net income for a 1-bedroom home, anything larger such as a three bedroom privately rented home would need around £49,000.
 - a lower quartile resale property would require around £26,000 net income for a 1-bedroom, and at least £57,000 for 3 bedrooms in South Cambridgeshire.



- Cambridge City
 - Median private rent - households would need at least £41,000 annual income (net) to be able to afford to rent a 1-bedroom and £61,000+ to afford a 3-bedroom property.
 - A lower quartile resale property would require around £39,000 net income for a 1-bedroom, and at least £76,000 for a 3-bedroom.

11.6. Given that the average gross disposable income (available to spend after tax and receipt of benefits) for South Cambridgeshire is £27,000 and for Cambridge £22,700, this demonstrates that for many private renting or purchasing a property, even at the lower quartile point, is unaffordable.

11.7. This suggests a gap in the market for households on incomes of between around £25,000 and £60,000 per year, depending on size of home required.

11.8. The affordability analysis also starts to demonstrate affordability of different tenures of housing for particular groups of workers, based on salary bands.

12. Social/affordable rent affordability

12.1. Table 39 in section 6 of the GL Hearn report demonstrates that around 22% of households in affordable housing need could potentially afford an Affordable Rent at up to 80% of market rent in Cambridge. The figure for South Cambridgeshire is around 28%.

12.2. Social Rent is considerably more affordable at around 45-55% of market rent levels.

13. Shared ownership affordability

13.1. Tables 45, 46 & 50 in section 6 of the GL Hearn report give an indication of the sorts of percentage purchases which may be required to make different sizes of shared ownership affordable in each of the two districts, and how the calculations have been derived. However, it emphasises that figures are only indicative, and that specific schemes need to be tested individually to determine whether what is being offered is genuinely or reasonably affordable.



- 13.2. It highlights that shared ownership affordability is a particular challenge in Cambridge City, and that those at the very bottom of the rent/buy gap are unlikely to be able to afford it.
- 13.3. The Cambridge sub-region Diamond Affordability Analysis (referred to above) indicates that the income needed for a 40% share of a median cost new-build shared ownership property in South Cambridgeshire ranges from between £20-25k and £40-£45k, and between £30-£35k and £55-£60k in Cambridge.

14. Discounted Market Sale affordability

- 14.1. The GL Hearn report looks at local income levels required to access the private rented sector, and uses a formula to calculate what sort of prices discount market sale homes should be set at for different sizes of property.
- 14.2. For example, at 2020 prices, it calculates that for a household who can afford to rent but not buy on the open market, a 2-bed discounted home ownership home should be priced at around £242,000 in Cambridge and £190,000 in South Cambridgeshire (GL Hearn page 125). This sale price would meet the needs of around half of households between buying and renting; setting higher prices would reduce the number of households who could afford this option.
- 14.3. Table 44 in section 6 of the report shows the indicative estimated percentage discount required from Open Market Value to make Discount Market Sales affordable. For example, a 2- bedroom home would require a 30% discount in Cambridge City and a 28% discount in South Cambridgeshire.
- 14.4. The councils' First Homes Issues and Options report (referred to above) also considers the cost of First Homes compared with average full-time household earnings. It suggests that, based on 2020 figures, households on average household earnings would just about be able to afford a First Home in South Cambridgeshire with a 10% deposit, but that a higher discount would be required in Cambridge City. Mortgage rates have risen since the report was written; which predicted that such an increase may make it difficult for some households earning even above average earnings to be able to afford a First Home.



15. Housing size mix

15.1. Section 7 of the GL Hearn report makes theoretical recommendations on the housing mix required for each of the districts. Tables 83 & 87 in the report show the suggested mix for Cambridge and South Cambridgeshire, broken down into market, social/affordable rent and affordable ownership homes. However, it emphasises that the methodology has its limitations and that it will be up to the councils to make further adjustments and to set the approach which best meets their local circumstances.

16. Social/Affordable Rent size mix

16.1. Annex 2 to this Strategy, Affordable Housing Requirements, summarises some of the factors the councils will take into account in assessing the required size mix for social/affordable rent homes on new developments, taking the GL Hearn findings as a starting point.

17. Affordable home ownership size mix

17.1. The GL Hearn report identifies that applications for shared ownership indicate highest demand for 2-bedroom homes in both districts; followed by 3-bedrooms in South Cambridgeshire and 1 & 3 bedrooms in Cambridge. There are higher numbers of applicants for homes in Cambridge City than in South Cambridgeshire.

17.2. It recommends that affordable home ownership across Cambridgeshire and West Suffolk should be focused mainly on delivering smaller housing for younger family households. However, again, it states that local issues around need, demand and affordability also need to be considered.

17.3. The councils' First Homes Interim Position Statement and Issues & Options paper demonstrates that the maximum price cap for First homes, set at £250,000, would restrict affordable home ownership delivery to only one-bedroom properties in Cambridge City.

18. Household, dwelling & population data

Office for National Statistics (ONS), including Census data

18.1. The ONS publishes [population and household data and projections](#), some of which is available down to District or ward level.



- 18.2. Local data and analysis are published at a County and District level, on the Cambridgeshire Insight [Census 2011](#) and [Census 2021](#) web pages. Data from the 2021 Census is gradually being rolled out; where that is not available, data from 2011 is used. The primary source is the ONS [Census 2011](#) and [Census 2021](#) web pages.
- 18.3. Census data shows a major increase in the number and proportion of private rented homes in Greater Cambridge over the last 20 years, with approximately 31.6% of households in Cambridge and 14.1% in South Cambridgeshire now living in the private rented sector.
- 18.4. Other evidence is starting to emerge that numbers may be falling again, but this is difficult to gauge with any accuracy.

Cambridgeshire County Council population and dwelling stock estimates and forecasts

- 18.5. Based on the County Council's [2021-based population and dwelling stock estimates and forecasts](#), Cambridge City's population is expected to increase from 145,910 to 158,065 between 2021 and 2041; a rise of 12,155, or 8%. South Cambridgeshire's population is expected to rise by 59,465, from 162,870 to 222,335 over the same period; a rise of 59,465 or 36.5%. This represents an overall increase of around 23% for Greater Cambridge as a whole.
- 18.6. These figures are 'policy-led' so that they are consistent with planned levels of house-building.

Internal dwelling data

- 18.7. As stock holding authorities, the councils maintain and manage over 12,200 homes for rent (7,000 in the City and 5,200 in South Cambridgeshire).
- 18.8. The councils keep their own data on Houses in Multiple Occupation. Around 1,000 Houses in Multiple Occupation (HMOs) are currently licensed in Greater Cambridge under compulsory licensing requirements; around 90% of them in Cambridge City.

Housing Conditions

- 18.9. Housing is well recognised as a key determinant of health and wellbeing. [The Dahlgren-Whitehead rainbow \(1991\) - Health inequalities - Patient Safety Learning - the hub \(pslhub.org\)](#)



- 18.10. A House of Commons Library research briefing signposts to some of the main evidence demonstrating the relationship between housing conditions and physical and mental health. [Housing and health: a reading list, October 2022](#).
- 18.11. Cold, damp homes which are difficult and expensive to heat can have severe negative impacts on residents' physical and mental health well-being ([Institute of Health Equity: Fuel Poverty, Cold Homes and Health Inequalities in the UK, 2022](#))
- 18.12. 14% of households in England, and 23% of private renters are living in a home that does not meet the Decent Homes Standard [English Housing Survey 2021 to 2022](#).
- 18.13. The Building Research Establishment : [The Cost of Poor Housing In England 2021](#), estimated that it costs the NHS around £1.4 billion a year to treat those affected by poor housing conditions. When other costs to society are factored in, such as poor educational achievement and career prospects, loss of productivity, and mental health costs, the annual cost rises to around £18.5 billion.
- 18.14. An estimated 18% of private rented homes in Cambridge and 15.3% in South Cambridgeshire have Category 1 hazards under the [Housing Health & Safety Rating System \(HHSRS\)](#). These figures are likely to change under government proposals to review the HHSRS and to potentially extend the Decent Homes standard to cover the sector.
- 18.15. As well as the impact of poor housing on individuals, it costs the NHS an estimated £340m per year for treating private renters affected by non-decent housing. ([DLUHC, A fairer private rented sector, 2022](#)).

19. Empty Homes

- 19.1. Long-term empty homes make up less than 1% of the total Greater Cambridge Housing Stock. ([See DLUHC live tables 100 & 615](#)).

20. Carbon reduction & fuel poverty

- 20.1. In 2021, domestic emissions made up around an estimated 30% of all greenhouse gas emissions in Cambridge, and 18% in South Cambridgeshire. ([DESNZ, Local authority greenhouse gas emissions national statistics](#)).



- 20.2. In 2021, 11.5% of households in Cambridge and 10.9% in South Cambridgeshire were estimated to be fuel poor. [DESNZ sub-regional fuel poverty statistics 2022](#). This is likely to have increased again following the more recent increase in energy and living costs.
- 20.3. The Child Poverty Action Group estimated that by January 2023 around half of all households in the UK could be in fuel poverty, spending more than 10% of their net income on fuel. ([CPAG 2022](#))

21. Local economy

- 21.1. Cambridge was rated by [Glassdoor](#) as the second best town or City to work in for 2023; and, BEIS for 2022, ranked the City as best regional tech centre outside of London.
- 21.2. Pay data is from the ONS Annual Survey of Hours & Earnings. For example, gross mean annual median pay of all employees working in Cambridge City is £34,821, and £37,372 in South Cambridgeshire. (ASHE table 7.7a, 2023 provisional figures). High level CACI income data is also available through Hometrack.
- 21.3. Summary cost of living data is available from sources such as: the ONS [Cost of Living Insights](#) and [Consumer Price Inflation](#) bulletins; and [Bank of England Monetary Policy Committee](#) news releases.
- 21.4. Economic activity information is available on the [Cambridgeshire and Peterborough Combined Authority LMI for Learners](#) web pages.
- 21.5. Further workforce and jobs information is summarised and signposted through [Cambridge City Council's State of the City report and dashboard 2023](#). For example: Cambridge continues to be ranked as the globally leading cluster for scientific and research intensity, with one third of all jobs being in the knowledge-intensive industries. However, 1 in 10 workers are employed in 'insecure employment'- the 5th highest of Cities in the country; and 71% of the Cambridge (City & Fringe) workforce was employed in 'high skill' occupations in 2022, which can create barriers for low and unskilled workers seeking work in the City. Workers from Cambridge (City & Fringe) travelled an average of 17.6km from their residence to their place of work; the fifth highest of 58 cities in England and Wales.



22. Quality of life and health & wellbeing

- 22.1. Cambridge City is in the top 30 cities globally for quality of life, despite a higher cost of living; with over 75% of adult residents reporting high or very high levels of wellbeing in 2022. (Number quality of life research: See Cambridge City Council's State of the City report and dashboard).
- 22.2. Cambridge was rated by [Glassdoor](#) as the second best town or City to work in for 2023.
- 22.3. The villages of South Cambridgeshire are often cited amongst the best places to live. [Annual Halifax Quality of Life surveys].
- 22.4. Around 21% of residents in Cambridge and South Cambridgeshire in 2021-2021 reported experiencing high levels of anxiety. [ONS annual personal wellbeing estimates](#)
- 22.5. The [ONS UK Measures of National Well-being Dashboard](#) gives a further overview of how people in the UK are doing across 10 domains of national wellbeing.
- 22.6. Government research, [Mental health and loneliness: the relationship across life stages, 2022](#), identified clear links between chronic loneliness and mental health distress.
- 22.7. A report by Foundations, [The Social Value of aids and adaptations](#), demonstrates the importance of adaptations and similar interventions for older and disabled people in maintaining independence, supporting the delivery of home-based care and preventing hospital admissions.

23. Poverty and cost of living

- 23.1. An estimated 17% of people in the UK were in absolute poverty in 2021/22 after housing costs were taken into account. ([House of Commons Library, Poverty in the UK statistis 2023 - DWP data](#)).
- 23.2. Whilst the overall poverty rate is generally lower in Greater Cambridge than nationally, it is still a significant problem for many.
- 23.3. The Office for Budget Responsibility's [Poverty in the UK: statistics](#) forecast that real household disposable income per person will fall by 5.7% during the 2022/23 and 2023/24 financial years.



24. Other evidence

- 24.1. Various data-sets are used on a regular basis to understand housing needs and issues in Greater Cambridge, including: housing register applicants and lettings; Housing Benefit & Universal Credit; Orchard council tenant & leaseholder database; etc.
- 24.2. Additional independent research is also taken into account, such as: the work carried out by the [Young Advisory Committee of Cambridge Ahead](#) and research undertaken by Addenbrookes Hospital on the housing needs of their workers and the Cambridgeshire & Peterborough Integrated Care System's staff housing needs survey.
- 24.3. Further data, including live local data, will be used over the life of the Strategy to inform the annual action plan.
- 24.4. The Equality Impact Assessment carried out to support the Strategy includes further data on how housing issues may particularly affect groups with protected characteristics.

Dated: May 2024



Homes for Our Future

Greater Cambridge Housing Strategy 2024-2029

Annex 7: Glossary

Term	Definition
Accessible and Adaptable Homes	Standards set in part M of the Building Regulations 2010 (as amended) around access to and use of dwellings. Comprises of three categories: M4(1) visitable dwellings; M4(2) accessible and adaptable dwellings; and M4(3)A wheelchair adaptable and M4(3)B wheelchair accessible
Affordable Housing	National Planning Policy Framework (published July 2021) definition: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one of the following <ul style="list-style-type: none"> • Affordable housing for rent (Social Rent/Affordable Rent or Affordable Private Rent in Build to Rent schemes) • Starter Homes • Discounted market sales housing • Other affordable routes to home ownership (See National Planning Policy Framework for full definition)
Affordable Private Rent (APR) (in Build to Rent schemes)	The form of affordable housing to be provided in Build to Rent schemes. Rent levels must be set at least 20% below local market rent levels, including any service charges, for the same or equivalent property. Eligibility should be determined with regard to local household income levels, related to local rent levels.



Affordable Rent	<p>One of the two forms of ‘social housing for rent’ (the other being Social Rent)</p> <p>Rented housing provided by Local Authorities and Registered Providers of social housing to households that are eligible for social housing for rent. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).</p> <p>In Greater Cambridge we require rents for all Affordable Rent homes to be set in line with our Affordable Rents policy at Annex 3 to this Strategy. Some existing Social Rent homes may be converted to Affordable Rents in agreement with Homes England.</p>
Better Care Fund	<p>Health-led fund to improve health, social care and housing outcomes through improved integration.</p> <p>Disabled Facilities Grant funding to district councils is allocated through this fund.</p>
Broad Rental Market Area (BRMA)	<p>A geographical area defined by government for the purposes of setting Local Housing Allowance rates. The Cambridge BRMA covers a wide area, including Ely & Littleport, Newmarket, Haverhill, Huntingdon, St Neots, etc and surrounding areas. The result is that Local Housing Allowance rates for Cambridge are significantly lower than private rents in the more expensive area of Greater Cambridge.</p>
Build to Rent	<p>Defined in the National Planning Policy Framework (published in July 2021) as: Purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses, but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.</p> <p>It is generally funded by commercial investors seeking a long-term income.</p>



	National Planning Policy Guidance on Build to Rent gives further detail.
Cambridgeshire Home Improvement Agency	The Cambridgeshire Home Improvement Agency set up as a shared service, currently covering Cambridge City, South Cambridgeshire and Huntingdonshire district councils. The Agency provides advice, support and assistance to older, disabled and vulnerable people who own and live in their own property, or those in privately rented or housing association accommodation. The purpose of the service is to help people to remain independent, warm, safe and secure in their own homes.
Cambridgeshire & Peterborough Combined Authority	Cambridgeshire & Peterborough Combined Authority was established in 2017 as a Mayoral Combined Authority to work with local councils, the Local Enterprise Partnership, local public services, government departments and agencies, universities and businesses to grow the local and national economy.
Cambridgeshire & Peterborough Integrated Care System	The Cambridgeshire & Peterborough Integrated Care System brings together health and care organisations, local councils, and Voluntary, Community and Social Enterprise sector organisations to improve the health and wellbeing of local people.
Care Suites	A form of tenancy-based independent living accommodation aimed at a move away from institutional care. Provides larger rooms than residential care, en-suite facilities with 24-hour care and/or support, including nursing.
Choice Based Lettings (CBL)	The scheme under which Council and Housing Association homes for rent are let. Applicants (including existing tenants who want a transfer) are able to bid for properties which become available. The Councils are part of a sub-regional CBL scheme – Home Link.
Community-led housing	Housing owned, managed and/or stewarded by a local community group or organisation in a manner of their choosing. Meaningful community engagement and consent must occur throughout the process. Benefits to the local area and/or specified community must be clearly defined and legally protected in perpetuity.



	See Community led homes website
Community Safety Partnership (CSP)	<p>Community Safety Partnerships are local authority level statutory partnerships set up under the Crime & Disorder Act 1998 made up of representatives from police, probation, local authority, health and fire & rescue authorities. See MoJ Statutory Partnerships & Responsibilities</p> <p>Cambridge City and South Cambridgeshire each have their own CSP.</p>
Community Wealth Building	A people-centred approach to local economic development, which redirects wealth back into the local economy, and places control and benefits into the hands of local people.
Commuted sums	A financial contribution made by a developer where affordable housing or other section 106 contributions are not provided on site. Both councils will accept affordable housing commuted sums rather than on-site provision only in exceptional circumstances.
Cumulative development	Where a larger new development is brought forward in smaller parcels, and the development should be considered as a whole
Decent Homes Standard (Private Rented Sector)	<p>A home meets the national Decent Homes standard if: (1) it meets the current statutory minimum standard for housing (2) it is in a reasonable state of repair (3) it has reasonably modern facilities and services and (4) it provides a reasonable degree of thermal comfort.</p> <p>The Decent Homes standard currently applies only to the social rented sector, but government intends to extend it to the Private Rented Sector (PRS).</p> <p>See: A Decent Home: Definition and Guidance for Implementation, June 2006, and A Decent Homes Standard in the private rented sector: consultation, September 2022;</p>
Disabled Facilities Grants (DFGs)	Grants provided by the Council for adaptation works in the home for disabled people. The government allocates



	a sum to each local authority each year, but Councils may choose to top up the amount payable.
Discounted market sale housing	Included within the definition of Affordable housing. Properties are sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.
Energy Performance Certificate (EPC)	Contains information about a property's energy use with a rating from A to G and typical energy costs as well as recommendations about how to reduce energy use and save money. They are needed whenever a property is built, sold, or rented. See: A fairer private rented sector, government white paper, June 2022
Exception Site	An exception site is a site outside of the village framework/development boundary which would never normally get planning consent but may be considered where it provides affordable homes for local people.
Extra care	Specialist accommodation designed to maximise the independence of older people, in which residents live in their own home with their own front door, but can benefit from around the clock social care and housing support. A number of different models exist nationally. Some of the services provided in extra care housing can also be extended to people living in non-specialist accommodation in the wider community.
First Homes	A national programme that enables first time buyers to buy a home for a discount of at least 30% less than its market value, which is passed on to future purchasers.
First Homes Exception Site	Is an exception site (that is, a housing development that comes forward outside of local or neighbourhood plan allocations to deliver affordable housing) that delivers primarily First Homes



<p>Fuel Poverty</p>	<p>A person is regarded to be living in fuel poverty if they are a member of a household living on a lower income in a home which cannot be kept warm at reasonable cost.</p> <p>Under this ‘Low Income High Costs’ definition of fuel poverty, used nationally, households are considered fuel poor if they have:</p> <ul style="list-style-type: none"> • an income below the poverty line (including if meeting its required energy bill would push it below the poverty line); and, • higher than typical energy costs.
<p>Future Homes Standard</p>	<p>The proposed national Future Homes Standard will require new homes to be ‘zero carbon ready’ so that no further retrofit work for energy efficiency will be necessary to enable them to become zero-carbon as the electricity grid continues to decarbonise.</p> <p>See: Summary of responses to government consultation</p>
<p>General Fund</p>	<p>An account held by each council to fund activities other than those related to council owned housing. (See Housing Revenue Account below).</p>
<p>Greater Cambridge</p>	<p>The geographical area covered by Cambridge City and South Cambridgeshire District Councils</p>
<p>Greater Cambridge Partnership</p>	<p>The Greater Cambridge Partnership is a local Delivery body aimed at growing and sharing prosperity in Greater Cambridge with improvements to transport, housing and skills. The four partners are Cambridge City and South Cambridgeshire District Councils, Cambridgeshire County Council and the University of Cambridge.</p>
<p>Gypsies & Travellers</p>	<p>There are a number of definitions governing different areas of law that apply to Gypsies and Travellers. The councils’ Gypsy and Traveller Accommodation Assessment includes the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers and Travelling Showpeople.</p>
<p>Healthy New Towns</p>	<p>A national NHS programme which has worked with 10 demonstration sites, including Northstowe in South Cambridgeshire, to explore how the development of new</p>



	<p>places could create healthier and connected communities with integrated and high-quality services. Learning from the programme is outlined across a set of ten principles.</p> <p>See NHS Health New Towns web page</p>
Home Improvement Agency	<p>An agency which provides disabled adaptations and home improvements for vulnerable people living in private homes, and signposts people to other services. Cambs HIA is the agency provided as a joint service across Cambridge City, South Cambridgeshire and Huntingdonshire District Councils.</p>
Home Link	<p>Home Link is the choice based lettings scheme (see above) through which Council and Housing Association homes are let to housing register applicants across the Cambridge sub-region.</p>
Homes England	<p>Homes England (previously the Homes & Communities Agency) is the government’s Housing and regeneration agency.</p>
Housing Associations	<p>Independent societies, bodies of trustees or companies established for the purpose of providing low-cost social housing for people in housing need on a non-profit-making basis. Any trading surplus is used to maintain existing homes and to help finance new ones. Most Housing Associations are Registered Providers; i.e. registered as such with the Regulator of Social Housing.</p>
Housing Benefit	<p>Welfare benefits to help cover housing costs. For people of working age it is being phased out and replaced by Universal Credit; although those in supported, sheltered or temporary housing may still be eligible. See government’s Housing Benefit eligibility web page</p>
Housing First	<p>Housing First aims to support homeless people with multiple and complex needs. It involves providing secure homes, together with personalised support. Providing a home first can provide a stable platform from which other issues can be addressed. See Homeless Link, The principles of Housing First</p>



<p>Housing Health & Safety Rating System (HHSRS)</p>	<p>A risk assessment tool to help local authorities identify and protect against potential risks and hazards to health and safety from any deficiencies identified in dwellings.</p> <p>A hazard can be rated as Category 1 (the most serious, posing an imminent risk to a person’s health) or Category 2 (a hazard that is less serious or less urgent)</p> <p>See national HHSRS guidance</p>
<p>Housing Revenue Account (HRA)</p>	<p>The account which deals with the rent and service charge money paid by council tenants and leaseholders, and pays for management, maintenance and improvement of the council’s homes and surrounding areas.</p>
<p>House in Multiple Occupation (HMO)</p>	<p>Sometimes called a ‘house share’.</p> <p>A property is a House in Multiple Occupation if : at least 3 tenants live there, forming more than 1 household; and they share toilet, bathroom or kitchen facilities with other tenants.</p> <p>A property is a large HMO if: at least 5 tenants live there, forming more than 1 household; and they share toilet, bathroom or kitchen facilities with other tenants.</p> <p>See: DLUHC, Private renting</p>
<p>Intermediate Housing</p>	<p>Affordable housing other than Social Rent or Affordable Rent. Includes:</p> <ul style="list-style-type: none"> • Starter Homes • Discounted market sale housing • Affordable Private Rent in Build to Rent schemes • Other affordable routes to home ownership (including shared ownership, relevant equity loans, other low cost homes for sale (e.g. First Homes) and Rent to Buy)
<p>Lettings policy</p>	<p>Each of the councils has its own policy on how social/Affordable rented homes will be let through the Home Link housing register.</p>
<p>Local Housing Allowance (LHA) rates</p>	<p>LHA rates are set by government, and used to assess the level of housing benefit (or housing element of Universal Credit) to be paid to tenants renting from</p>



	<p>private landlords, depending on the area in which they live and the size of their household.</p> <p>A claimant’s LHA rate depends on where they live and the number of bedrooms their household is deemed to need, up to a maximum of four bedrooms. LHA rates are set at the 30th percentile of rents in the local Broad Market Rental Area (BRMA) – see above.</p>
<p>Local Plan</p>	<p>Local Planning Authorities, including District Councils, must provide a Local Plan which sets planning policies in the local authority area. Both councils currently have their own Local Plans and are now working towards a joint Greater Cambridge Local Plan.</p>
<p>Local Lettings Plan</p>	<p>Local Lettings plans set out the criteria for allocating and letting Social Rent and Affordable Rent homes within a development to help create balanced, mixed and sustainable communities. For an exception site scheme, Local Lettings Plans are used to ensure that priority is given to those with a local village connection.</p>
<p>Mandatory licensing of HMOs</p>	<p>Mandatory licensing applies to: any property occupied by five or more people forming two or more separate households; or any purpose-built flat in a block of up to two flats, occupied as an HMO by five or more people</p> <p>See: DLUHC HMO licensing guidance</p>
<p>Minimum Energy Efficiency Standards (MEES)</p>	<p>The Domestic Minimum Energy Efficiency Standard Regulations set a minimum energy efficiency level for domestic private rented properties.</p>
<p>Mortgagee in Possession (MIP) clauses</p>	<p>A MIP clause in a section 106 Agreement allows a Registered Provider to maximise their borrowing power against their assets, so that they can invest in new affordable housing provision. It gives comfort to lenders that if they were to default on a loan payment they could ultimately take possession of the RP’s interest in the affordable housing units used as assets against which the loan is secured.</p> <p>Both councils use the national standard MIP clause. (See Annex 2, Affordable Housing Requirements)</p>



<p>National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG)</p>	<p>The national framework which sets out the government's policies and guidance around new developments, including the development of Affordable Housing.</p> <p>National Planning Policy Framework - GOV.UK (www.gov.uk)</p> <p>National Planning Policy Framework - Guidance - GOV.UK (www.gov.uk)</p>
<p>Neighbourhood Plan</p>	<p>A Neighbourhood Plan gives communities direct power to develop a shared vision for their neighbourhood and shape the development of their local area. It sits alongside the Local Plan, and planning decisions will be made using the Neighbourhood Plan, Local Plan and other material considerations.</p> <p>See: DLUHC Neighbourhood Planning Guidance</p>
<p>One Public Estate</p>	<p>A programme delivered in partnership with the Local Government Association, Office of Government Property within the Cabinet Office, and Department for Levelling Up, Housing & Communities (DLUHC). It supports locally-led partnerships of public sector bodies to kickstart regeneration and transform public service delivery.</p> <p>See LGA One Public Estate web page</p>
<p>Passivhaus standard</p>	<p>A voluntary standard of energy efficiency in homes and other buildings. It focuses on a fabric-first approach to minimising energy consumption from space heating and cooling. Passivhaus buildings are well-constructed, insulated and ventilated, so that they retain heat from the sun and the activities of occupants, requiring very little additional heating or cooling.</p> <p>See the Passivhaus website</p>
<p>Pods</p>	<p>Small, system-built accommodation units. In Greater Cambridge these are generally aimed at single homeless people, and rough sleepers or those at risk of rough sleeping.</p>



Private Rented Sector (PRS)	Property owned by a landlord and leased to a tenant. The landlord could be an individual, a property company or an institutional investor.
Registered Providers	Providers of social housing registered with the Regulator of Social Housing. Includes local authority landlords and Private Registered Providers (such as not-for-profit housing associations, co-operatives and for-profit organisations). Undertakes economic regulation, and sets and enforces consumer standards. See Regulator of Social Housing, about us page
Regulator of Social Housing	Government body which ‘promotes a viable, efficient and well-governed social housing sector able to deliver and maintain homes of appropriate quality that meet a range of needs’. Undertakes economic regulation, and sets and enforces consumer standards. See Regulator of Social Housing, about us page
Rent to Buy	Homes are let to eligible households at an intermediate rent/Affordable Rent with a view to purchasing the property at a later date.
Retrofitting	The government’s Guide to making retrofit work defines retrofit as: the introduction of new materials, products and technologies to an existing building to reduce the energy needed to occupy that building.
Right to Buy (RTB)	Scheme introduced by the Housing Act 1980 which enables secure Local Authority tenants (and some assured Housing Association tenants) to buy their rented home at a discount.
Section 21	Refers to Section 21 of the Housing Act 1988. A Section 21 notice is served to end a tenancy agreement, so that the landlord can regain possession. No reason is required. The abolition of Section 21 evictions notices are proposed within the Renters (Reform) Bill
Section 106 Agreement	Section 106 of the Town & Country Planning Act 1990 allows a local planning authority to enter into a legally binding agreement with a developer. Such agreements can be used to require developers to provide Affordable Housing and/or community facilities on a site. Alternatively, financial contributions (commuted sums) can be agreed in place of delivering new affordable homes on site. The Greater Cambridge councils will



	<p>normally only accept financial contributions in place of Affordable Housing in exceptional circumstances.</p> <p>The government has consulted on replacing section 106 agreements with a new Infrastructure Levy.</p>
Self & Custom Build Housing	<p>Self-build and custom-build housing covers a wide spectrum, from projects where individuals are involved in building or managing the construction of their home from beginning to end, to projects where individuals commission their home, making key design and layout decisions, but the home is built ready for occupancy. A legal definition is provided in the Self-build and Custom Housebuilding Act 2015 (as amended). See government Self-build and custom housebuilding guidance</p>
Shared Ownership	<p>A form of Intermediate tenure low cost home ownership housing offered by housing associations, councils and other organisations. Home buyers purchase a leasehold share of their home of between 10% and 75% of the home's value, and pay rent on the remaining share. The owner can then buy more shares in their property later on, should they wish to, with a minimum 1% gradual staircasing (dependent on the terms of their lease)</p> <p>See DLUHC, Shared ownership homes information</p>
Small & Medium sized Enterprises (SMEs)	<p>Companies with 250 or fewer employees.</p>
Social Housing	<p>Defined in the Housing & Regeneration Act 2008 (as amended). Includes low-cost rental (Social Rent and Affordable Rent) and low-cost home ownership.</p> <p>See Regulator of Social Housing 'About us' page</p>
Social impact investment	<p>The use of repayable finance invested into a social organisation to help it achieve its purpose and increase its impact on society. See the government's Inclusive economy web page</p>
Social Rent Housing	<p>Rented housing owned by Registered Providers (local authorities and housing associations), for which guideline target rents are based on a formula set by central government.</p>



	It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Regulator of Social Housing.
Social Rent	<p>The rent charged for Social Rent housing, based on a formula set by government. A ‘formula rent’ is set for each property, calculated based on the relative value of the property, relative local income levels, and the size of the property.</p> <p>(Differs from Affordable Rent). Social Rents are typically around 40-50% of an open market rent.</p> <p>See DLUHC Policy statement on rents for social housing</p>
Social value	<p>Social value looks beyond using money as the main indicator of value, putting the emphasis on engaging people to understand the impact of decisions on their lives. Social value measurement tries to understand and record the relative importance people place on the wellbeing changes experienced, capturing social impact in the round. See Social Value UK website</p>
Supported Housing	<p>Accommodation provided alongside support, supervision or care to help people live as independently as possible in the community. May be provided by housing associations, local authorities, charities or voluntary organisations. See government’s Supported housing: national statement of expectations 2020</p>
Standard Assessment Procedure (SAP) ratings	<p>The government’s standard methodology to assess and compare the energy efficiency and environmental performance of dwellings. It results in a figure between 1 and 100. The higher the SAP rating, the lower the fuel costs and the lower the carbon emissions.</p> <p>See government’s Standard Assessment Procedure guidance</p>
Starter Homes	<p>Introduced by the Housing & Planning Act 2016. Starter homes are aimed at first time buyers aged over 23 and under 40. Properties to be sold to purchasers at a discount of at least 20% of market value, with a discounted price cap of £250,000 (£450,000 in London).</p>



	The NPPF (published in July 2021) provides for Starter Homes to count as Affordable Housing.
Supplementary Planning Documents (SPDs)	Supplementary Planning Documents build on and provide more detailed advice or guidance on policies in an adopted Local Plan. They are a material consideration in decision-making. See: DLUHC Plan making guidance
Universal Credit	Universal Credit is welfare benefit for working aged people to help with living costs. It is being rolled out to replace a range of other benefits and tax credits. Housing Benefit for most working age claimants is being replaced by the housing element of Universal Credit.
Vacant Building Credit	Vacant building credit is a national policy that grants developers a financial credit when they redevelop previously developed land . This credit can be used to offset their obligations to provide affordable housing within the development project, incentivising the revitalisation of underutilised buildings.
Village Design Statement	A Village Design Statement (VDS) is a document that describes the distinctive characteristics of the locality, and provides design guidance to influence future development and improve the physical qualities of the area. It helps communities and planners shape the character of new development in the area, in response to community priorities, and is a material consideration in decision-making.
Zero carbon/ net zero carbon	Reducing carbon emissions to zero or as close to zero as possible. Any remaining residual emissions would be balanced by schemes to offset an equivalent amount of greenhouse gases from the atmosphere, such as planting trees or using technology like carbon capture and storage.

Dated: May 2024



Homes for Our Future Greater Cambridge Housing Strategy 2024-2029

Annex 8: Key Achievements 2019-2023

Contents

1. Introduction	2
2. New Homes	2
3. Existing Homes	3
4. Settled Lives	4



1. Introduction

1.1. Since the publication of the Greater Cambridge Housing Strategy in 2019, both councils have made good progress in meeting its key priorities and actions. This Annex looks to celebrate some of its successes as described below.

2. New Homes

Both councils have:

- Supported and contributed to delivery of 2,209 affordable homes across Greater Cambridge between April 2019 and March 2023.
- Introduced a set of policy annexes to this Strategy detailing our requirements around: Build to Rent; the delivery and clustering & distribution of new affordable housing; and the setting of Affordable Rents.
- Published our interim position on implementing the government's First Homes policy.

Cambridge City Council has:

- Built over 500 net new high quality, energy efficient council homes as part of mixed tenure developments on council land, with funding from the Cambridgeshire & Peterborough Combined Authority; and established a longer term programme through a range of land options and funding streams.
- Earmarked 16 new council homes, and purchased 17 additional market homes with government grant, for refugees from Syria, Afghanistan and Ukraine.
- Worked with partners on delivery of 22 specially designed, system-build accommodation pods for rough sleepers or those at risk of rough sleeping, with four more in the pipeline for 2024.

South Cambridgeshire has:

- Delivered 369 new council homes between April 2019 and March 2024.
- Delivered 76 homes under the Local Authority Housing Fund (LAHF) scheme, providing 61 homes for refugees and 15 homes for temporary accommodation.
- Piloted one of the First Homes schemes in the country at Great Abington.
- Implemented a bespoke Northstowe discounted market scheme
- Supported the delivery of 6 Solohaus pods to support those in the Emmaus community in transitioning to independent living.



- Supported delivery of two Rent to Buy schemes
- Supported outline planning permission for the expansion of the Wellcome Genome Campus at Hinxton, which will provide a range of homes for its workers.

3. Existing Homes

Both councils have:

- Worked with partners in securing grant funding, providing tailored advice to residents, and delivering improvement interventions and projects to make homes warmer and more energy and water efficient across all tenures.
- Carried out focused work across a range of areas, targeting help at people particularly affected by the cost of living crisis.
- Worked with residents to understand the implications of the government's [Social Housing White Paper](#) and prepare for implementation of the new [Social Housing \(Regulation\) Act](#) to help improve housing management and maintenance, home and fire safety, and resident engagement.
- Improved our approaches to dealing with damp and mould, including setting up dedicated pathways for reporting issues in council homes, and using data collected to help target investment.
- Developed plans for service improvement following our most recent STAR resident satisfaction surveys.

Cambridge City Council has:

- Published detailed advice for owners and landlords on retrofitting their homes. ([CC, Retrofitting Your Home, 2022](#)).
- Carried out a programme of energy efficiency improvements to council homes with poor energy ratings, including external wall insulation and solar PV panels. Additional grant funding has been secured to help fund further retrofitting of council homes with solid walls.
- Introduced [targeted enforcement of Minimum Energy Efficiency Standards](#) in the private rented sector, to ensure that properties with the lowest energy efficiency ratings are brought up to the required minimum 'level E' rating where feasible.
- Started a programme of [tenancy audits](#), aimed at visiting all council tenant households to identify and address issues arising and help target resources where they are most needed.



South Cambridgeshire District Council has:

- Introduced a new [Asset Management Strategy](#) for its own stock, as well as publishing its Damp, Mould & Condensation Policy for council tenants and its Council Tenants Disabled Adaptations Policy.
- Procured a new long-term repairs contract for council homes enabling tenants to report and track repairs online.
- Set up the Housing Engagement Board which includes both tenant representatives and district councillors, to ensure tenants views are taken into consideration when making decisions on any service changes.
- Established other resident involvement groups to help monitor contractor performance and policy development; as well as involving tenant reps in the recruitment of key housing roles, and the procurement of the new repairs contract.
- Undertaken a stock condition survey to get a better understanding of the condition of the council's own housing stock.
- Raised awareness of tenancy fraud by way of a key amnesty campaign that gave the opportunity to voluntarily hand in keys with no further action taken where residents were illegally occupying or subletting council properties.
- Improved its approach to bringing empty homes back into use, including employing a dedicated Empty Homes Officer. Following recruitment, 20 homes were brought back into use in 2023/2024.
- Employed a dedicated support worker to support those struggling with their mental health & wellbeing who may struggle to maintain their tenancy.
- Employed a dedicated damp, mould & condensation surveyor and published a damp & mould policy for council tenants.
- Published a Disabled Adaptations Policy for council tenants.

4. Settled Lives

Both councils have:

- Published Homelessness (South Cambridgeshire) and Homelessness & Rough Sleeping (Cambridge City) Strategies, developed within the context of the Greater Cambridge Housing Strategy 2019-2023. Actions are being implemented.
- Successfully achieved Domestic Abuse Housing Alliance (DAHA) accreditation, highlighting our commitment to supporting survivors of domestic abuse.
- Introduced a new [Repairs and Adaptations Policy](#), being delivered through the Home Improvement Agency.
- Increased support to people with mental health issues or who are experiencing financial hardship.



Cambridge City Council has:

- Published a revised Anti-Poverty Strategy, replaced more recently with a new Community Wealth Building Strategy aimed at reducing poverty and inequality in Cambridge, and supporting a more inclusive, fair and sustainable economy.
- Introduced a pilot Low Income Family Tracker (LIFT) to help identify households most in need of support.

South Cambridgeshire District Council has:

- Published a Cost of Living Support Programme
- Run a pilot 'Through the Door social prescribing project' through one of the local GP practices, which has now been established nationally.
- Delivered Tenancy Workshops at locations within the district to those who are homeless or threatened with homelessness, focussing on skills needed to manage a tenancy.
- Implemented safeguarding training corporately across the council.
- Reviewed the mutual exchange policy, including offering financial support. to help tenants secure transfers to more suitable accommodation.
- Supported 246 Ukraine guests to move onto live more independently
- Secured Public Health funding to deliver a series of Employment Hubs. across the District to help long term unemployed into sustainable work.

Dated: May 2024

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Greater Cambridge Strategy 2024-2029 Action Plan Year 1: June 2024 to March 2025



(Actions for year 2 onwards to be agreed during year 1 implementation)

- Objective 1:** Building the right homes in the right places that people need and can afford to live in
- Objective 2:** High quality, low carbon, energy and water efficient homes
- Objective 3:** Settled lives
- Objective 4:** Building Strong Partnerships

End of year update:
Red = No/little progress
Amber = Well under way
Green = Complete
Blue = Circumstances changed – no further action

CCC = Cambridge City Council
SCDC = South Cambridgeshire District Council

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
O.1	1.1	Both councils to work with government to understand and	New	n/a	March 2025 and ongoing	Greater Cambridge	Officer time within existing resources	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
		influence their "Cambridge 2050" housing growth proposals				Planning Service		
O.1	1.2	Both councils to complete an assessment of the accommodation needs of Gypsies, Travellers, Travelling Showmen, and caravan & boat dwellers. Identify how to meet any permanent or temporary accommodation requirements which emerge	Carried forward from actions 5.4 & 5.5	First draft report received March 2024 and being reviewed. Aiming for publication summer 2025	Spring 2024	CCC & SCDC Housing Strategy	General Fund project budget (funded jointly between SCDC & City)	
O.1	1.3	Both councils to work with Cambridgeshire County Council to identify specialist accommodation options for people with learning disabilities, autism and mental health needs	New	To be based on new County Council accommodation profiles	March 2025 and ongoing	SCDC & CCC Housing Strategy	Officer time from existing resources	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
O.1	1.4	Both councils to develop a standard S.106 Agreement template for the Affordable Housing obligations	Carried forward from actions 5.7	Working with 3C Legal Team to agree standardised S106 Agreement template for the Affordable Housing provision.	June 2024	Services Legal Team	Officer time from existing resources	
O.1 & O.2	1.5	SCDC to deliver 75 new homes for rent and/or shared ownership.	Continuation of actions 5.8 & 5.9	91 new homes completed 2022/23, exceeding target. 109 new homes delivered 2023/24, including 27 Affordable Rent & 21 Shared Ownership, plus an additional 61 homes through the Local	April 2025	SCDC New Build	Right to Buy receipts, money received in lieu of affordable housing, Housing Revenue Account reserves and long-term borrowing Potential to seek grant funding if applicable on specific schemes	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
				Authority Housing Fund.				
O.1 & O.2	1.6	SCDC to develop a new carbon reduction standard for properties that the council builds outright	New	n/a	April 2025	SCDC New Build	Officer time from existing resources	
O.1 & O.2	1.7	SCDC to develop an exemplar scheme on one of its own landholdings based on Passivhaus or similar design	Continuation of action 5.9	Planning permission granted March 2024 for the provision of 256 dwellings, of which the council will be delivering 72 affordable rented homes using Passivhaus principles	TBC	SCDC New Build	Right to Buy receipts, Housing Revenue Account reserves and long-term borrowing	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
O.1 & O.2	1.8	CCC to deliver 151 new council homes 2024-25, including 14 built to Passivhaus standards and in line with the council's Sustainable Housing Design Guide targets.	Continuation of actions 5.11 & 5.12	n/a	March 2025	CCC Housing Development Agency	Right to Buy receipts, grant funding, Housing Revenue Account reserves and long-term borrowing	
O.1	1.9	CCC to deliver 14 of its new council homes 2024-25 at 80% of market rents, and identify opportunities for private rent/ Build to Rent development.	New	n/a	March 2025	CCC Housing Development Agency	See action 1.8 above	
O.2	1.10	CCC to explore further opportunities for non-traditional types of development which could be delivered along with broader council stock refurbishment/ retrofit	New	n/a	March 2025	CCC Housing Development Agency	Existing resources	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
O.1	1.11	Both councils to establish and implement a mechanism for monitoring occupation of new affordable housing to understand whether strategic objectives are being met	New		March 2025	SCDC & City Housing Strategy	Officer time within existing resources	
O.2	1.12	CCC to continue its programme to fit external wall insulation to 200+ council properties, to bring them up from Level 'D' Energy Performance Certificate (EPC) rating to Level 'C'.	Next stage on from action 5.18	Programme of work in place and being implemented to fit external wall insulation to 200+ EPC D-rated council homes to achieve a C rating by September 2025. Ongoing programme thereafter to ensure all council	September 2025	CCC Asset Management	£8.5m Housing Revenue Account capital plan, including £2.3m Social Housing Decarbonisation Fund (SHDF) Grant.	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
				properties achieve C rating by 2035.				
O.2	1.13	CCC to carry out a pilot project to retrofit 50 council homes to as near zero carbon standards as possible	Next stage on from actions 5.18 & 5.20	Net zero retrofit pilot is due to start on site April 2024.	June 2025 (Start on site April 2024)	CCC Asset Management	£6.7m, through Housing Revenue capital plan	
	1.14	CCC to carry out a feasibility study to assess how retrofit capacity can be grown locally	New	n/a	December 2024 (provisional)		£25k General Fund contribution	
	1.15	CCC to ensure at least 250 private rented properties are brought up to Minimum Energy Efficiency standards during 2024/25		332 were brought up to standard 2023/24	March 2025	CCC Environmental Health		
	1.16	CCC to deliver home energy improvements in 250 homes occupied by low income	Next stage on from	Retrofit Framework went live May 2023 with 5		CCC Environmental Health	Government grant, including Home Upgrade Grant (HUG2) fund.	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
		households during 2024/25, in partnership with the Cambridgeshire Energy Retrofit Partnership through the Action on Energy scheme	action 5.22	contractors in place. Enables delivery of externally funded projects (e.g. HUG2 and SHDF), and provides a list of contractors the council can promote to private residents for self-financed work. This established route to contractors has helped secure funding by ensuring confidence in delivery of grant funded projects. Framework in place until April 2027.			(Actual funding allocated on a case-by-case basis). Further opportunities for partnerships and funding bids to be explored.	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
O.2	1.17	SCDC to deliver HUG2 (Home Upgrade Grant) to scheme to upgrade off-gas properties	NEW		April 2025	SCDC Climate & Environment	Government Home Upgrade Grant (HUG2)	
O.2	1.18	SCDC to develop and promote the self-funding offer for housing retrofit through Action on Energy Cambridgeshire (including marketing initiatives)	NEW		April 2025	SCDC Climate & Environment	Officer time within existing resources	
O.2	1.19	SCDC to improve all council homes below a 'C' EPC rating	New	n/a	April 2025	SCDC Housing Assets	Housing Revenue Account (Capital Programme)	
O.2	1.20	SCDC to use EPC and stock data to create a costed 5,10 & 15 year plan to improve energy efficiency in council homes and in consideration of adapting to climate change.	New	n/a	December 2024	SCDC Housing Assets	The project will identify costings – to be funded through Housing Revenue Account (Capital Programme) and any government funding available	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
							£1.7m funding secured through the government's Social Housing Decarbonisation, so far.	
O.2	1.21	SCDC to develop a SCDC Homes Standard for its council properties following analysis of the Stock Condition Survey and STAR survey	Carried forward from action 5.27		April 2025	SCDC Housing Property Services	Officer time within existing resources	
O.2	1.22	SCDC to complete energy retrofit assessments of communal rooms and identify feasible improvements and a costed agreed delivery plan for decarbonisation (to take place alongside refurbishment works)	New	n/a	April 2025	SCDC Housing Management	Assessment to be costed once completed – to be funded through Housing Revenue Account (Capital Programme)	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
O.2	1.23	SCDC to work with resident reps to review its Resident Involvement Framework	Carried forward from action 5.49	Working Group set up with tenant reps to review framework – looking for new structure to be approved at next Housing Engagement Board in June 2024	July 2024	SCDC Housing Strategy	Officer time within existing resources	
O.2	1.24	SCDC to publish a Communications Standard for council housing residents	New	n/a	July 2024	SCDC Housing Strategy	Officer time within existing resources	
O.2	1.25	SCDC to run a Minimum Efficiency Standards (MEES) project to identify private rented sector properties which fall below standards and require actions.	New	n/a	April 2025	SCDC Environmental Health	Officer time within existing resources	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
O.2	1.26	SCDC to establish a private rented sector landlord forum to share best practice and advise on support for improvement measures	New	n/a	April 2025	SCDC Environmental Health	Officer time within existing resources	
O.2	1.27	SCDC to carry out a private sector stock condition survey to inform decisions on future approaches	Carried forward from action 5.24		September 2024	SCDC – Environmental Health	General Fund Reserves	
O.2	1.28	SCDC to produce a retrofit guide for South Cambridgeshire housing archetypes to support householders to realise retrofit improvements.	New	n/a	April 2025	SCDC Climate & Environment	Within existing resources	
O.2	1.29	SCDC to bring 20 empty homes back into use which have been empty for longer than 6 months	New	n/a	April 2025	SCDC Environmental Health	Dedicated officer for empty homes. No additional resources identified	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
O.2 & O.3	1.30	Both councils to implement requirements arising from the new Social Housing (Regulation) Act and new Consumer Standards, and prepare for potential regulatory inspection.	Next stage on from action 5.16	Both councils working to implement new national Consumer Standards and to prepare for landlord regulatory inspections. Both councils have completed tenant satisfaction surveys and are on track to submit the required data for 2023/24 for the new Tenant Satisfaction	Act & Regulations came into force 1 April 2024 – work ongoing thereafter	CCC & SCDC Housing	Officer time within existing resources	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
				Measures by June 2024. SCDC - Self Assessment completed using HQN Toolkit.				
O.3	1.31	Both councils to implement 2024/25 actions arising from the councils' Homelessness & Rough Sleeping Strategies and action plans	New	n/a	April 2025	CCC & SCDC Housing	SCDC - DLUHC Homeless Prevention Grant (£966,799 for 2024/25) plus from General Fund	
O.3	1.32	Both councils to implement requirements arising from the Supported Housing (Regulatory Oversight) Act in relation to 'exempt' supported accommodation.	New	Awaiting publication of regulations	Tbc - dependent on publication of regulations	CCC Housing Advice	General Fund - depending on regulatory requirements	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
O.3	1.33	CCC to review its Resident Involvement Strategy for council tenants & leaseholders	New	n/a	January 2025	CCC Housing Support & Performance	Existing resources	
O.3	1.34	CCC to explore opportunities for sustainable activities in sheltered schemes	New	n/a	April 2025	CCC Housing Support & Performance	Existing resources to October 2024; exploring Integrated Commissioning Service grant funding thereafter	
O.3	1.35	CCC to explore solutions for tackling hoarding in council homes	New	Tenancy audits have identified hoarding as an issue to be addressed	April 2025	CCC Housing Support & Performance /City Homes	To be considered as part of Our Cambridge Communities team re-design	
O.3	1.36	SCDC to review all tenant data to improve customer insight reporting.	New		April 2025	SCDC Housing Strategy	Existing resources	
O.3	1.37	SCDC to continue to participate in the Government's Local Authority Housing	New		January 2025	SCDC Housing	LAHF grant funding, Housing Revenue Account reserves	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
		Fund to enable the Council to offer more properties to refugees and temporary accommodation.					and long-term borrowing	
O.3	1.38	SCDC to implement the agreed cost of living support package for 2024/25 (including delivery of 20 community hubs across the district and continuation of a mobile food hub truck) and ensure schemes are embedded and self-sustaining following initial council support and investment.	New		April 2025	SCDC Communities	Funding agreed from General Fund Reserves (£206,000) and grant funding from the Integrated Care Board (£224,400)	
O.3	1.39	Implement the Low-Income Family Tracker to identify households before they reach crisis point and target	New			SCDC Communities	Funding agreed from General Fund Reserves (£187,000)	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
		support where it will be most effective, preventing hardship.						
O.3	1.40	Both councils to review the county-wide Adaptations policy to ensure grant funding for home adaptations and repairs for private sector residents is targeted appropriately.	New		January 2025	CCC Housing Strategy	Within existing resources Funding for disabled facilities grants comes from the Better Care Fund distributed by the County	
O.3	1.41	SCDC to host a skills event in conjunction with partners at South Cambs Hall showcasing in house and partner skills and career pathways.	NEW		December 2024	SCDC Business Support	Within existing resources	
O.3	1.42	SCDC to lead a 'work and health pilot project' to support long term unemployed people with a disability or long-term condition	NEW		April 2025	SCDC Business Support	Funding secured externally from Public Health	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
		gain skills and/or support to get back to work, by developing a series of employment hubs and engagement with employers to secure good quality jobs						
O.3 & O.4	1.43	CCC to explore how issues such as social value and employment & skills development can be achieved through housing activity	New	See CCC's new Community Wealth Building Strategy	March 2025	Tbc following staff restructure	Tbc	
O.3 & O.4	1.44	CCC to explore how communities can take a more central role in co-creation, design and decision-making	New		March 2025	Tbc following staff restructure	Tbc	
O.3 & O.4	1.45	CCC to develop engagement strategies for new council developments, taking a place-based approach	New	n/a	March 2025	CCC Housing Development Agency	Existing resources	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
O.4	1.46	Support the Cambridgeshire & Peterborough Integrated Care Commission in seeking housing solutions for their workers	New	Have been working with the ICS, supporting development of their housing needs survey and through their Accommodation Forum.	Ongoing	CC & SCDC Housing Strategy	Existing resources	
O2 & O.4	1.47	CCC to work in partnership with Cambridgeshire Fire & Rescue Service to review external wall cladding issues in buildings 11-18m tall	New		March 2025 (then potentially ongoing)	CCC Environmental Health	Existing resources	
O.2 & O.4	1.48	CCC to explore, with local Registered Providers, how low level nuisance can be tackled, and whether a consistent approach to tackling housing stock defects, including	New		March 2025 (then potentially ongoing)	CCC Environmental Health	Existing resources	

Objective (see page 1 above)	No.	Actions	New, or carried forward from 2019-23 Strategy Y5 action plan?	Comments/Progress/Outcomes at April 2024	Completion by (date)	Lead	Funding	Update April 2025
		damp and mould, can be achieved.						

Cambridge City Council Equality Impact Assessment (EqIA)

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

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

Guidance on how to complete this tool can be found on the Cambridge City Council intranet. For specific questions on the tool email Kate Yerbury, Equality and Anti-Poverty Officer at equalities@cambridge.gov.uk or phone 01223 457046.

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

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

Greater Cambridge Housing Strategy 2024-2029

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

Will be available at: <https://www.cambridge.gov.uk/housing-and-related-strategies>
and <https://www.scambs.gov.uk/housing/housing-strategy/housing-strategy-and-policy/>

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

The Greater Cambridge Housing Strategy:

- Sets out our strategic direction and priorities in relation to new and existing homes and communities and in tackling housing affordability
- Demonstrates the councils' shared priorities, as well as where priorities differ between the two

- Summarises how achieving our objectives and priorities will be resourced

It includes a number of annexes, including some policy annexes around the delivery of new homes, and a rolling annual action plan.

4. Responsible service

Cambridge City Council – Housing Strategy

South Cambridgeshire District Council – Housing Strategy

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. Council tenants, tourists, people who work in the Greater Cambridge area but do not live here):

- People living and/or working in Greater Cambridge
- Residents and resident representatives of all tenures

A whole range of external partners, including:

- Developers and Registered Providers
- Other district councils in Cambridgeshire and the wider sub-region
- Cambridgeshire County Council
- Health partners, including Cambridgeshire & Peterborough Integrated Care System
- Greater Cambridge Partnership
- Cambridgeshire & Peterborough Combined Authority
- National government, and agencies such as Homes England
- Wider public/private partnerships aimed at securing funding and promoting innovation
- Other public service providers
- Business, education and skills partners
- Council tenants and leaseholders
- Local communities
- Private landlords, letting agencies and tenants
- Community Safety Partnerships
- Third sector organisations
- Parish Councils & local communities
- Partnerships aimed at securing private investment
- Wider public/private partnerships

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

Other council departments:

Shared services:

- Joint Planning Service
- Cambridgeshire Home Improvement Agency

Cambridge City:

- Corporate Strategy
- Housing Development Agency
- Economic Development & Region of Learning
- City Homes
- Housing Advice
- Housing Support & Performance
- Asset Management
- Environmental Health
- Community Development
- Accountancy

South Cambridgeshire

- Climate and Environment
- Communications & Sustainable Communities
- Economic Development
- Housing Development
- Housing Advice & Options
- Neighbourhood & Estates
- Housing Assets

A whole range of external partners: See above.

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

- South Cambridgeshire District Council: Cabinet – 25 June 2024
- Cambridge City Council: To go to Executive Councillor for Housing and Housing Scrutiny Committee 18 June 2024

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?

- Housing related data, here and in Annex 6 to the Housing Strategy: Summary of Evidence.
- Responses to consultation

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

YOUNGER PEOPLE – POSITIVE IMPACT

Data

Census 2021:

- Families in England and Wales with adult children living with them increased by 13.6% between 2011 and 2021. Living in an area where housing is less affordable was cited as one of the factors. [More adults living with their parents - Office for National Statistics \(ons.gov.uk\)](#)
- People who identified as homeless were around 8 years younger on average (median age 32 years) than the rest of the population of England & Wales (median age 40 years) [People experiencing homelessness, England and Wales - Office for National Statistics \(ons.gov.uk\)](#)

Resolution Foundation's Intergenerational Audit 2023:

- The proportion of young family units living with parents had increased from 48% to 53% between 2013 and 2021
- Millennials spent longer in the private rented sector than older generations, with a typical private renter spending 34% of their net income on housing costs, compared with 10% by a typical mortgage holder.
- Although there had been a slight rise in home ownership amongst young people between 2013 and 2021, young people in 2021 were still half as likely to own their own home than young people had been 30 years earlier.

Institute for Fiscal Studies, Barriers to home ownership for young adults 2018:

- Average property prices in England had risen by 173% (after adjusting for inflation) since 1997, compared with an increase in real incomes of 25 to 34 year olds of 19% across the same period. Rental prices had increased by 10% in the East of England. Rising house prices had benefited older generations at the expense of younger ones and had increased intergenerational inequalities.
- 35% of 25 to 34 year olds were home owners in 2017, reduced from 55% in 1997, with the biggest fall being seen among middle-income young adults. The proportion of young adults needing to spend more than 6-months income on a 10% deposit for the median property in their areas had increased from 33% to 78% nationally in 2017. It was becoming increasingly hard for young adults to raise a deposit.

English Housing Survey Home Adaptations report 2019-20

- Households with a person aged under 55 that required adaptations were more likely to report that their accommodation was unsuitable (30%) than those that required adaptations in older age groups (20% or less).

Mental Health Foundation – Loneliness in young people: research briefing

A survey conducted in 2019 of more than 2,000 UK adults found that:

- Nearly nine in ten (88%) Britons aged 18 to 24 said they experience loneliness to some degree with a quarter (24%) suffering often and 7% saying they are lonely all of the time.
- In comparison, 70% of those aged over 55 also say they can be lonely to some extent, however, only 7% are lonely often and just 2% say they are lonely all the time⁵.

[Investigating factors associated with loneliness in adults in England, June 2022:](#)

- Young people, with younger age groups progressively more likely to be lonely than people in the oldest age group (aged 65 or over)

Our Housing Strategy should support younger people by:

- Increasing the supply of affordable housing at sub-market rents
- Promoting a range of different housing types and tenures of affordable housing, including rental and home ownership options, to meet a range of needs, including forms of housing which may be particularly attractive to young professionals
- Promoting solutions to address a wide range of housing need, including single young people, to ensure communities are mixed and sustainable – through provision

of one bedroom homes, Build to Rent schemes, smaller units with some shared community facilities or good quality bespoke HMOs (houses in multiple occupation)

- Earmarking some new council homes in Cambridge City for local workers
- Working with landlords, letting agencies and private tenants in helping them understand their rights and responsibilities.
- Ensuring that private rented homes meet minimum energy efficiency standards, and supporting retrofitting through practical guidance and access to grant funding
- Proactively identifying Houses in Multiple Occupation which require licensing and ensuring they meet the required standards.
- Measures to combat loneliness and isolation and to promote social inclusion.

No safeguarding issues have been identified.

Older people – POSITIVE & NEGATIVE IMPACT

Data

Census 2021

- 20% of the population of South Cambridgeshire and 11% of the population of Cambridge are aged 65 and over.

Housing Needs of Specific Groups, Cambridgeshire & West Suffolk, GL Hearn 2021

- Cambridge is expected to see a 51% increase, and South Cambridgeshire a 62% increase in the population with mobility problems between 2020 & 2040.

English Housing Survey, Older People's Housing 2020-21

- 15% of older households (1.1 million households) lived in homes that failed to meet the Decent Homes Standard. Nearly a third of older private renters (30% or 124,000 households) lived in a non-decent home,
- Older private renters (19% or 78,000 households) were more likely to have a Category 1 hazard present in their home than owners
- More than half of older households lived in homes that had an Energy Efficiency Rating of D or below.
- More social renting households aged 65 or over reported feeling lonely often or always (14%) than owner occupiers (6%)

English Housing Survey 2021-22: Private Rented Sector:

- Since 2003, the number of people 55 and over in England renting privately has more than doubled – a trend set to continue.

Family resources survey 2021 to 2022

- 45% of pension age adults in the UK are disabled.

- The most common impairment amongst disabled State Pension adults was a mobility impairment

Centre for Ageing, The State of Ageing 2022

- The proportion of privately rented homes headed by someone 55-64 has increased from 6% in 2010/11 to 11% in 2020/21.
- Two thirds of households privately rented by someone aged 65-74 have no savings.
- Proportion of income spent on private rent rises steadily with age.
- More than half of non-decent homes in England & Wales are occupied by someone 55 or older; with the likelihood of living in a non-decent home being highest in the private rented sector.
- Almost a quarter of those aged 75 and over renting privately are at risk from Category 1 Hazards under the Housing Health & Safety Rating System

Centre for Ageing Better

“Although the number of older people who are digitally connected continues to rise, there are still millions of people over the age of 55 who are not online. And while factors such as income and levels of education play a part, age is still the biggest indicator of who’s digitally excluded.”

GL Hearn, Housing Needs of Specific Groups, Cambridgeshire & West Suffolk 2021

- Of the total housing need identified, 6% in Cambridge City and 7% in South Cambridgeshire should be specialist older people’s accommodation.

Our Housing Strategy should support older people by:

- Promoting delivery of new affordable housing to accessibility standards, as well as specialist accommodation for older people.
- Promoting provision of home adaptations to help people to live independently in their homes, and funding the county-wide Handyperson service
- Working with landlords, letting agencies and private tenants in helping them understand their rights and responsibilities.
- Ensuring that private rented homes meet minimum energy efficiency standards, and supporting retrofitting through practical guidance and access to grant funding
- Additional interventions on top of Disabled Facilities Grant for those needing home adaptations and/or other home improvements.
- Measures to combat loneliness and isolation and to promote social and digital inclusion.

Potential negative impact

- Earmarking some homes for local workers could have implications for disabled people who are less likely to be in employment.

No safeguarding issues have been identified

(b) Disability

POSITIVE & NEGATIVE IMPACT

Data

[Census 2021 Disability England & Wales](#), and [Census 2021, People Experiencing Homelessness](#)

- Around 6.2% of residents in Cambridge and 5.1% of residents in South Cambridgeshire identified as being disabled and limited a lot
- More than twice the percentage of people identified as homeless nationally were disabled (44.1%) when compared with the rest of the population of England and Wales (17.5%).
- More than twice the percentage of people identified as homeless nationally reported bad or very bad health when compared with the rest of the population of England and Wales (13.2% versus 5.2%).

Home-Link Housing Register

- There are 50 applicants on the councils' housing registers (34 Cambridge City and 20 South Cambs) with 'mobility 1' needs – needing a home suitable for a wheelchair user inside and outdoors
- There are 127 Home-Link applicants (74 in Cambridge City and 53 in South Cambs) with 'Mobility 2 needs' (cannot manage stairs and may use a wheelchair for some of the day).

[Papworth Trust: Disability in the UK 2018](#) (Data from other sources)

- There are 1.8 million disabled people with unmet housing needs, 580,000 of whom are of working age. 24
- As a result of unmet housing needs for accessible housing, disabled people are four times more likely to be unemployed or not seeking work.
- Two thirds of single disabled people living alone are in poverty.
- Disabled people are twice as likely to be unemployed than non-disabled people
- 2% of households in England consider their home to be unsuitable for their needs

[UK Disability Survey research report June 2021:](#)

- 47% of disabled people reported that it required at least 'some effort' getting in and out of where they live
- 42% of disabled people found paying their usual living expenses 'quite difficult' or 'very difficult' before COVID-19 compared with 51% during COVID-19

- 43% of disabled people report feeling lonely and 55% report feeling isolated from others 'always' or 'often'.
- Disabled people reported that fully adapting their homes would significantly improve their lives by increasing their independence and safety; and some reported that moving to accessible housing would improve their lives, with high cost and low availability of accessible housing often being prohibitive.

[Housing Needs of Specific Groups, Cambridgeshire & West Suffolk, GL Hearn 2021](#)

- 6.4% of housing need in Cambridge and 6.6% of housing need in South Cambridgeshire is estimated to be for wheelchair user homes.

[Cambridgeshire Specialist Supported Accommodation needs assessment](#)

- Identifies the likely need for an increase in Supported Living accommodation for people with learning disability, autism, mental health and physical disability needs in both Cambridge and South Cambridgeshire.

[English Housing Survey 2019/20: Home Adaptations:](#)

- 19% of households in England needing adaptations considered their accommodation unsuitable, accounting for 2% of all households nationally.
- The number of households nationally reporting they did not have all the adaptations they need had increased between 2014/15 and 2019/20

[Family resources survey 2021-22:](#)

- 24% of people in the UK are estimated to be disabled
- Disabled people are twice as likely than non-disabled people to be social housing tenants. For example, in 2020/21 55% of social rented households nationally had at least one household member with a long-term illness or disability compared with 29% of private rented households .

[Social Metrics Commission – Measuring Poverty, 2023:](#)

- 58% of all people in poverty in the UK are disabled or living in a family that includes a disabled person.

[Cambridge State of the City 2023](#)

- The employment rate for those with a core or work-limiting disability in Cambridge (City & Fringe) averaged 68.7% in 2022, above the national average of 56.6%, but below the 83.8% average for the rest of the population. Residents with a core or work-limiting disability are 18% less likely to be in employment than the rest of the population. (ONS)

[National energy Action 2024:](#)

- Estimated that 3.6m people in the UK with a disability would be in fuel poverty from April 2024.

[Investigating factors associated with loneliness in adults in England, June 2022](#)

- Key groups at risk of loneliness include those with poor mental well-being and with a disability or long-standing health problem.

[Government hate crime statistics 2022/2023:](#)

- Nationally, disability was the main motivation for around 9% of hate crime offences recorded during 2022/23.

More than twice the percentage of people who identified as homeless were disabled (44.1%) compared with the rest of the population of England & Wales (17.5%)

Our Housing Strategy should support disabled people by:

- Promoting delivery of new affordable housing to wheelchair accessibility standards, as well as specialist accommodation people with sensory disabilities.
- Prioritising delivery of affordable rented housing, including some homes on social rents, for those on low incomes.
- Promoting provision of home adaptations to help people to live independently in their homes, and funding the county-wide Handyperson service.
- Measures to improve conditions in council homes, including home energy improvements to help tackle fuel poverty.
- Ensuring that private rented homes meet minimum energy efficiency standards, and supporting retrofitting through practical guidance and access to grant funding
- Additional interventions on top of Disabled Facilities Grant for those needing home adaptations and/or other home improvements, including home energy improvements.
- Measures to combat loneliness and isolation and to promote social inclusion.
- Commitment to tackling anti-social behaviour and hate crime through our local Community Safety Partnerships.

Potential negative impact

- Earmarking some homes for local workers could have implications for disabled people who are less likely to be in employment.

(c) Gender reassignment

POSITIVE IMPACT

[Government hate crime statistics 2022/2023:](#)

- Nationally, around 3% of recorded hate crimes in 2022/23 were primarily transgender based, with an increase of 11% compared with the previous year.

[Investigating factors associated with loneliness in adults in England, June 2022:](#)

- Key groups at risk of loneliness include gay, lesbian, or bisexual people and people who chose 'other' when asked about their sexual orientation.

Our Housing Strategy should support transgender people through:

- Commitment to tackling anti-social behaviour and hate crime through our local Community Safety Partnerships.
- Measures to combat loneliness and isolation and to promote social inclusion.

(d) Marriage and civil partnership

NO SPECIFIC IMPACT has been identified., although the Strategy makes reference to measures in place to support people experiencing domestic abuse.

(e) Pregnancy and maternity

NO SPECIFIC IMPACT has been identified

(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.

Race: **POSITIVE AND NEGATIVE IMPACT**

Data:

[Census 2021](#) and [Census 2021, People Experiencing Homelessness](#)

- 54.4% of the population of Cambridge are White English, Welsh, Scottish or Irish. The main other groups are: 19.6% white other; 14.9% Asian; and 5.2% mixed or multiple ethnic groups;
- 0.7% of the Cambridge population is White Gypsy/Irish Traveller/Roma; 3.1% other ethnic groups
- 80.5% of the population in South Cambridgeshire identified as White English, Welsh, Scottish or Irish. The main other groups are: 19.6% White Other and 4.6% Asian.
- 0.4% in South Cambridgeshire identified as White Gypsy/Irish Traveller or White Roma
- A higher proportion of people identified as homeless were within the "Black, Black British, Black Welsh, Caribbean or African" (15.0%), "Mixed or Multiple ethnic groups" (5.1%), or "Other ethnic group" (6.1%) high-level categories, when compared with the rest of the population of England and Wales (4.0%, 2.9%, and 2.1%, respectively).

[English Housing Survey 2021 to 2022, Private Rented Sector:](#)

- 23% of private rented houses have an ethnic minority Housing Reference Person, compared to 19% of social renters and 8% of owner occupiers.)
- Although the percentage of ethnic minority households nationally is reducing, white households are less likely to be in fuel poverty than households from all other ethnic groups combined.

[Social Metrics Commission: Measuring Poverty 2023:](#)

- The rate of poverty is much higher for Black and Minority Ethnic families. 40% of people living in families where the household head is Black/African/Caribbean/ Black British are in poverty, compared to just under 19% of those living in families where the head of household is White.

[Government ethnicity facts and figures: Employment, 2023](#)

- Ethnic minorities are less likely to be employed than the white population. In 2022, 77% of White people were employed, compared with 69% of people from all other ethnic groups combined

[Cambridge State of the City 2023](#)

- Employment rates for ethnic groups in Cambridge (City & Fringe) averaged 77.2% in 2022, above the national average of 68.9%, but below the 81.0% average for the rest of the population. Ethnic groups in Cambridge are 5% less likely to be in employment than the rest of the population, which is half the national average (10% gap), (ONS)
- Benefit claimant unemployment rates in Cambridge (City & Fringe) averaged 2.5% in 2022, half the national average of 5.1%. Yet rates varied within Cambridge, with residents in Cambridge's more deprived neighbourhoods almost three times more likely to be unemployed than residents in its least deprived ones. (ONS)

Our Housing Strategy should support ethnic minority groups by:

- Continuing to supporting refugees, applying for government funding where available
- Prioritising delivery of affordable rented housing, including some homes on social rents, for those on low incomes.
- Promoting provision of home adaptations to help people to live independently in their homes.
- Measures to improve conditions in council homes, including home energy improvements to help tackle fuel poverty.
- Working with landlords, letting agencies and private tenants in helping them understand their rights and responsibilities.
- Ensuring that private rented homes meet minimum energy efficiency standards, and supporting retrofitting through practical guidance and access to grant funding.
- Commitment to tackling anti-social behaviour and hate crime through our local Community Safety Partnerships
- Agreeing and implementing any actions arising from our Gypsy & Traveller Accommodation Assessment, including seeking site and/or stopping place provision if required.

Potential negative impact

- Earmarking some homes for local workers could have implications for ethnic minority groups less likely to be employed than the White population.

(g) Religion or belief

Religion or belief – **POSITIVE IMPACT**

[Government hate crime statistics 2022/2023](#)

- Religious hate crimes accounted for around 5.7% of all hate crimes recorded in England & Wales.

Our Housing Strategy should support people with different religions or beliefs through:

- Commitment to tackling anti-social behaviour and hate crime through our local Community Safety Partnerships

(h) Sex

Women: POSITIVE & NEGATIVE IMPACT

Men: POSITIVE IMPACT

Census 2021: People experiencing homelessness:

- Females nationally who identified as homeless were, on average, 16 years younger than the rest of the population of England and Wales (median age of 25 years compared with 41 years for the wider population)
- Of all people identified as homeless, 67% were male and 33% were female.

Social Metrics Commission: Measuring Poverty 2023:

- Poverty rates are highest amongst families with children. The poverty rate for those in lone-parent families is 51%, compared with 11% for couple families without children.

-

Employment in the UK: April 2024:

- The national employment rate for women, at 71.6%, is lower for women than for men (78.0%) and for the population as a whole (74.5%).

Cambridge State of the City 2023:

- The female employment rate in Cambridge (City & Fringe) averaged 73.9% in 2022, above the national average of 72.0%, but below the male employment rate of 85.8%, meaning females are 14% less likely to be in employment than males, larger than the national average of 9%. (ONS)
- On a weekly full-time basis, females in Cambridge were paid 14% less than their male counterparts in 2022. This gap has widened in Cambridge over recent years, up from just 3% in 2014. (ONS)

Gender pay gap in the UK 2023:

- Women tend to be paid less than men. The national pay gap between men and women for all employees in 2023 was 14.3%

Health survey for England, 2021: Loneliness & Wellbeing

- Women nationally (24%) were more likely than men (20%) to feel lonely at least some of the time.

National Centre for Domestic Violence

- 1 in 5 adults experience Domestic Abuse during their lifetime. This equates to: 1 in 4 women and 1 in 6-7 men.
- Women are more likely to experience repeat victimisation, be physically injured or killed and experience sexual violence.
- Domestic Abuse often begins or escalates during pregnancy. 1 in 3 pregnant women experience Domestic Abuse.

Our Strategy should support women through:

- Reference to Homelessness Strategies that provide support to those suffering from domestic abuse and acknowledgement that both councils have achieved DAHA accreditation.
- Prioritising delivery of affordable rented housing, including some homes on social rents, for those on low incomes.
- Measures to help tackle fuel poverty, including making council homes more energy efficient, ensuring that private rented homes meet minimum energy efficiency standards, and supporting retrofitting through practical guidance and access to grant funding.
- Measures to combat loneliness and isolation and to promote social inclusion.

Potential negative impact (women)

- Earmarking some homes for local workers, including some of those at 80% of market rent, could have implications for women less likely to be employed or on lower incomes than the population as a whole.

(i) Sexual orientation

Sexual orientation - **POSITIVE IMPACT**

[Government hate crime statistics 2022/2023](#)

- Sexual orientation hate crimes accounted for 16.6% of hate crimes in England and Wales.

Our Strategy should support these groups through:

- Commitment to tackling anti-social behaviour and hate crime through our local Community Safety Partnerships

(j) Other factors that may lead to inequality – in particular, please consider the impact of any changes on:

- **Low-income groups or those experiencing the impacts of poverty**
- **Groups who have more than one protected characteristic that taken together create overlapping and interdependent systems of discrimination or disadvantage. (Here you are being asked to consider intersectionality, and for more information see: https://media.ed.ac.uk/media/1_159kt25q).**

Rurality – **POSITIVE IMPACT**

With just over 100 villages within South Cambridgeshire District, a high priority for the Council is to promote vibrancy and sustainability to enable villages to grow and flourish through appropriate development supported by the local community.

Through our Strategy re-refresh we aim to:

- Support the delivery of homes on exception sites in our villages to provide affordable housing for local people
- Promote Neighbourhood Plans and be supportive of community-led development
- Adopt a Joint Statement of Community Involvement (SCI) for Greater Cambridge to give parish councils' neighbourhood forums, residents, businesses and other groups the opportunity to have a say in how they want to be involved in guiding development.

Low income groups: POSITIVE IMPACT

On average, private renters spend a higher proportion of income on housing costs than social renters and owner occupiers

[Family resources survey 2021 to 2022](#)

- 18% of families (benefit units) had no savings, with single working age adults most affected
- A further 29% of families had less than £1,500 in savings

[English Housing Survey – Housing Costs & Affordability 2018-19](#)

- Private renters have the highest housing costs
- Private renters spent a larger proportion of their gross income on housing costs than mortgagors or social renters.

[Cambridge: State of the City 2023](#)

- Income inequality in Cambridge, as measured by the gap between the lowest and highest income residents, is the 2nd highest of 58 cities in England and Wales, behind only Oxford. (ONS)
- Employment rates for low or unskilled residents in Cambridge (City & Fringe) averaged 76.1% in 2022, well ahead of the national average of 56.4%, but below the 82.1% average for the rest of the population. Low or unskilled residents in

Cambridge are 7% less likely to be in employment than the rest of the population. (ONS)

[National Energy Action \(NEA\) | Energy Crisis](#)

- At 1 April 2024 there were an estimated 6 million UK households living in fuel poverty in April 2024, compared with 4.5m in October 2021 (based on spending 10% of income on heating the home to a satisfactory level)

[Social Metrics Commission – Measuring Poverty 2023:](#)

- Poverty rates are highest amongst families with children. The poverty rate for people living in couple families without children is 11% (1.4 million people). This compares to 26% (6.0 million people) for people in couple families with children and 51% (2.7 million people) for those in lone-parent families.
- Poverty rates are lower for families with higher work intensities. Seven in ten (70%) people in workless families are in poverty, compared to 9% of those in families where all adults work full time.
- Around half (50%) of people in families where some adults work part time are in poverty.

Our Strategy should support people on low incomes through:

- Prioritising delivery of affordable rented housing, including some homes on social rents, for those on low incomes.
- Measures to help tackle fuel poverty, including making council homes more energy efficient, ensuring that private rented homes meet minimum energy efficiency standards, and supporting retrofitting through practical guidance and access to grant funding.
- Exploring how employment & skills development can be achieved through housing activity.

Potential negative impact:

- Earmarking some homes for local workers, including some of those at 80% of market rent, could have implications for people who are unemployed or on lower incomes.

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.)

- Particular actions and policies arising within the action plan may require Equality Impact Assessments which will be monitored as part of that work. Otherwise impacts

will be reviewed when the Strategy or any of the policy annexes come to be reviewed.

12. Do you have any additional comments?

13. Sign off

Name and job title of lead officer for this equality impact assessment: **Helen Reed, Housing Strategy Manager, Cambridge City Council**

Names and job titles of other assessment team members and people consulted: **Julie Fletcher, Head of Housing Strategy, South Cambridgeshire District Council; David Kidston, Strategy & Partnerships Manager Cambridge City Council.**

Date of EqIA sign off: **15 May 2024**

Date of next review of the equalities impact assessment: **See section 11 above**

Date to be published on Cambridge City Council website: **n/a. Available on request**

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

Item

Update on new build council housing delivery

To:

Councillor Gerri Bird, Executive Councillor for Housing
Housing Scrutiny Committee 18/06/2024

Report by:

Ben Binns, Head of Housing Development Agency

Email: 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 delivery and development programme.
- 1.2. 948 new build homes have been completed across 22 sites under the City Council programmes, with 554 being net new Council homes.
- 1.3. As verbally reported to the March committee, all acquisitions have now been competed to meet LAHF Rounds 1 and 2, providing 37 Homes for refugees in the city. The Council has submitted a positive expression of interest in a potential 3rd Round of funding, but a formal outcome from LAHF remains awaited.
- 1.4. The Market-led housing scheme at Fanshawe Road received resolution to grant planning at a meeting of the Planning Committee in March 2024. Work is progressing to obtain vacant possession of this to allow formal commencement of works.
- 1.5. Planning Submissions have now been made for Schemes at Newbury Farm and ATS/Murketts, where the Council has obtained approval for purchasing affordable homes into stock from the CIP partnership.
- 1.6. The approach to regeneration of the Council's existing estates was approved at HSC in September 2021. The LPA is developing a Design Code for Arbury, Kings Hedges and parts of West Chesterton which will create a context for reviewing the future of the ageing estates in the area.
- 1.7. This is a framework document not a masterplan. This work covers the areas of both Arbury Court and Kingsway, and as consultation on the Design Code continues it is recognised that there will be a need to carry out further work on

options and consultation on these estates. As a result lease negotiations on commercial premises at Arbury Court will need to take account of the consideration of future options for the District Centre which will be in progress.

2. Recommendations

The Executive Councillor is recommended to:

- 2.1. Note the continued progress on the delivery of the approved housing programme.
- 2.2. Approve the updated Regeneration Policy as outlined in Paragraph 11.1 and appendix 2.
- 2.3. Note that negotiations on commercial leases at Arbury Court will now take account of the need to consider future options for a District Centre.

3. Delivery Programme

3.1. The current delivery programme confirms:

- the 500 devolution programme consisting 931 (including market sale) homes in total and 537 net affordable homes.
- the 10-year New Homes Programme consisting of 918 homes with scheme approval. This 918 is made up of:
 - 253 net new build Council rented HRA homes at Social rent or 60% of Market rent (Subject to Final Design ahead of formal planning submissions)
 - 4 modular homes to be held, let and funded as Roughsleeper accommodation by It Takes a City.
 - 235 net new homes to be let at 80% of Market rent and held within the HRA. (Subject to Final Design ahead of formal planning submissions).
 - 244 homes earmarked for market sale.
 - 21 market acquisitions into the HRA earmarked for refugee accommodation, funded through the Local Authority Housing Fund, to be let at 60% of market rent.
 - 161 Replacement rented homes on regeneration sites.

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

500 Homes Programme	Completed	On site	Approved	Totals
Total Homes	842	88	1	931
Replacement homes	76	0	0	76
Market Sale	318	0	0	318
Net new Affordable HRA homes	448	88	1	537
% of target				108%

10 Yr New homes programme	Completed	On site	Approved	Totals
Total Homes	127	144	647	918

Replacement homes	0	49	112	161
Intermediate (80% of market rents)	45	59	131	235
Acquisitions (LAHF)	21	0	0	21
Market Sale	0	8	236	244
Net new Build Social and 60%/LHA(CCC)	61	28	168	253
Net new 3rd Party Affordable	Breakdown below - Modular			4
Total Net New held in HRA	Includes all net HRA rental			509

Modular Homes Project	Completed	On site	Approved	Totals
Total Homes	16	4	0	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	4	0	4

LAHF Refugee Housing	Completed	In process/ On site	Approved	Totals
Total homes	37	0	0	37
Existing pipeline (accounted separately)	16	0	0	16
Acquisitions	21	0	0	21
Net new Affordable HRA homes	21	0	0	21

3.2. 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 in January 2024 includes all financial information for respective scheme budgets and net cost to the Council's Housing Revenue account, and these are updated in an ongoing basis through the annual budget setting procedure.

3.3. A breakdown per scheme of home size and rental tenure for the 10 year new homes programme is attached overleaf:

10-year new homes programme - Unit size mix as at May 2024

Scheme	Units	Social				60% Median/LHA				80% Median				Private				Decant/Replacement				Accessible	
		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							35	10												0
Colville 3	48	12	18	2						8	8							3	13				2
Fen Road	12		8	3	1																		2
Ditton Fields	6		2	4																			
Borrowdale	3		3																				
Aragon and Sackville	14										14												
Aylesborough Close	70	24	14	3						13	15	1						22	11				3
Paget Road	4			2								2											
Fanshawe	84					18	7	9		5	6			1	30	8					20		3
East Road	40	10	6							16	6	2											TBD
Hanover and Princess Ct	138	51	31											25	31			47	35				TBD
ITAC Modular Homes	4					4																	
LAHF acquisitions	21							15	6														
East Barnwell	129	17	25	6						26	36	10			9					9	1		4
Eddeva Park	32					17	9	5	1														2
Queen Ediths Way	8																					8	
Newbury Farm	150					23	16	6		13	2				4	43	43						4
ATS Murketts	70					8	9	4		7					4	26	12						2
TOTAL	918	139	112	20	1	73	48	39	7	123	97	15	0	26	78	77	63	72	88	1	0		22
		1bed	2bed	3bed	4bed+					Percentage	1bed	2bed	3bed	4bed+									
Net new social/60%/LHA	278	140	72	58	8					Social/60%/LHA	50%	26%	21%	3%									Net % M(4)3
Net new 80% Rented	235	123	97	15	0					80% rented	52%	41%	6%	0%									4.29%

Pre-planning schemes unit and tenure subject to change in line with existing HSC Approvals

4. Scheme details

4.1. Schemes Completed:

All affordable and market sale homes at both Mill Road and Cromwell Road have now been handed over, with the first phases now through defects period. There remains however significant legal and administrative work to be completed ahead of full adoption of communal, parking and open spaces by the Council and these remain in process. Given the size and mixed tenure of these large schemes the management arrangements are complex and should all concerns are being raised through Hill and CCC staff to ensure rectification of issues in a timely manner.

Scheme Name	Net Affordable	Market Sale	Replacement	Delivery	Completion Date
Total	554	318	76		
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.
Cromwell Road	118	179	0	CIP	Handover of underground car park remain ongoing.
Colville Phase 2	43	0	20	CIP	Jan '23. 4 remaining units in progress
Meadows and Buchan	22	0	0	CIP	Ph1 Feb 23. Ph2 In progress
Campkin Road	50	0	25	CIP	Completed homes and community centre handed over in July 2023 and now in 1yr defects period.
Clerk Maxwell Road	14	21	0	S106 CIP	Completed homes handed over in July 2023 and now in 1yr defects period.
The Mews, Histon Road	10	0	0	S106 Laragh	Scheme fully handed over and within defects period.
Fen Road	12	0	0	CIP	Scheme fully handed over February 2024. Now within defects period.
Ditton Fields	6	0	0	CIP	Scheme fully handed over February 2024. Now within defects period.
Borrowdale	3	0	0	CIP	Scheme fully handed over February 2024. Now within defects period.
L2 orchard park	75	0	0	CIP	Scheme fully handed over March 2024. Now within defects period.

4.2. Schemes on Site:

Scheme Name	Social, LHA and 60% of Market rent	80% Market Rent	Market Sale	Replace-ment	Practical Completion	Programme status
Total	165	59	8	49		
Colville Phase 2	4	0	0	0	Aug-24	Remaining 4 completions to coincide with 1 st Colville Phase 3 completions.
Meadows and Buchan	84	0	0	0	Nov-24	Completion forecast brought forward due to gained progress on site. Reviewing options for overheating management in Community Centre.
Colville Road Phase 3	32	16	0	16	Nov-24	Completion forecast brought forward due to gained progress on site.
Aragon Close	0	7	0	0	Dec-24	Good progress being made. Concluding car club and EV Charging arrangements.
Sackville Close	0	7	0	0	Dec-24	Good progress being made. Concluding car club and EV Charging arrangements.
Aylesborough Close Phase 2	41	29	0	33	Oct-25	Grant confirmed. Roof slab going onto Block B, A&C approaching third floor slab in the coming weeks.
Queen Ediths Way	0	0	8	0	Nov-24	Superstructures rising to roof level across all plots.
Hills Avenue Roughsleeper Pods	4	0	0	0	Jul-24	SOS reached 7 May 2024 with establishment of plant and commencement of tree protection works

4.3. Approved schemes:

The St Thomas Road development is now on hold pending officer review. This has now been removed from the below list of schemes.

Scheme Name	Social, LHA and 60% of Market rent	80% Market Rent	Market Sale	Replace-ment	Start on Site	Programme status
Total	281	107	260	112		
Kendal Way	1	0	0	0	Dec-24	Planning variation in process to update revised fence alignment. Final review of costs being undertaken ahead of Start on Site.
Paget Rd	2	2	0	0	Dec-24	Planning submitted with June Committee date forecast for resolution.
Fanshawe Road	34	11	39	20	Sep-24	Planning approved March 2024. S106 obligations being agreed and final decanting of residents underway ahead of formal start on site.
East Road garages	16	0	24	0	Feb-25	Initial scheme remains under review. Pre-planning process and design revision underway.
Hanover and Princess	82	0	56	82	Sep-25	Height and massing parameters established with design development ongoing.
Eddeva Park	32	0	0	0	Sep-24	Developer delays have pushed forecast start on site to Sep-2024.
East Barnwell	48	72	9	10	Nov-24	Planning resolution forecast June-24.
Newbury Farm	45	15	90	0	Oct-24	Planning submitted April 24. Committee resolution expected Aug-2024
ATS Murketts	21	7	42	0	Jan-25	Planning submitted. Committee resolution forecast for Aug- 2024

5. New Programme Funding

- 5.1. 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, Aylesborough Close.
 - This funding includes funding of all replacement homes at Colville 3 and Aylesborough Close.
- 5.2. 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).
- 5.3. Funding of £1,000,000 has been allocated through the CPCA to fund Capital Investment at the Fanshawe Road Redevelopment Scheme, for use to fund property acquisitions. This Funding has been fully utilised for this purpose.
- 5.4. Funding for Refugee Housing**
- 5.5. DLUHC's Local Authority Housing Fund has provided funding to the supply of housing for refugee families through 2 Rounds to date. These Include:
- 5.5.1. Round 1 Funding of £4,968,683 for delivery of homes earmarked for Afghan and Ukrainian refugees.
- 5.5.2. Round 2 capital grant funding of £840,000 earmarked for Afghan refugees.
- 5.6. The Council has now fully met the targeted delivery under both Rounds 1 and 2, ahead of the formal deadlines. These targets was additionally exceeded through delivery of 37 net homes into council stock, exceeding the targeted 34.
- 5.7. The Council has submitted a positive expression of interest in a potential 3rd Round of funding, but a formal outcome from LAHF remains awaited. This will be reported to Committee for decision at a later date, once a firm offer has been received from the LAHF.

6. Delivering Accessible Housing

- 6.1. 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.

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

6.3. There are currently 49 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 (Blue now completed)

	Total council rented 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)
TOTAL	1208	1179	49	5	17	26	4	2
500 programme								
Mill Road phases 1 & 2	118	118	3	5	3	0		
Anstey Way	56	56	3		3	0		
Cromwell Road	118	118	6		4	2		
Colville Road Ph 2	69	69	4		0	4		
Campkin Road	75	75	4		1	3		
Meadows & Buchan	106	106	5		2	3		
Tedder Way	1	1	1					1
Kendal Way	1	1	1				1	
Clerk Maxwell*1	14	14	0					
10 Yr New homes programme								
L2 Orchard Park*2	75	73	0					
Histon Road*1	10	10	0					
Fen Road	12	12	2				1	1
Ditton Fields	6	6	0					
Borrowdale	3	3	0					
Colville Road Phase 3	48	48	2			2		
Aragon Close	7	7						
Sackville Close	7	7						
Aylesborough Close Phase 2	70	70	3		2	1		
Paget Rd	4	4	0					
Fanshawe Road	45	45	3		1	1	1	
East Road	16	16	TBD	TBD	TBD	TBD	TBD	TBD
Hanover and Princess	82	82	TBD	TBD	TBD	TBD	TBD	TBD
Hills Avenue Roughsleeper Pods	4	4	0					
LAHF Refugee housing *3	21	21	0					
Eddeva Park *1	32	5	2			2		
East Barnwell	120	120	4			4		
newbury Farm *1	60	60	4		1	3		
ATS Murketts	28	28	2			1	1	

*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

7. Sustainability

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

- Histon Road (The Mews), Eddeva Park, Newbury Farm, and ATS/Murketts meet the Local Plan requirements and are off the shelf s106 schemes 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.

7.2. The council now has 451 homes in development which are being delivered to- or are benchmarked against Passivhaus Performance levels.

Targets	<i>Energy per m²</i>	<i>Carbon Emissions below 2013 building regs</i>	<i>Litres per person per day</i>	<i>% Bio-diversity uplift</i>	<i>No. of car bays per home</i>
Current 2018 Cambridge Local Plan minimum target	65	19%	110	10%	n/a

	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 m²</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 m²</i>	<i>Carbon Emissions below 2013 building regs</i>	<i>Litres per person per day</i>	<i>% uplift</i>	
Scheme										
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	28	-35%	99	35%	0.6
East Rd Garage	28	35%-40%	90	20%	0.5 or less	TBD	TBD	TBD	TBD	TBD
Hanover and Princess Court	TBD									
Eddeva Park	25.57	40%	110	10%	1	TBD	TBD	TBD	TBD	TBD
East Barnwell	28	35%-40%	90	20%	0.5 or less	TBD	TBD	TBD	TBD	TBD
Newbury Farm	28	35%-40%	90	20%	0.5 or less	TBD	TBD	TBD	TBD	TBD

8. Risks

Risk	Likelihood	Impact	Mitigation
Cost increases on approved projects	<p>5 - Certain</p> <p>Risk of increased budget requirements due to Brexit, Ukraine War, building reg. changes, inflation and supply chain cost increases are being encountered.</p> <p>Staffing and materials shortage and delays to SOS due to funding uncertainties increase potential for this risk.</p>	<p>4- Significant disruption</p> <ol style="list-style-type: none"> 1. Committee approval needed for additional capital funding 2. Unplanned public expenditure 3. Loss of value for money 4. Reputational risk to Council 5. Reduction in overall delivery achievable 	<ol style="list-style-type: none"> 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 and 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.

Risk	Likelihood	Impact	Mitigation
Securing Planning Permission on new schemes	<p>2 - Some possibility</p> <p>1. Failure in obtaining planning permission or Conditions signoff cause delays and increase costs.</p> <p>2. Delays in receiving a planning decision lead to increased costs being incurred and delays in submission of Funding Bids.</p> <p>3. Additional time and effort required to redraft plans should revised applications be required.</p>	<p>3 - Noticeable effect</p> <p>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.</p> <p>2.Build in of additional lead time where required to ensure schemes progressing within target schedules</p> <p>3. Ensuring officers and councillors are involved in decision making from project early stages</p>
Sales risk – exposing Council cash flow forecast	<p>2 - Some possibility</p> <p>1. deceleration of sales / purchase/ acquisition cycle</p> <p>2. Depreciation of assets</p> <p>Influx of market led schemes now requires increased consideration of risk of income reducing against assumed margins.</p>	<p>3 - Noticeable effect</p> <p>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 and the Cambridge market remains relatively stable</p>	<p>1. Close engagement with market through private sector partners</p> <p>2. Share risk with private sector partners</p> <p>3. Financial and sensitivity analysis for the new project site selections, before project starts.</p> <p>5. Specialist partner input to sales forecasts</p>
Decanting residents / leaseholders	<p>4- Probable</p> <p>1. Regeneration schemes will not be progressed if residents are not decanted.</p> <p>2. Complication in buybacks where Lease/freeholders face difficulties for obtaining new mortgages for their onward purchase, in non-portable cases, or where challenges are made to CPO proceedings</p> <p>3. Redevelopment of estates with high % Lease/freehold ownership poses greater risk of CPO proceedings being required</p>	<p>4 - significant disruption</p> <p>Decant of Schemes under the 1,000 programme is ongoing and if this is not achieved on time there will be impact on the costs of the project.</p>	<p>1.Decant and rehoming 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> <p>4. Resident liaison groups established.</p>
Not securing necessary grant for new schemes	<p>2- Some possibility</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>3 - Noticeable effect</p> <p>HE Grant funding now secured on 7 schemes approved under the new 10yr programme, with additional funding allocated from separate streams at Aylesborough, and for Refugee housing.</p> <p>Remaining grant across new programme schemes not yet secured, other than that funding 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</p>

Risk	Likelihood	Impact	Mitigation
			replacement homes to be considered within the ongoing 21-26 CME programme. Two revised funding bids are in process to utilise this opportunity.
Labour market/materials/build prices increasing	5- Certain 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	4 - significant disruption 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.	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. 2.Key packages are being procured as early as possible. Hills existing supply chain relationships are being used to ensure service.
Insufficient Project Management Resource to complete programme	2- Some possibility 1. Inability to properly manage projects 2. Council entering into contractual obligations without proper oversight	3 - noticeable effect 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	1. Appointment of new consultants 2. Resourcing fund for new recruitments to ensure capacity
Future anti-development campaigns	4 - Probable 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.	3 - Noticeable effect 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
Failure to secure net unit gain on redevelopment sites	5- Certain Encountered where the requirement for replacement of existing homes is necessitated due to ongoing maintenance concerns and Duty of Care.	4- Significant disruption Lack of significant additional revenue to offset investment will lead to Reduction in overall delivery achievable	1.Prioritisation of investigations into Council holdings which indicate scope for net housing gain

9. New programme

Work in progress

9.1. Ekin Road

9.1.1. A separate report on Ekin Road is being brought to this Meeting of the Committee.

9.2. Hanover and Princess Court

9.2.1. Pursuant to initial HSC scheme approval in March 2023, pre-application consultations and design workshops have established height and massing parameters. The suggested height and massing envelope achieves a balance

between the number of proposed homes and proposals that integrate within the conservation area and are tailored to the sites existing constraints.

- 9.2.2. Viability analysis is ongoing in tandem with design development. Work is continuing to resolve the matter of retention, or not, of the various trees on the site. The Consultant team continues to expand to draw relevant design expertise together ahead of a proposed planning submission later in the year.
- 9.2.3. Decanting of tenants and leaseholders has retained momentum however there are still significant numbers of leasehold flats to be repurchased. The Council will as on other scheme seek to proceed by agreement, but a CPO in relation to some leasehold interests may well be required. The Fire Brigade have provided advice and guidance regarding Hanover Court which is captured by the Building Safety Act due to its height.

9.3. Davy Road and Brackyn Road

- 9.3.1. Since officers knocked on every door in February, one to one meetings have been held with a number of residents upon request.
- 9.3.2. Feasibility studies and surveys are ongoing to understand what a proposed development might look like. These will inform the further resident consultation which was planned for w/c 24th June but which is now delayed due to the National Elections. Revised dates are in process of being set.
- 9.3.3. A wider event to capture residents' views on the Council's key projects in the broader Coleridge Ward is planned for July. The exact details are being finalised, however colleagues from across the Council are working together to facilitate the meeting, at which projects being led by Development, Communities and Streets and Open Spaces will be discussed.

9.4. Rooftop Feasibility Study

- 9.4.1. The viability review work of a joint new build and refurbishment scheme is close to completion, with significant investigative works having been undertaken through December 2023 and January 2024. Further resident engagement is planned through Summer 2024 and officers from Housing and Occupational Therapy will be working together to ensure the tenant needs are considered as priority.
- 9.4.2. This work is limited to a feasibility study only – this has a fixed end point with the outcome being a report to Housing Scrutiny Committee and a proposed way forward.
- 9.4.3. We are very aware of the sensitivity around potential decanting of sheltered tenants and no matter what the outcome of this study, mechanisms would be put in place to ensure limiting of disruption to existing tenants. A Key consideration is the need to mitigate stress related to uncertainty as we go through this feasibility process, so any comfort we can give to residents and clear communication are paramount. We have to date had in depth discussions with

many residents and have openly discussed surveys and investigative work as these are being undertaken when we have been approached for clarity. We aim to continue in this way to ensure that we limit any uncertainty and let the residents know as much as we can about the process and what is being considered. Taking residents along with us on this journey builds understanding and we need to retain the relationships and trust we have built up in our communications.

9.4.4. This pilot plays a vital role in providing detail to input into the Councils 30yr plan for its housing stock and sustainability ambitions. The true cost and implications of large scale retrofit, level access and fire safety improvements across the Councils housing stock are poorly understood and very little detailed work is informing the councils planning to date. Along with the Pilot work at Ross Street, this feasibility work is aimed at providing highly detailed and market tested information which can inform council decision making. All council departments are coordinating on this work to ensure that the outcomes received can be used to steer important decision making from a sustainability and finance point of view for the Council.

9.5. Arbury

9.5.1. The Report on progress toward an estate regeneration programme tabled to this committee in September 2021 noted the potential for remodelling of existing estates to provide additional high-quality homes as being investigated alongside a separate programme considering retrofitting improvements being led through Maintenance and Assets. The potential and cost for retrofitting, resident interests, the likely future maintenance and repair costs and the possibilities for additional homes are all considerations in the investigation.

9.5.2. Alongside these workstreams the Council's Property Services team have been reviewing the council's commercial property portfolio, together with the ongoing review of council working practices and best forward-use of Council offices to maximise efficiency while ensuring that all staff are accommodated.

9.5.3. Arbury Court is a site which has been noted through all the above workstreams as a property that requires investment to create an improved town centre, improved housing and with the potential to provide additional homes.

9.5.4. A draft Design Code has been published by the Local Planning Authority covering Arbury, Kings Hedges and part of West Chesterton wards. The draft Design Code focusses on five key themes:

- Make space for nature
- Prioritise Walking and Cycling
- Thriving Public Spaces
- Enhance Character

- Increase Sustainability

- 9.5.5. It is proposed that this will go through a formal planning process this year with a view to the document being adopted as Supplementary Planning Guidance.
- 9.5.6. The draft code sets out the challenge of ageing estates in the area. Having been constructed between the 1950's and 1970's, many components of the existing estate buildings within the local area have reached or will soon be reaching the end of their original design life.
- 9.5.7. It is recognized that the area includes a range of built forms and that addressing the challenges of the ageing estates in a complex urban setting will require careful consideration of these different elements and engagement with residents.
- 9.5.8. The Council is continuing to maintain the estates and work is currently in progress on some of the estates in the area. In November 2021 consultation events were held at the Kingsway estate. The response rate was low but 85% of those who did respond considered that the estate was in need of regeneration. The concerns about the Kingsway estate were reported to HSC in January 2022. At that stage the decision was taken to have a management plan in place pending redevelopment at a future date.
- 9.5.9. The Design Code also recognises the importance of Arbury Court as a centre for the area. Arbury Court offers a strategic route to Community Centre regeneration while additionally delivering new housing.
- 9.5.10. Alongside the development of the Design Code it is recognised that there will be a need to carry out further work on options and consultation on Arbury Court and Kingsway. As a result lease negotiations on commercial premises at Arbury Court will need to take account of the consideration of future options for the District Centre which will be in progress.

10. Implications

10.1. Financial Implications

- 10.1.1. The HRA Budget Setting Report submitted to this meeting of the Committee includes all financial information for respective scheme budgets and net cost to the Council's Housing Revenue Account.
- 10.1.2. Further review of overall budgets and financial positions are incorporated into the Council's Financial reporting programme.

10.2. Staffing Implications

- 10.2.1. 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.

- 10.2.2. Two separate reports are proceeding to this Committee, both of which hold significant impact in terms of requirements for decanting of existing tenants and lease/freeholder engagement. Officers are reviewing the additional workload associated with this sensitive work and are investigating possible additional resource allocation to facilitate successful outcomes for all parties.

10.3. Equality and Poverty Implications

- 10.3.1. 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.

10.4. Net Zero Carbon, Climate Change and Environmental Implications

- 10.4.1. Each scheme specific approval which proceed for Committee review will cover any specific implications.

10.5. Procurement Implications

- 10.5.1. Advice specific to each project.

10.6. Consultation and communication

- 10.6.1. 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.

11. Regeneration Policy

- 11.1. 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.
- 11.2. This policy explains the council's approach to decanting council tenants, leaseholders or freeholders who may be required to move from their home, both in the period before a scheme is approved for development by the council and during the development process.
- 11.3. The existing Regeneration Policy has been reviewed to consider the redevelopment of the Ekin Road estate, as set out in a separate report to this Committee. Proposed updates to the existing policy will provide greater transparency on the shortlisting process for tenants that have Home-Link 'emergency' status and will give special consideration to households with damp, condensation and mold ("DCM").
- 11.4. Amendments requiring Executive Councillor approval:

Section 1.3.4 Update to confirm that this policy will govern any estate regeneration schemes approved on or after the Housing Scrutiny Committee meeting of 18th June 2024.

Section 4.2 Secure council tenants required to move as part of a regeneration scheme will be given emergency housing status to bid under Home-Link. Introductory tenants will be given emergency housing status one year after their tenancy start date. This housing status will be applied following the Executive Councillor approval of a detailed regeneration scheme and will apply to the affected tenants as outlined.

Section 4.2.1 Where more than one tenant with emergency status is bidding on the same property from different estate areas approved for redevelopment, allocation will be made based on the following:

1. Earliest redevelopment 'start on site' date
2. Home-Link application priority date

Section 4.2.2 Special consideration will be given to Home-Link applicants with DCM in the property that has been inspected by the council. Priority will be decided by a Cambridge City Council Officer considering the severity of the DCM, any serious health conditions and the age and vulnerability of household members. These cases may supersede the shortlisting criteria set out in 4.2.1.

Section 4.2.3 Where more than one tenant with emergency housing status and the same priority date has bid for a property, a Cambridge City Council Officer will decide priority for shortlisting taking into account the needs of the household and best use of housing stock.

11.5. Community Safety

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

12. Background papers

12.1. Background papers used in the preparation of this report:

- 24/17/HSC Update on New Build Council Housing Delivery.
- 21/48/HSC Report on progress toward HRA Estate Regeneration programme Including a report on a proposed scheme at Aylesborough Close.
- 22/8/HSC Report on Hanover and Princess Courts and Kingsway Flats.
- <https://engage.cambridge.gov.uk/en-GB/folders/design-code> Inspired Living – A design code to enhance design in Northern Cambridge neighbourhood.

13. Appendices

13.1. Appendix 1: Programme milestone summary

13.2. Appendix 2: Regeneration Policy

14. Inspection of papers

14.1. 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.

HDA Delivery Programme		03/06/2024									
Scheme Name	Ward	Net Affordable	Market homes	Total homes	Delivery	Committee	Approval date	Planning Submitted	Planning Resolution	Est. SOS	Practical Completion
BUILD COMPLETE											
Uphall Road	Romsey	2	0	2 E&F	HSC	Mar-15	Aug-16	Dec-16	Jun-17	Jan-18	Jan-18
Nuns Way & Wiles Close	Kings Hedges	10	0	10 Tender	HSC	Mar-15	Aug-16	Jul-17	Jan-19	Aug-19	Aug-19
Ditchburn Place Community Rooms	Petersfield	2	0	2 Tender	S & R	Sep-18	Aug-18	Nov-18	Jan-19	Sep-19	Sep-19
Queens Meadow	Cherry Hinton	2	0	2 CIP	HSC	Jun-17	Dec-17	Jul-18	May-19	Jun-20	Jun-20
Anstey Way	Trumpington	29	0	56 CIP	HSC	Mar-17	Jan-18	Jul-18	Oct-18	Jun-20	Jun-20
Colville Garages	Cherry Hinton	3	0	3 CIP	HSC	Sep-17	Sep-18	Nov-18	May-19	Jul-20	Jul-20
Gunhild Way	Queen Ediths	2	0	2 CIP	HSC	Jan-18	Jul-18	Oct-18	May-19	Jul-20	Jul-20
Wulfstan Way	Queen Ediths	3	0	3 CIP	HSC	Sep-17	Oct-18	Jan-19	May-19	Sep-20	Sep-20
Markham Close	Kings Hedges	5	0	5 CIP	HSC	Jan-18	May-18	Oct-18	May-19	Sep-20	Sep-20
Ventress Close	Queen Ediths	13	0	15 CIP	HSC	Mar-17	Sep-18	Mar-19	Oct-19	Feb-21	Feb-21
Akeman Street	Arbury	12	0	14 CIP	HSC	Jun-18	Apr-19	Jul-19	Oct-19	May-21	May-21
Mill Road	Petersfield	118	118	236 CIP	S & R	Nov-17	Dec-17	Jun-18	Aug-18	Mar-23	Mar-23
Cromwell Road	Romsey	118	179	297 CIP	S & R	Mar-18	Mar-19	Jun-19	Dec-19	Dec-23	Dec-23
Colville Phase 2	Cherry Hinton	43	0	63 CIP	HSC	Mar-18	Mar-19	Jun-19	Nov-20	Sep-24	Sep-24
Meadows and Buchan	Kings Hedges	22	0	22 CIP	HSC	Jan-19	Dec-19	Aug-20	Feb-21	Jan-25	Jan-25
Campkin Road	Kings Hedges	50	0	75 CIP	HSC	Jul-19	Nov-19	Mar-20	Mar-21	Jul-23	Jul-23
Clerk Maxwell Road	Newnham	14	21	35 S106	HSC	Jan-19	Dec-19	Jul-20	Feb-22	Jul-23	Jul-23
Sub total		448	318	842							
ON SITE											
Colville Phase 2	Cherry Hinton	4	0	4 CIP	HSC	Jan-19	Jul-19	Dec-19	Nov-20	Sep-24	Sep-24
Meadows and Buchan	Kings Hedges	84	0	84 CIP	HSC	Jan-19	Dec-19	Aug-20	Feb-21	Jan-25	Jan-25
Sub total		88	0	88							
PLANNING APPROVED											
Kendal Way	East Chesterton	1	0	1 Tender	HSC	Jan-21	Feb-22	Jun-22	Dec-24	Dec-25	Dec-25
Sub total		1	0	1							
GRAND TOTAL		537	318	931							

Page 557

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		03/06/2024						Green denotes Passivhaus/Benchmarked against Passivhaus performance levels						
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
Completed														
The Mews, Histon Road	Arbury	0	10	0	0	0	10	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	Feb-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
L2 Orchard Park	SCDC	30	0	45	0	0	75	CIP	HSC	Sep-20	Aug-20	May-21	Apr-22	Mar-24
LAHF Refugee housing net new	ALL	0	21	0	0	0	21	CCC	HSC	Feb+Jun23	NA	NA	NA	Feb-24
In process														
Colville Road Phase 3	Cherry Hinton	32	0	16	16	0	48	CIP	HSC	Sep-20	Jun-21	Dec-21	Sep-22	Jan-25
Aragon Close	Kings Hedges	0	0	7	0	0	7	CIP	HSC	Jan-21	Jan-22	Oct-22	Jun-23	Dec-24
Sackville Close	Kings Hedges	0	0	7	0	0	7	CIP	HSC	Jan-21	Jan-22	Oct-22	Jun-23	Dec-24
Aylesborough Close Phase 2	Arbury	41	0	29	33	0	70	CIP	HSC	Sep-21	Apr-22	Oct-22	Jul-23	Oct-25
Paget Rd	Trumpington	2	0	2	0	0	4	Tender	HSC	Sep-21	Mar-24	Jun-24	Dec-24	Dec-25
Fanshawe Road	Coleridge	0	34	11	20	39	84	CIP	HSC	Jun-22	Dec-23	Mar-24	Sep-24	Sep-26
East Road	Petersfield	16	0	24	0	0	40	CIP	HSC	Jan-23	Feb-25	Jul-25	Dec-25	Dec-27
Hanover and Princess	Market	82	0	0	82	56	138	CIP	HSC	Mar-23	Sep-24	Mar-25	Sep-25	Sep-27
Hills Avenue Roughsleeper Pods	Queen Edith		4	0	0	0	4	ITAC	HSC	Mar-23	Apr-23	Aug-23	May-24	Jul-24
Eddeva Park	Queen Edith	0	32	0	0	0	32	S106 This Land	HSC	Sep-23	Jun-22	Jun-23	Sep-24	Apr-26
Queen Ediths Way	Cherry Hinton	0	0	0	0	8	8	CIP	CIP Board	Aug-22	Nov-22	Sep-23	Dec-23	Nov-24
East Barnwell	Abbey	48	0	72	10	9	129	CIP	HSC	Nov-23	Dec-23	Jun-24	Nov-24	Oct-26
Newbury Farm	Queen Edith	0	45	15	0	90	150	S106 CIP	HSC	Jan-24	Apr-24	Aug-24	Nov-24	Jan-27
ATS Murketts	Arbury	0	21	7	0	42	70	S106 CIP	HSC	Mar-24	Apr-24	Aug-24	Dec-24	Aug-26
Total		272	167	235	161	244	918							

Net new affordable housing	513
Net new Council - social and 60%/LHA	274
Net new Council - 80% of Market	235
Net new third party affordable housing	4

CAMBRIDGE CITY COUNCIL REGENERATION POLICY

1 Introduction

- 1.1 This Policy explains the Council's approach to engaging with local residents and stakeholders where Council tenants leaseholders or freeholders are required to move from their home or are losing a property due to a redevelopment scheme, both in the period before a scheme is approved for development by the Council and during the development process.
- 1.2 This policy supersedes two of the Council's earlier policies:
 - 1.2.1 Appendix 3 of the Home Loss Policy (Commitment to Resident Involvement) approved at the March 2017 Housing Scrutiny Committee.
 - 1.2.2 The resident engagement policy submitted to the Housing Scrutiny Committee as Appendix 3 of item 19/31/HSC (New Build Housing – Campkin Road) in June 2019.
- 1.3 Aim of the Policy
 - 1.3.1 The Council recognises that the enforced loss of their home or property is one of the most difficult situations that a tenant or property owner can be faced with. With a housing stock of nearly 8400 properties including leasehold accommodation, it is inevitable that from time-to-time schemes will be proposed to redevelop or refurbish older housing that no longer meets current day expectations or is not cost-effective to maintain in a good state of repair. The intention is to strike a balance between mitigating the impact on individuals required to move or surrender their property and securing the longer-term benefits from the proposed redevelopment or refurbishment.
 - 1.3.2 The aim of this policy is to ensure, where a regeneration scheme is approved, that the rehousing process is managed efficiently and fairly. It provides an overview of the process by which affected tenants and leaseholders will be rehoused (in accordance with the lettings policy) in order to deliver the necessary vacant possession required under the regeneration scheme while ensuring the needs of those affected are taken into account. It also provides an overview of compensation for affected individuals for expenses incurred, disturbance and inconvenience, in accordance with the law and existing best practice.
 - 1.3.3 The Council is committed to ensuring that there is the least possible disturbance to those required to move from their home or give up their property.
 - 1.3.4 This policy will govern any estate regeneration schemes approved on or after the Housing Scrutiny Committee meeting of 18 June 2024. It will additionally act as Cambridge City Council's default approach to stakeholder engagement and the decanting process to future developments.

- 1.3.5 This policy affirms the council's commitment to rehouse and provide assistance to all eligible tenants affected by regeneration activities and should be read in combination with the most recent Cambridge City Council Lettings Policy. Specific note should be given to the Lettings Policy Parts 1.5-1.7 in as they relate to the Equality Act 2010, Children Act 2004, Care Act 2014 and convention rights.
- 1.3.6 The policy applies to all regeneration schemes and concerns affected secure and introductory tenants, leaseholders and freeholders.
- 1.3.7 The policy does not apply to unauthorised occupants, subtenants or licensees/ lodgers.
- 1.3.8 The Council has separate policies in respect of
- Tenants required to temporarily move from their home due to repair or refurbishment
 - Compulsory purchase of properties for reasons other than redevelopment
- 1.3.9 While this policy sets out a standardised approach to engagement, the council acknowledges the potential variation in individual circumstances of affected tenants, and some flexibility in approach may be required in individual circumstances
- 1.3.10 The Council's guiding principles for undertaking consultation of openness; accessibility and inclusiveness; and transparency and accountability will apply. In this, the Council is guided by the Gunning principles of consultation as proposed and accepted in the 1985 case of Gunning vs. London Borough of Brent.
- 1.3.11 The Gunning principles, as defined by Stephen Sedley QC and described by the Local Government association are that "a consultation is only legitimate when these four principles are met:

1. Proposals are still at a formative stage.

A final decision has not yet been made, or predetermined, by the decision makers.

2. There is sufficient information to give 'intelligent consideration'.

The information provided must relate to the consultation and must be available, accessible, and easily interpretable for consultees to provide an informed response.

3. There is adequate time for consideration and response.

There must be sufficient opportunity for consultees to participate in the consultation. There is no set timeframe for consultation, despite the widely accepted twelve-week consultation period, as the length of time given for consultee to respond can vary depending on the subject and extent of impact of the consultation.

4. ‘Conscientious consideration’ must be given to the consultation responses before a decision is made.

Decision-makers should be able to provide evidence that they took consultation responses into account.

- 1.3.12 As a general principle of redevelopment, it is understood that any development will be regarded, by at least some residents, as a loss to the community. The consultation policy is grounded in ensuring that the Council treats residents and property owners consistently and fairly and is transparent about how its plans will unfold and the extent to which residents will be able to influence them.

2 The Council’s Vision Statement and Strategic Objectives

- 2.1 This Policy fits with the Council’s vision as set out in the extract below. These objectives are published every year in the Council’s Annual Statement on the Council’s website at (<https://www.cambridge.gov.uk/annual-statement>).

The 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”.

Housing is prominent feature for “a city which strives to ensure that all local households can secure a suitable, affordable local home, close to jobs and neighbourhood facilities”.

Tackling the city’s housing crisis and delivering our planning objectives including: working to build new homes with an emphasis on Council rent housing; making the most of council-owned land to provide new housing; continuing to provide council housing and investigating ways of building new council housing

- 2.2 This policy is also designed to support the vision of the Greater Cambridge Housing Strategy 2019-23, as extracted below:

Building the right homes in the right places that people need and can afford to live in

Priority 1: Increasing the delivery of homes, including affordable housing, along with sustainable transport and infrastructure, to meet housing need

Priority 2: Diversifying the housing market and accelerating delivery

Priority 3: Achieving a high standard of design and quality of new homes and communities

Enabling people to live settled lives

Priority 4: Improving housing conditions and making best use of existing homes

Priority 5: Promoting health and wellbeing through housing

Priority 6: Preventing and tackling homelessness and rough sleeping

Building strong partnerships

Priority 7: Working with key partners to innovate and maximise resources available

3 Engagement with residents when redevelopment involving home loss is proposed

- 3.1 In engaging with those affected by a redevelopment scheme, the Council's guiding principles for undertaking consultation of openness; accessibility and inclusiveness; and transparency and accountability will apply and the Gunning Principles adhered to as a matter of best practice.
- 3.2 Local Ward Members and the Resident Representatives on the HSC will be informed immediately prior to communication with residents about any scheme and any initial letters or meetings.
- 3.3 When a site that contains existing housing is identified as suitable for redevelopment, the Council may, depending on local factors such as the scale of the scheme and the history of local consultations in the area, choose to consult the residents of the site on a masterplan for the area to capture local needs and ambitions for change. Residents will be given the opportunity to respond to this initial consultation on the future of their estate which is expected to be broad in scope and may encompass matters in excess of those covered in future housing proposals.
- 3.4 The Council's consultation team will pass on any non-housing related resident concerns collected during a masterplan consultation to the relevant Council service area.
- 3.5 Once a scheme has been appraised for development, a report will be submitted to the Housing Scrutiny Committee and approval will be sought from the Executive Councillor for Housing to develop detailed scheme proposals. A summary of any feedback, and changes made to the proposals in consequence of this will be included with the final report that will be presented to the Council for specific approval to proceed with the scheme.
- 3.6 When proposals for a detailed scheme have been developed, residents and owners of existing residential properties which have been identified for development will be consulted 12 weeks prior to the publication of a detailed scheme report to Housing Scrutiny Committee. Those affected will be provided the following information as a minimum at this stage of consultation.
- 3.7 A map of the area to be redeveloped, showing clearly which properties are proposed for demolition and which will be retained;
- 3.8 An indication of what will be developed on the site (residential, commercial, community development etc), including changes to the travel routes through the site.
- 3.9 An indicative timetable explaining when a detailed scheme plan will be submitted to the Housing Scrutiny Committee.
- 3.10 A named contact person for further information will be provided to tenants and leaseholders.
- 3.11 In addition to advising those affected by post, the Council will:

- 3.11.1 Publicise the same information on the Council website, providing contact details for the Council officer responsible, who will be available to answer questions on the proposals.
- 3.12 In subsequent discussions and meetings with residents, brief them on the impacts of the development on them as individuals (providing more detailed timescale for decanting only when this is available and has been approved by the appropriate authorities).
- 3.13 Where development is likely to have significant impact on the public realm (changing, removing or providing new public facilities), organise in-person or digital delivery displays of the development plans where consultees can drop in to ask questions of the delivery team and review detailed plans
- 3.14 The Council's aim in involving current residents is not only to explain the reasons why the Council is looking to redevelop their current homes, but also to explore with them their individual circumstances; connections with the local community; and future housing aspirations; and from this determine whether the rehousing needs of residents can best be met by returning to the new scheme or by moving to a different home.
- 3.15 In the event that a scheme is approved by the Executive Councillor for Housing, the Council will work closely with residents who are losing their homes to ensure that they are provided with appropriate options for relocation (see sections 4-5) and have the necessary support to take advantage of these (see section 6).
- 3.16 Once a regeneration scheme is approved, the Council will tell all affected parties the date when their home has to be empty. This is called the vacant possession date. Initial Demolition Notices will also be served to all affected tenants to coincide with scheme approval. Such notice will act to suspend Right to Buy rights.
- 3.17 The Council will talk to residents about all re-housing options which are available. Some schemes may involve new homes being built. The Council will try to help the tenant to make an informed decision about the best choices for them. Tenants will be required to fill in an application to go on the housing register, Home-Link.

4 Alternative Housing for Tenants

- 4.1 The criteria set out in the Council's Letting Policy will be the basis upon which alternative accommodation is deemed suitable.
- 4.2 Secure council tenants required to move as part of a regeneration scheme will be given emergency housing status to bid under Home-Link. Introductory tenants will be given emergency housing status one year after their tenancy start date. This housing status will be applied following the Executive Councillor approval of a detailed regeneration scheme and will apply to all affected tenants as outlined.

- 4.2.1 Where more than one tenant with emergency status is bidding on the same property from different estate areas approved for redevelopment, allocation will be made based on the following:
1. Earliest redevelopment 'start on site' date
 2. Home-Link application priority date
- 4.2.2 Special consideration will be given to Home-Link applicants with DCM in the property that has been inspected by the council. Priority will be decided by a Cambridge City Council Officer considering the severity of the DCM, any serious health conditions and the age and vulnerability of household members. These cases may supersede the shortlisting criteria set out in 4.2.1.
- 4.2.3 Where more than one tenant with emergency housing status and the same priority date has bid for a property, a Cambridge City Council Officer will decide priority for shortlisting taking into account the needs of the household and best use of housing stock.
- 4.2.4 Where an applicant is identified as requiring a direct let the case will be referred to a Senior Officer for approval.
- 4.2.5 In the event that the Council chooses to develop a housing scheme in more than one phase, residents may have emergency housing status applied in Homelink one phase at a time. This may mean that residents in a later phase of the development do not have emergency status applied in Homelink until the residents of the previous phase have been decanted. Residents will be informed individually of their Homelink band in such cases.
- 4.2.6 Where a possession order is obtained for a breach of tenancy (i.e., rent arrears or anti-social behaviour) the tenant will no longer be considered eligible to be rehoused and/ or supported under the policy.
- 4.2.7 Where a tenancy ends for any other reason, (purchase of a property or moving via a mutual exchange arrangement), the tenant will no longer be considered eligible to be rehoused and/ or supported under the policy.
- 4.2.8 Please refer to the Greater Cambridge Lettings Policy for further details of this process.
- 4.3 The Council commits to both:
- 4.3.1 assisting tenants in making arrangements for leaving their current home and finding new accommodation (see section 6), and
 - 4.3.2 ensuring that suitable alternative accommodation is available, by prioritising tenant placement as outlined in 4.2.
- 4.4 Tenants are however ultimately responsible for their own accommodation arrangements and will be required to participate fully in the process. Tenants will still be liable to pay rent on any new home that they move to as part of the decanting process. Every effort will be made by the Council to re-house a tenant in the area of their choice.

4.5 Three months after the approval of the detailed scheme by the Executive Councillor, the Council will issue a formal notice (Notice Seeking Possession) to tenants who have not yet moved out of their accommodation. This notice allows the Council to ask the County Court for an order requiring the tenant to leave their home. The Council must satisfy the Court by suitably establishing the grounds for serving of notice, as well as demonstrating that suitable alternative accommodation is available for the tenant/s to move into.

Alongside this process, the Council will undertake the following actions:

- (a) Assist the tenant with the bidding process for appropriate alternative Council accommodation using the priority status detailed at 4.3.
- (b) Refer the case to SORP where suitable alternative accommodation has not been available for the tenant to move into or other, extenuating circumstances explain why the tenant has not been able to move. SORP can choose to extend the bidding period, seek a direct let from a registered provider partner within the Home-link partnership or take another course of action aimed at resolving the tenant's housing situation.

4.6 If a tenant is successful in bidding for an advertised property and the Council considers that the property is suitable for them the Council will expect them to move into the property.

4.7 If a tenant has not moved after six months have elapsed from the date of issue of a Notice Seeking Possession and provided that reasonable efforts have been made to help the tenant move via the measures at 4.4 (a) and 4.4 (b), the Council will ask the County Court for an order requiring them to move.

4.8 Council tenants who were required to move and wish to exercise their right to return to the redeveloped scheme will be given priority to return to suitable alternative accommodation on the redeveloped or refurbished scheme, provided there is sufficient new accommodation of the type required available.

4.9 Should a tenant be interested in types of tenancy other than for social rent then advice and assistance from a council officer will be offered to help the tenant secure such a move.

5 Alternative Housing for Leaseholders

- 5.1 When a Council site including a leasehold property is to be redeveloped, the Council will attempt to secure the interest from the leaseholder by negotiation following the approval of a detailed housing scheme by the Executive Councillor.
- 5.2 The Council will seek to acquire leasehold property with vacant possession.
- 5.3 Once three months have elapsed from the approval of a detailed scheme by Executive Councillor, the Council may initiate proceedings for a Compulsory Purchase Order. This process will be carried out in accordance with the law in parallel with continuing efforts secure the interest in a leasehold property by negotiation.
- 5.4 If a leaseholder wishes to exercise their right to return to the redeveloped scheme, the City Council will work with them to identify a property on the new scheme which the leaseholder can purchase through a shared ownership or shared equity stake. This will only be an option where the offer of a leasehold stake does not unreasonably impact the financial viability of the scheme or require an unreasonable redesign of the layout of the scheme or the units offered.
- 5.5 If it is not possible to offer a leasehold interest in the newly developed scheme, the Council will provide advice and assistance on option for purchasing a property in the private housing market, which may include shared ownership, equity share or another form of intermediate housing option elsewhere in the city, or, if desired, another local authority area.

6 Council approach to Freeholders

- 6.1 When a Council site including a freehold property is to be redeveloped, the Council will attempt to secure the interest from the freeholder by negotiation following the approval of a detailed housing scheme by the Executive Councillor.
- 6.2 The Council will seek to acquire freehold properties with vacant possession.
- 6.3 Once three months have elapsed from the approval of a detailed scheme by the Executive Councillor, the Council may initiate proceedings for a Compulsory Purchase Order. This process will be carried out in accordance with the law in parallel with continuing efforts to secure the interest in the property by negotiation.
- 6.4 If a freeholder wishes to exercise their right to return to the redeveloped scheme, the City Council will work with them to identify a property on the new scheme which the freeholder can purchase through a shared ownership or shared equity stake. This will only be an option where the offer of a leasehold or freehold stake does not unreasonably impact the financial viability of the scheme or require an unreasonable redesign of the layout of the scheme or the units offered.
- 6.5 If it is not possible to offer a leasehold or freehold interest in the newly developed scheme, the Council will provide advice and assistance on option for purchasing a property in the private housing market, which may include shared ownership, equity share or another form of intermediate housing option elsewhere in the city, or, if desired, another local authority area.

7 Support to Move

- 7.1 The Council recognises that individual tenants and leaseholders will require different degrees of support to move. In particular the Council will prioritise its assistance to vulnerable tenants:
 - 7.1.1 Tenants over the age of 60
 - 7.1.2 Tenants with physical and/or mental disability
 - 7.1.3 Tenants for whom English is not their first language
 - 7.1.4 Tenants with any other identified vulnerability
- 7.2 The support required will be assessed and negotiated on a case by case basis.
- 7.3 The types of support to be provided to those tenants and leaseholders who need it are as follows:
 - 7.3.1 Assistance with registering and placing bids on Home-Link
 - 7.3.2 Assistance with forms relating to change of address

7.4 For vulnerable tenants the council can assist with:

7.4.1 Arranging packing and removals as required

7.4.2 Arranging lifting and refitting of carpets and curtains refit if required

7.5 For non-resident leaseholders whose properties are purchased as part of a redevelopment, the council will also offer non-specialist advice and assistance on securing a comparable property on the open market or, as per section 8.2, in securing an interest in a replacement property on the completed development.

8 Compensation payments

- 8.1 The Council will make statutory payments to tenants, resident and non-resident leaseholders who qualify for them under law set out in The Land Compensation Act 1973 and The Land Compensation Act 1961. Types of Payment will cover Home Loss payments or Basic Loss payments as detailed in Appendix 1 of this document. The type of payment made will depend on the individual circumstances of the affected party, are set by government and reviewed annually.
- 8.2 Disturbance payments and reimbursement for incidental costs may also be payable. The council will pay these in compliance with the relevant legislation. Entitled parties will be supplied with details of the relevant statutory payments and how these may be claimed.
- 8.3 All types of compensation payments will only become payable once approval has been provided by the Council to proceed with a specific redevelopment or refurbishment scheme. It is at this point too that any Right to Buy application will be halted and any new application declined, coinciding with serving of the Initial Demolition Notice.
- 8.4 The Council will deduct from any compensation payment the sum of any rent arrears, outstanding council tax, housing benefit overpayments, leasehold service charges and any other council charge accrued at the point of payment. A resident or leaseholder will be advised of any deduction made by the Council.
- 8.5 This Policy does not apply to residents who have had a final possession order granted to end their tenancy before the approval at Housing Scrutiny Committee of a scheme to redevelop the site.

9 Infill development and Council tenants

- 9.1 In addition to large-scale estate regeneration, the Council regularly reviews its existing housing stock to identify opportunities for land assembly and housing infill that does not displace existing residents.
- 9.2 This type of development may involve the taking back of sections of tenants' gardens or the decanting of a garage scheme in order to create a housing site.
- 9.3 Garden land take & other tenancy changes.
- 9.3.1 Where the Council intends to take a portion of a tenant's garden or make any other amendment to their tenancy, it must serve a formal Notice of Variation to their tenancy and follow the process required by law.
- 9.3.2 Tenants will be contacted by Council officers and informed of the following before any Notice of Variation is issued;
- The details of the proposed housing scheme
 - The details of the proposed change
 - The reason that the garden land or other change is required
 - Any consequential works that the Council is willing to undertake such as the relocation or replacement of garden furniture or installation of new access routes.

9.3.3 If a tenant wishes to contest the Council's plans, they will be encouraged to seek their own independent legal advice.

9.4 Garage & parking space tenancies (private)

9.4.1 The City Council offers private tenancies on garages and parking spaces in a range of locations across the City. The Council is under no legal obligation to provide garage or parking space tenancies and, as such, may choose to terminate those tenancies if a land assembly for housing infill is a financially viable opportunity.

9.4.2 As per the terms of existing garage and parking space tenancies, the Council is required to issue tenants with a Notice to Quit at least one week (7 days) in advance of the date on which the Council requires possession of the site.

9.4.3 The Council will, where possible, contact garage and parking space tenants before the issue of the formal Notice to Quit to notify them that a development is taking place and provide them with an indicative date for when the Council will require possession of the garage. This notification is solely to allow additional time for garage or parking space tenants to seek alternative parking arrangements.

9.4.4 The Council may, at its discretion, offer vacant garage or car parking spaces within its control elsewhere in the city to garage / parking space tenants who have been or will be issued with a formal Notice to Quit.

9.4.5 In the event that an infill development requires the acquisition of land owned by a private leaseholder or freeholder, the Council will acquire this interest by negotiation.

Appendix 1: Compensation Payments

The level of home loss compensation is set by the Government in accordance with the Land Compensation Act 1973 and Home Loss Payments (Prescribed Amounts) (England) Regulations (2023). The level is reviewed annually.

Council tenants required to leave their homes are entitled to:

- Home loss payment
- Disturbance payment or assistance with costs associated with moving
- Incidental charges
- Acceptance of the above payments does not impact a former tenants' ability to exercise their right of return, where properties of an appropriate tenure are available.

Resident leaseholders and freeholders on Council land required to leave their homes are entitled to:

- Home loss payment – a 10% compensation payment on top of the purchase price of the home

- Incidental charges (inc. claimed costs associated with moving)
- Acceptance of the above payments does not impact a former leasehold resident's ability to exercise their right of return, where properties of an appropriate tenure are available.

Non-resident leaseholders and freeholders of properties on Council land required to sell their lease to the Council are entitled to:

- Basic Loss payment – a 7.5% bonus on top of the purchase price of the home. (7.5% - capped at a certain rate)
- Incidental charges

The entitlement to Home Loss and Basic loss payment is subject to the claimant having had an interest in the property for no less than one year. Where the one-year qualifying period cannot be met, discretionary payments may be made provided the occupier's interest and rights can be satisfied at the date of displacement

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Item

REPORT ON BUILDING SAFETY AT STANTON HOUSE AND FUTURE USE OF THE BUILDING.

To:

Councillor Gerri Bird, Executive Councillor for Housing

Housing Scrutiny Committee 18/06/2024

Report by:

Samantha Shimmon, Assistant Director: Housing and Homelessness, Communities

Email: Samantha.Shimmon@cambridge.gov.uk

Sean Cleary, Strategic Delivery Manager, City Services

Email: Sean.Cleary@cambridge.gov.uk

Wards affected:

Market

Key Decision

1 Executive Summary

- 1.1 Over the last year, the Council has been working on investment options for Stanton House. This was mainly based on the condition of the building and the significant investment required to bring it up to modern standards for sheltered accommodation. A key element is the small size of the flats which are significantly below current space standards and are difficult to let.
- 1.2 An options appraisal was undertaken by Rock Townsend Architects LLP. This confirmed that all refurbishment options would result in a substantial reduction in the number of dwellings or a significant expansion in the building footprint. In either case, tenants would need to move out of the building on a temporary basis or decant permanently.
- 1.3 On 23rd December 2023 an annual Fire Risk Assessment (FRA) was completed on Stanton House and the risk on the building and residents if there were to be a fire was deemed Substantial.
- 1.4 On 13th December 2023 Cambridgeshire Fire and Rescue Service issued a Notice of Deficiency (NOD) on the building detailing 11 deficiencies, many of which were small and have been rectified, but 2 remain, notably not rectifying all significant findings on the FRA and not completing compartmentation works

required in the building to reduce the risk of fire spread. The key finding from the FRA is to ensure the building has sufficient compartmentation, so these 2 deficiencies are effectively the same issue.

- 1.5 Following both the FRA and the NOD the evacuation strategy for the building has been changed to simultaneous evacuation, from the previous policy of stay put.
- 1.6 A 24/7 cover has been implemented at Stanton House, staffed during normal office hours by our Independent Living Team and out of hours, by a security firm at a cost of £2,025 per week. The purpose of this cover is to provide a 'waking watch' to assist with evacuation in the event of a fire. This mitigates the risk to residents in the event of a fire.
- 1.7 To complete these essential compartmentation works will cost an estimated £635,000.
- 1.8 Essential considerations are the costs of the fire safety works and the viability of Stanton House as a sheltered housing scheme.

2 Recommendations

The Executive Councillor is recommended to:

- 2.1 Note the cost of essential Compliance related works required to Stanton House at £635,000.
- 2.2 Note the options appraisal for Stanton House carried out by Rock Townsend Architects LLP and agree in principle that it is no longer viable to retain the building in its current form.
- 2.3 Approve removing Stanton House from the Councils operational Housing portfolio, which will include the planned decanting of all existing residents in line with our Regeneration Policy which includes information on statutory home loss and disturbance payments.
- 2.4 To approve a capital budget of £333,000 to cover the decanting payments to residents of Statutory Home loss and Disturbance payments. This budget will be drawn down from the existing budget approved for investment in the delivery of new homes.
- 2.5 Agree that there will be further consideration of the redevelopment options for the Stanton House site that will be brought back to this committee in September 2024 for decision.

3 Background

- 3.1 Stanton House is a sheltered housing scheme built in 1960. There are 32 one-bedroom flats on two floors with a single circulation core. There is a two-bedroom, two-storey house adjoined to the building (formerly the warden's house) that is now let as a general need's tenancy.
- 3.2 There is no resident warden, as this has been the case for many years, and residents are supported through the Independent Living Service operated by the City Council and part-funded by the County Council.
- 3.3 Given its location, the flats have proved to be suitable 'move-on' accommodation for older adults with a history of homelessness. A third of residents have come from Jimmy's, which is a charity that support people out of homelessness in Cambridge.
- 3.4 The community at Stanton House is well-established, with a significant level of mutual support. Just over half of the tenants have lived there under five years but some have lived there much longer, with around 16% living at Stanton House for over ten years.
- 3.5 In June 2022, the Council's Asset Management Team requested that the Housing Development Agency carry out a detailed options appraisal of the site so that a decision on the future of the scheme could be agreed. This was due to the condition of the building, in which significant investment was required, and the difficulty in letting flats which were below Nationally Described Space Standards ("NDSS").
- 3.6 Current NDSS are listed below in comparison to the flat sizes at Stanton House. These show that 24 flats are substantially below 1B1P space standards, 5 flats are nearer to 1B1P space standards, and 3 larger flats are sized between 1B1P and 1B2P space standards.

Nationally Described Space Standards		Stanton House	
1B1P	37 (m2)	26.5-28.7 (m2)	24 flats
		35.2-37.6	5 flats
		40.3-46.5	3 flats
1B2P	50 (m2)		

- 3.7 Rock Townsend Architects LLP were appointed in April 2023. The options appraisal confirmed that all refurbishment options assessed would necessitate tenants moving out of the building for a substantial period or permanently. In addition, compliance with NDSS would require a substantial reduction in the number of dwellings or require a significant expansion in the building footprint. The report from Rock Townsend LLP is at Appendix 1.
- 3.8 In addition, the development team were exploring options on the council's vacant East Rd site and consulted with Stanton House residents on the potential

of moving into a new sheltered accommodation scheme at East Road. Redevelopment options for The Stanton House site, once vacated, were also being considered. Residents were consulted on their views to input into options being considered.

- 3.9 Building Safety concerns that require an urgent response are detailed in section 4 below. This has superseded a traditional regeneration approach for Stanton House which not only recommends decanting a site but what will happen to the site afterwards.
- 3.10 It is proposed to bring a report to Housing Scrutiny Committee in September 2024 which will identify the redevelopment options for both Stanton House and East Road and make a recommendation. Redevelopment options for both sites will include reviewing mixed tenure options through Cambridge Investment Partnership (CIP), Homes England grant funding opportunities and a portfolio approach to development balancing financial viability and the need for council homes.

4 Building Safety

- 4.1 The Fire Risk Assessment (FRA) completed on 23rd December 2023, assessed the risk as Substantial. This means considerable resources might have to be allocated to reduce the risk. If the premises are unoccupied, it should not be occupied until the risk has been reduced. If the premises are occupied, urgent action should be taken. The FRA is included at Appendix 3.
- 4.2 The substantial risk assessed in the FRA related to a lack of compartmentation at Stanton House. This is essential to prevent the spread of fire from flat to flat and throughout the building.
- 4.3 Following the FRA the evacuation strategy for Stanton House was amended to full simultaneous evacuation in the event of a fire, from the previous strategy of Stay Put. Fire Drills have been implemented to ensure residents know the fire strategy and can practise their response to a fire alarm.
- 4.4 Cambridgeshire Fire and Rescue Services (CFRS) visited the building in early December 2023 to audit the fire safety arrangements and issued a Notice of Deficiency (NOD) requiring 11 deficiencies to be remedied. The NOD can be found in Appendix 4.

Return visits on 18th January 2024 and 5th March 2024 were undertaken by CFRS.

- 9 out of the 11 deficiencies were remedied by the return visit 18th January 2024
- The remaining 2 related to the lack of compartmentation between the flats meaning Stanton House remains as a substantial risk.

- 4.5 The works required to complete the compartmentation of Stanton House will cost £635,000 and are detailed below in section 6.
- 4.6 The Notice of Deficiency remains in place and could see legal action brought against Cambridge City Council by Cambridgeshire Fire and Rescue Services.
- 4.7 To mitigate the risk to residents in Stanton House, we have implemented a 24/7 coverage of the building to provide evacuation assistance in the event of a fire. This is provided by our Independent Living Team during office hours and by a security firm out of hours at a cost of £2,025 per week. This would need to remain in place whilst the risk from the FRA remains at substantial.
- 4.8 The building as a sheltered housing scheme poses additional risk in the event of a fire as there are more residents with vulnerabilities such as restricted mobility, sight or hearing loss that would make it more difficult to evacuate in the event of a fire.

5 Resident Engagement

5.1 There has been an engagement process with residents in place since July 2023. Informal meetings were initially held with residents to gain their views on living at Stanton House. This was followed by an in-person consultation event in February 2024, attended by residents and family members, alongside a survey that could be completed at the event or discussed with the Independent Living Service. The surveys closed with a notable response rate (22 responses out of 32) indicating an active level of engagement and insight from residents.

5.2

Key points from the survey results are as follows: -

- A significant majority (77.3%) expressed interest in the possibility of relocating
- Access to the same GP surgery was recognised as the highest priority for residents while support from the Independent Living Service was the second most important factor
- The cost associated with moving was the most important concern for residents considering a move
- Brandon Court and Ditchburn Place (also City Council sheltered housing schemes) were suggested as alternative options for moving, alongside suggestions for facilities that could be included in a new sheltered accommodation scheme.

The survey report is at Appendix 2.

- 5.3 Letters are being hand delivered to all residents advising them of this report and inviting them to a residents meeting.
- 5.4 A resident meeting is due to be held on Monday 10th June 2024 to discuss this report and the recommendations being made for Stanton House.
- 5.5 We will meet residents again following Housing Scrutiny Committee on 18th June to discuss the decision made by the Executive Cllr for Housing.

6 Cost

6.1 The compartmentation works required to Stanton House have been costed as:

- Loft compartmentation works £285,763.20
- Replacement of flat entrance doors £82,247.00
- Replacement of cross corridor doors £55,749.70
- Replacement of riser cupboard doors £56,960.00
- Contingency of 10% £48,071.99
- VAT of 20% £105,758.38
- **Total** **£634,550.27**

6.2 The cost to decant the residents at Stanton House would be:

- Statutory Home loss Payments £243,000
- Disturbance Payments £60,000
- Contingency of 10% £30,000
- **Total** **£333,000**

6.3 Ongoing cost of 24/7 cover for Stanton House

- Weekly cost £2025
- Monthly cost £8,775
- **Annual cost** **£105,300**

6.4 Cost comparison:

Costs	Option 1 – Decant Scheme now	Option 2 – Following original regeneration approach decanting into future East Road site.
Compliance Work	X	£634,550.27
Decant Costs	£333,000	£333,000
24/7 cover	£105,300	£105,300
Total	£438,300	£1,072,850.27

7 Decant

- 7.1 A permanent decant is necessary where it is planned to dispose of, demolish and or redevelop the site. Tenants will need to move and will be given urgent priority through HomeLink emergency bands to facilitate this as soon as is practically possible.
- 7.2 Meetings will be held with all residents (alongside the Independent Living Service and family members/support network) to assess housing need. Moving options will be discussed which will include other sheltered housing schemes, general needs and extra-care housing. Each residents will be assisted to find an alternative home based on their needs.
- 7.3 The liaison with residents about moving will be led by our Independent Living Team who already have strong relationships with residents at Stanton House and provide wellbeing support. They will be assisted by officers in City Homes, Housing Options as well as our Regeneration Team.
- 7.4 All tenants will be eligible for a statutory Home-loss payment of £8,100 following their move and disturbance payments to cover moving costs. A significant level of practical support will be provided in terms of arranging and overseeing each move.

8 Sustainability

- 8.1 This report does not cover options for the future use of this site. A further paper will be brought to Housing Scrutiny Committee which will detail options, and this will include sustainability for the recommended future use of the site.

9 Finance

- 9.1 Approval is sought to identify a capital budget of £333,000 to cover the decanting costs to the Council. This includes statutory home loss payments and disturbance payments which will be due to the tenants.
- 9.2 The budget will be drawn down from the existing budget approved for the facilitation and delivery of new homes as part of the 10 Year New Homes Programme.

10 Implications

- (a) Staffing Implications

The Council will deliver its role in the decanting of residents through the Independent Living Service, supported by City Homes, Housing Options and Housing Development Agency.

(b) Equality and Poverty Implications

An EQIA has been completed and is attached in Appendix 5.

(c) Environmental Implications

There are no direct environmental implications at present, this will be detailed in the future report of options for future use of the site.

(d) Procurement Implications

There are no direct procurement implications at present, this will be detailed in the future report of options for future use of the site.

(e) Community Safety Implications

There are no direct community safety implications, the risk of having a building with a significant proportion of empty flats that exists will be mitigated by the 24/7 cover of the site by Council staff and the security firm.

(f) Consultation and communication considerations

This has been detailed in section 5 of this report.

11 Risks

Detailed below are the current and immediate risk factors which have been identified and informed the work to date. The purpose of this report is to mitigate against these immediate risks and enable the Council to progress with a proactive course of work to minimise future risk.

The current and immediate risks driving this report are as follows:

- Current and future CFRS notices and potential prohibition action, which would require an emergency decant.
- Abortive costs for compartmentation works, if a future decision on the building is made to dispose of, demolish or regenerate the scheme.
- Resident anxiety over the future of the site, they want to know what is happening.

12 Background papers

13 Appendices

Appendix 1 – Rock Townsend LLP Options Appraisal

Appendix 2 – Resident survey report

Appendix 3 – Fire Risk Assessment from 23rd December 2023

Appendix 4 – Notice of Deficiency from CFRS dated 13th December 2023

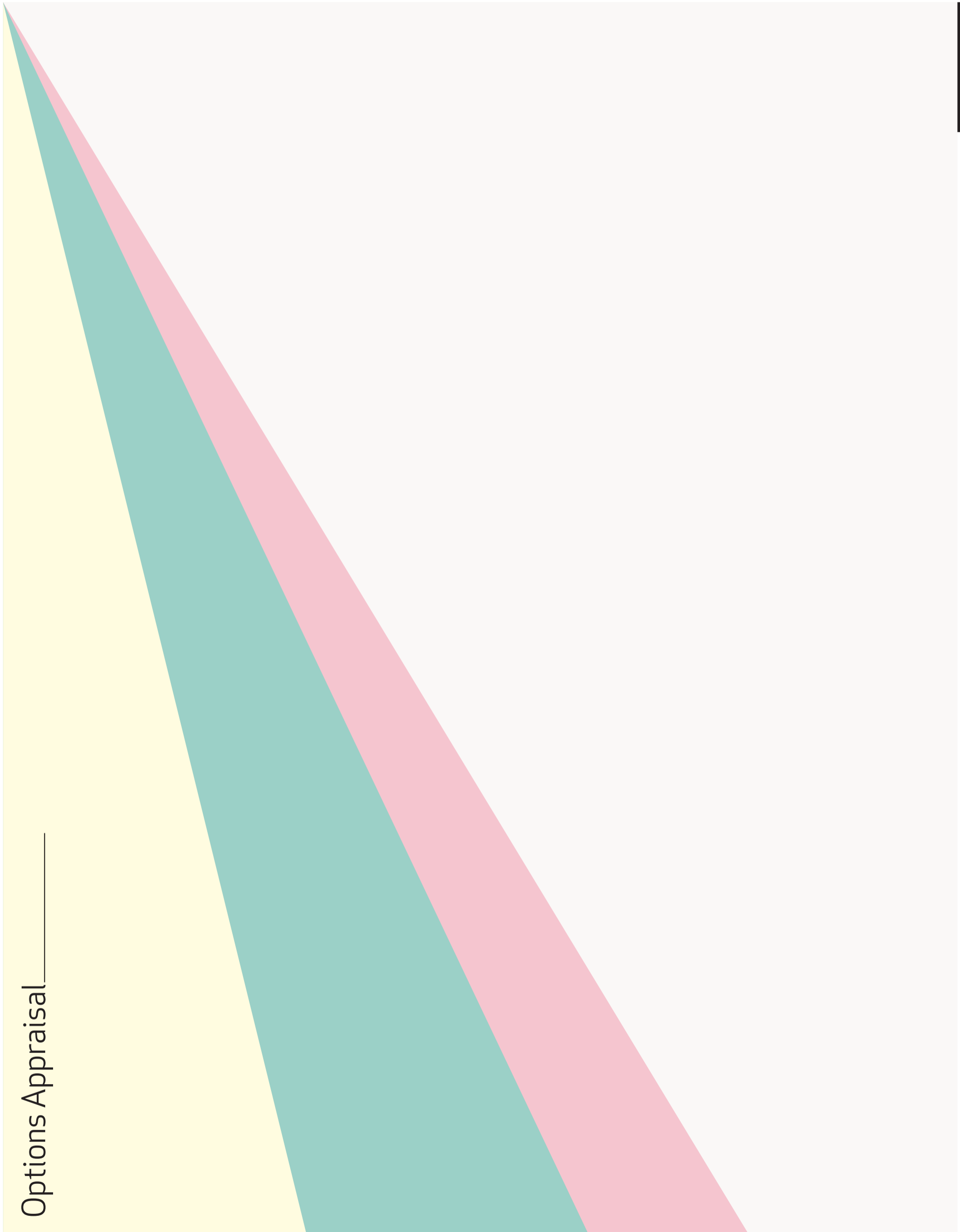
Appendix 5 - EQIA

14 Inspection of papers

To inspect the background papers or if you have a query on the report please contact Samantha.Shimmon@cambridge.gov.uk

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Stanton House, Christchurch Street, Cambridge



Revision	Status	Date	Issued	Checked
PR01	Preliminary	Mar 23	CH	SS
PR02	Preliminary	Apr 23	CH	SS

Rock Townsend

Architecture & Design

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rocktownsend.co.uk

Contents

- 1.0 Introduction
 - 1.1 Introduction
 - 1.1 Brief
 - 1.2 Site Context

- 2.0 Analysis
 - 2.1 Site Constraints & Opportunities
 - 2.2 Existing Building Summary Appraisal

- 3.0 Proposals
 - 3.1 Option 1
 - 3.2 Option 2
 - 3.3 Option 3

- 4.0 Summary & Conclusion

- 5.0 Next Steps

1.1

Introduction

Stanton House is currently a sheltered housing scheme. However, existing units are significantly below Nationally Described Space Standards which has contributed to high void periods when used for traditional sheltered housing, and the block also has numerous maintenance issues and performs poorly from an energy perspective.

However, the units have proven to be suitable 'move-on' accommodation for older adults with a history of homelessness. A third of residents have come from Jimmy's, which is a charity that supports people out of homelessness in Cambridge.

We would therefore like the proposal to include for production of a number of high level options to explore the opportunities available to the site and to inform decision-making as to the future of the site. There are three broad architectural options.

Option 1 retains the current footprint.

Option 2 extends the existing footprint where possible – eg. filling in the recesses between existing units and/or adding additional storeys

Option 3 is a full redevelopment of the site.

1.2

Brief

Further detail and sub-options are set out below. All options should meet modern sustainability requirements, and the plans should reflect this, including commentary on the sustainability measures that could be incorporated and the standards achievable.

Option 1 – retain the footprint

The proposal should include for a number of variants within this option.

Option 1a) – ‘Move-on accommodation’ Units will be approximately 25sqm in line with the current unit sizes, and similar in floor area to the pods that have been successfully used across Cambridge. The unit layouts must be fit for purpose for needs of ‘move-on’ residents, as well as meeting current sustainability requirements. Re-designing to NDSS in this instance will not provide the most suitable accommodation for the user group, where smaller units better enable residents to live independently and manage the space. The expectation is that the units would largely remain in their current location within the overall floor plan, though internal unit layouts may be rationalised or reconfigured.

Option 1b) – Sheltered Housing to NDSS. The current footprint is retained but significant internal re-modelling will be required to produce 1b1p units that are NDSS compliant. It is recognised that this will result in an overall loss of units. Units should meet the needs for older people’s housing.

Option 2 - Extended footprint where possible

The proposal should include for exploration of a proposal that largely retains the existing footprint and extends where possible - eg filling in the recesses between existing units and/or adding additional storeys.

Units should be designed as 1b1p units that are NDSS compliant and meet the needs for older people’ housing. The intention of this option is to mitigate the loss of units seen in in option 1b) where possible.

Please advise if you do not feel option 2 is deliverable from a planning or buildability perspective.

In addition, within the floor space for options 1 and 2, could you consider

- a) Retaining appropriate communal space for a sheltered scheme for older people including internal mobility scooter parking
- b) No provision of internal communal space

Option 3 – Full redevelopment

Could you also provide a new build option which seeks to optimise the site but remains realistic given planning constraints. This includes the location within a conservation area and proximity to listed buildings.

The new build option should assume a Market-led scheme with policy level of affordable. The expectation is that market units would be predominately 2bs flats or houses.

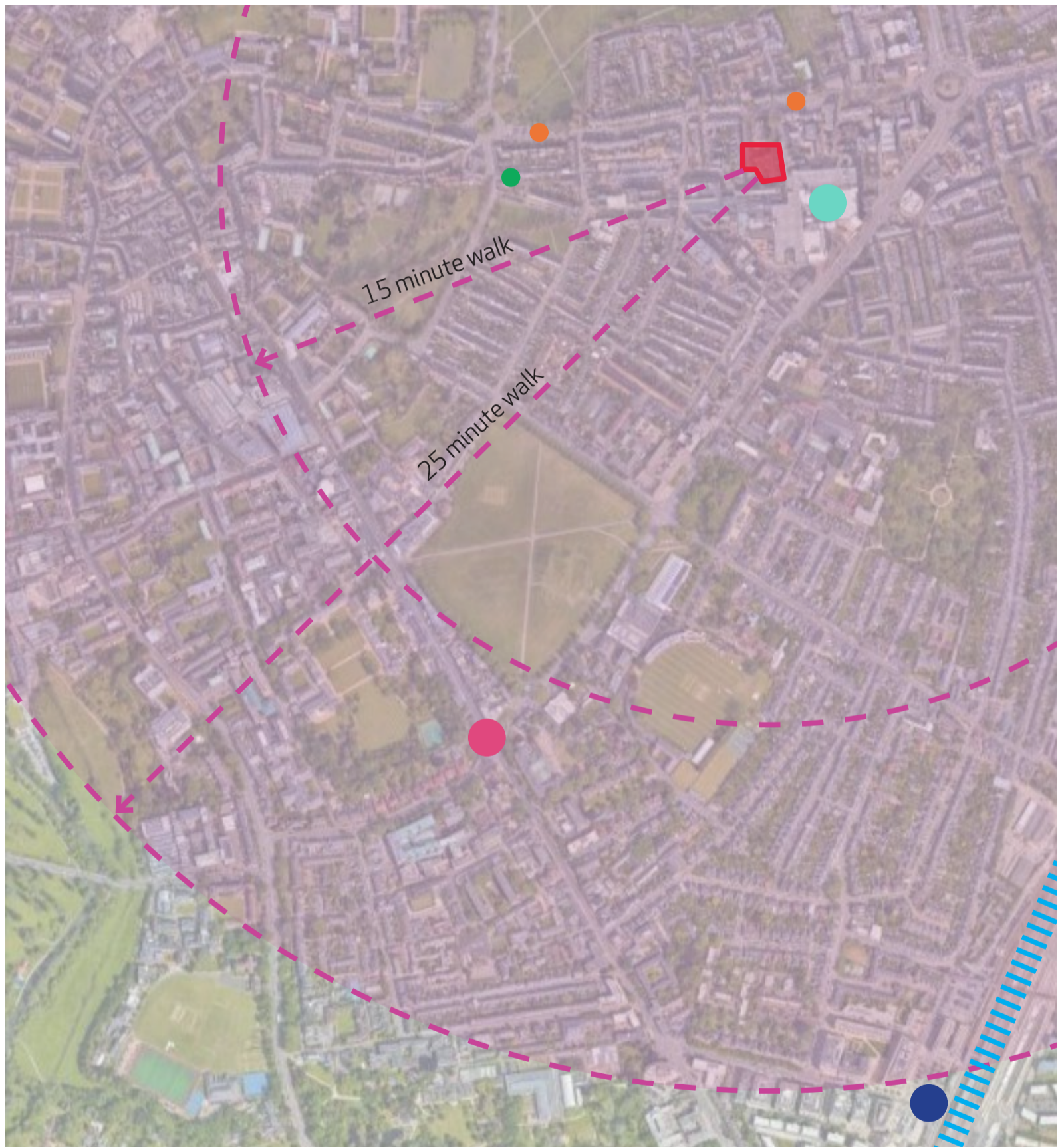
The level of design required will be to RIBA stage 1, with outputs including site analysis, massing and accommodation schedules for each option, and relevant sustainability requirements or commentary. This will enable the council to financially model the schemes and consider against practical, political and planning factors to determine the correct route forward for the site.

1.3






Site Context

The site is located within the city of Cambridge, benefitting from a central location within walking distance of the city centre, Grafton shopping centre and other local amenities including grocery shops, the post office and GP surgeries.

There are several bus stops within a ten minute walk and Cambridge train station is a 25 minute walk south of the site with regular trains to London, Brighton and Birmingham.



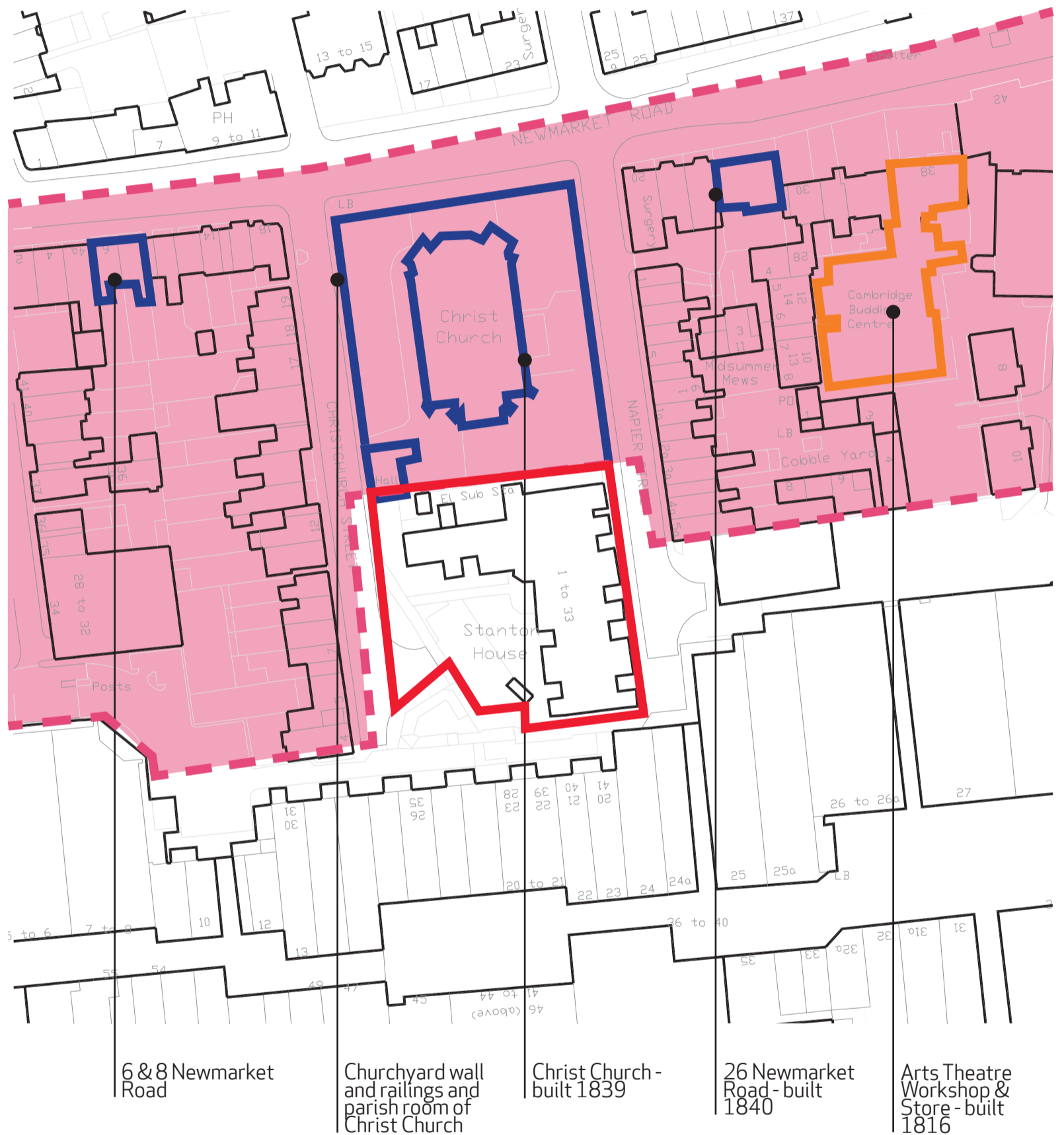
Key

-  The Site
-  Railway
-  Train station
-  City Centre
-  Shopping centre
-  Bus stop
-  Grocery shop



Conservation Area & Listed Building Plan

The site is bounded to the north, west and east by a conservation area. Most notably, to the north of the site is the Grade II listed Christ Church. The grounds of the church are bounded by an ancient listed wall which forms the north boundary of the Stanton House site. Within the grounds and also bounding the site is the church hall which is also Grade II listed. To the south boundary of the site there is another ancient wall which is the same in appearance to the church wall. Although this wall is not listed it is marked with a plaque denoting its significance.

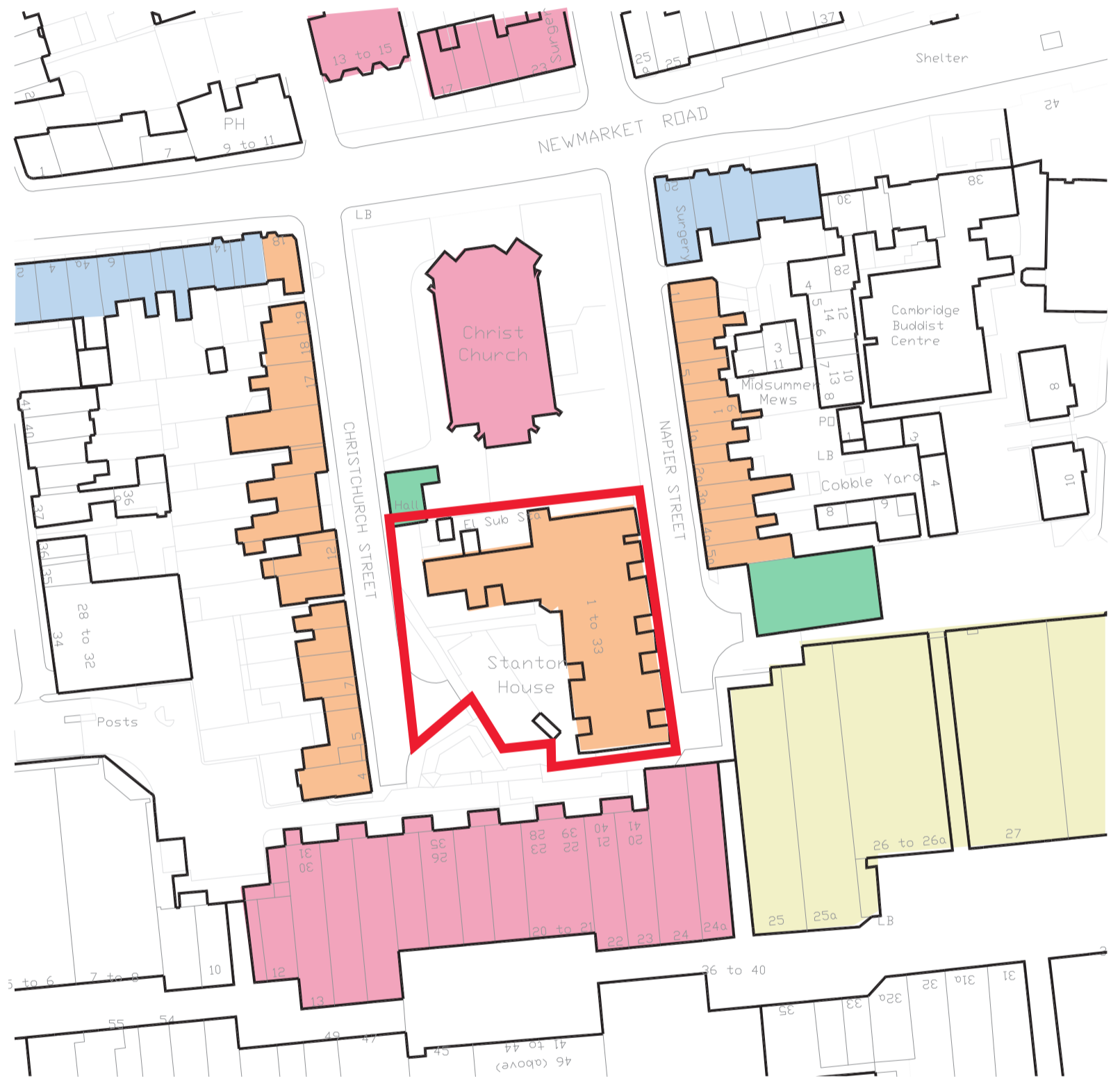


- Key**
- █ The Site
 - Conservation area
 - Grade II Listed building
 - Grade II* Listed building



Surrounding Building Heights

The heights of the surrounding buildings vary. The Grafton shopping centre to the south of the site ranges from approximately 3-4 storeys in height. Similarly, the church to the north is 3-storeys. The majority of the remaining surrounding buildings are terraced houses which are either 2 or 2.5 storeys high. The church hall bounding the site to the north and the cafe building to the east are both 1.5 storeys.



- Key**
- █ The Site
 - █ 1.5-storey
 - █ 2-storey
 - █ 2.5-storey
 - █ 3-storey
 - █ 4-storey



Surrounding Buildings Planning Use Class

The surrounding context is mixed. Both Christchurch street to the west and Napier Street to the east are residential streets comprising of terraced housing. To the south is the Grafton shopping centre building which includes both retail and residential uses. Additional building typologies include the church to the north and a cafe to the east.



- Key**
- The Site
 - Building Use Class C3(a)
 - Building Use Class E(a)
 - Building Use Class E(b)
 - Building Use Class F1(f)

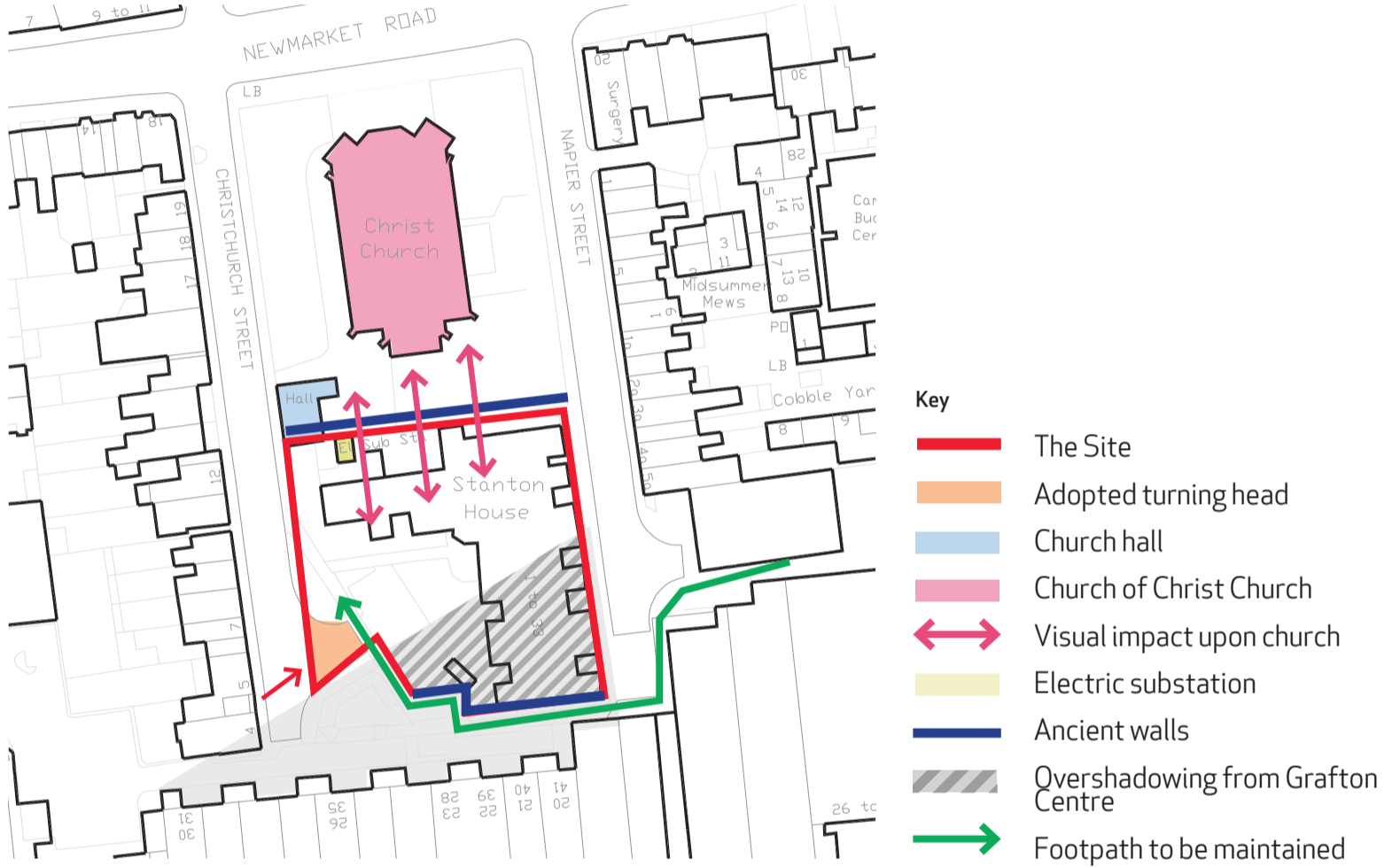


Analysis

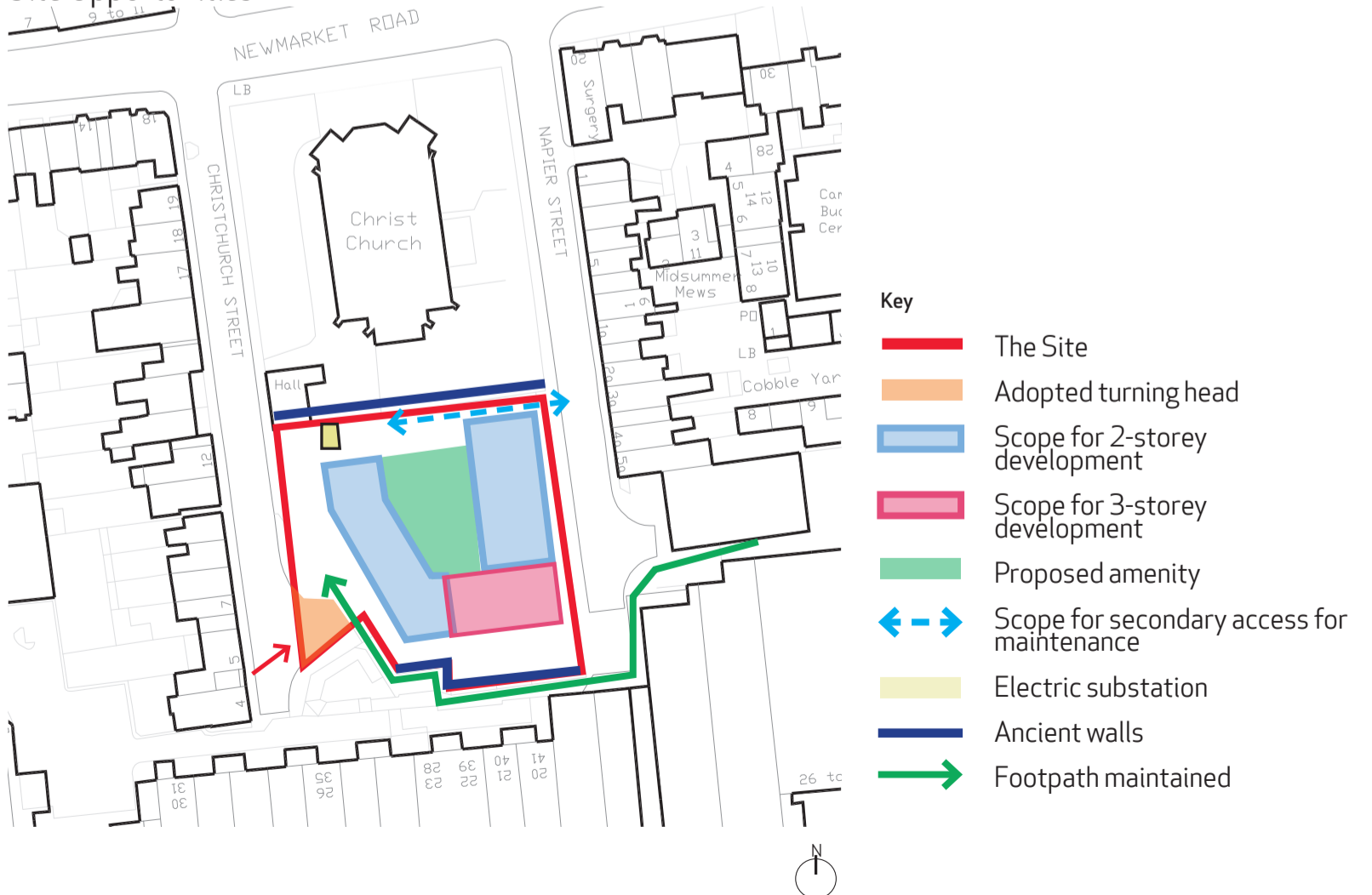
2.1 Site Constraints and Opportunities

The adopted turning head from Christchurch Street providing vehicular access to the site is to be maintained. Appropriate distance must be afforded to the ancient walls bounding the site to both the north and south. To the south there is an existing public footpath running between the ancient wall and the Grafton Centre which also needs to be maintained, there is potential to improve upon the existing footpath. Careful consideration should also be afforded to the listed Christ Church and church hall to the north. Any visual impact upon the church will be minimised and therefore any built form to the north of the site will not exceed 2-storeys. Conversely, to the south overshadowing from the neighbouring Grafton centre should be accounted for in any proposal. To the north of the site there is an electric substation which will be maintained.

Site Constraints



Site Opportunities

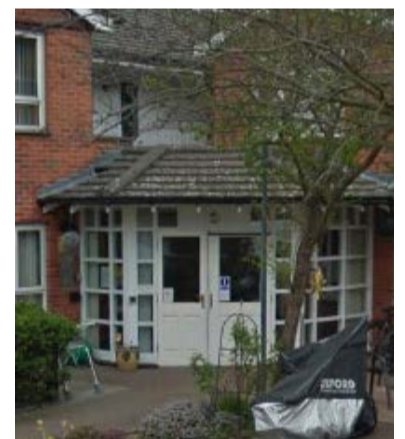
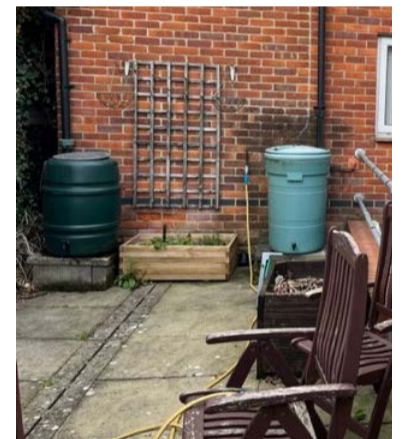


2.2

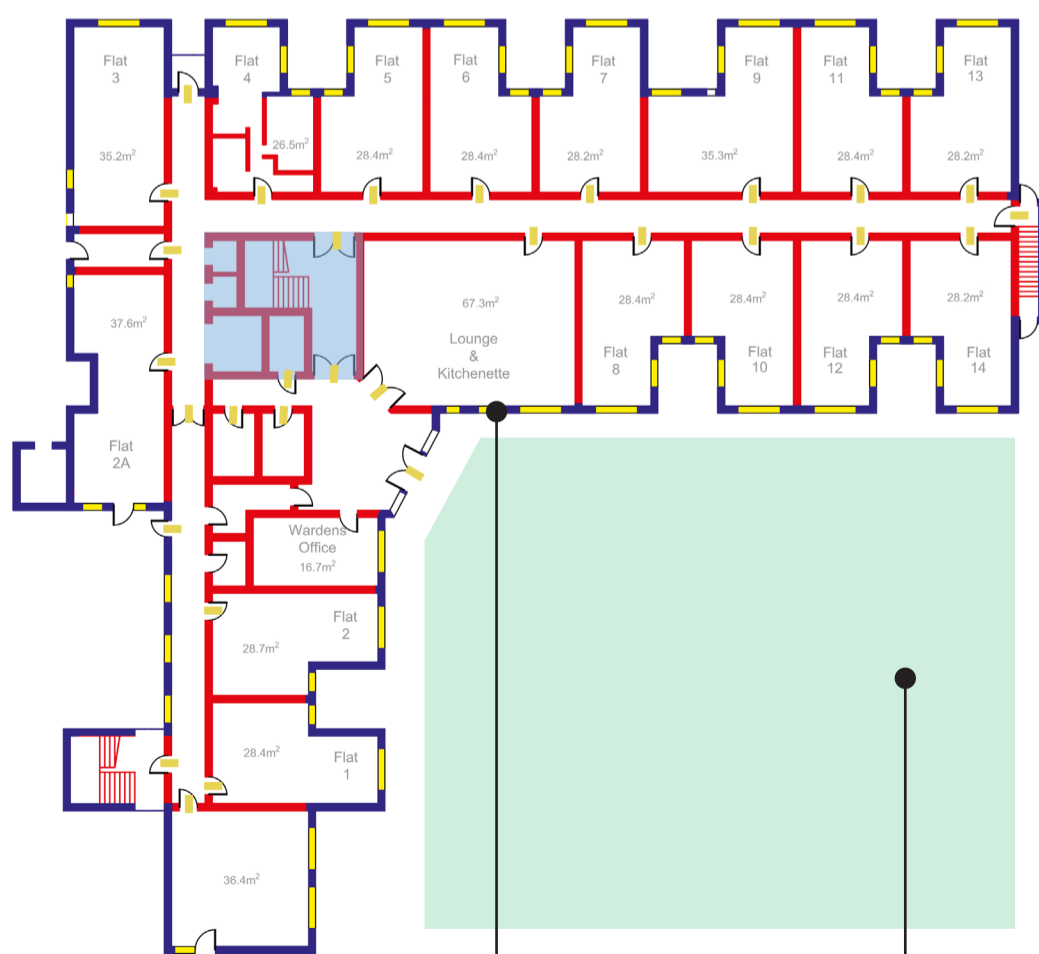
Existing Building Summary Appraisal

In terms of the existing Stanton House building the foundations and superstructure appear to be in good condition and might be retained if the building is to be refurbished. However, it is our understanding that there is significant maintenance work pending for Stanton House. Mindful of the age of the building, upgrades to the services, roof, doors and windows would be necessary to bring the building up to modern standards. Furthermore, in terms NDSS and building regulation compliance, work would be required to ensure that all spaces were fire safe, energy efficient and fit for purpose.

First Floor Plan



Ground Floor Plan



	Units
Ground Floor	15
First Floor	17
Total	32

- Key
- External Walls
 - Internal Partitions
 - - - Windows/doors
 - Circulation Core
 - Soft and Hard Landscaping

3.1 Option 1a - Temporary Accommodation Units (not NDSS compliant)

This option proposes the least invasive refurbishment of the existing building with minimum alteration to the core structure of the building and enhancements to the external landscaping. The existing division of units would remain largely the same with each refurbished to provide temporary accommodation for a maximum of 6-12 months. The mix of units would comprise of 28m² single/double units and 36m² family units.

	Single/Double Units	Family Units	
Ground Floor	12	3	
First Floor	12	5	
Total	24	8	32

Option 1a - Ground Floor



Sustainability

Regarding sustainability the aim with this option would be to achieve as close to building regulations standards as possible. Given the age of the building this would require:

- Insulating the existing external wall cavity
- External insulation and brick slips added to existing external walls
- Addition of insulation to the existing roof
- Addition of PV panels to the roof
- Upgrade of external doors and windows to a more energy efficient product
- Upgrade of services to ASHP and MVHR systems

Option 1a - First Floor

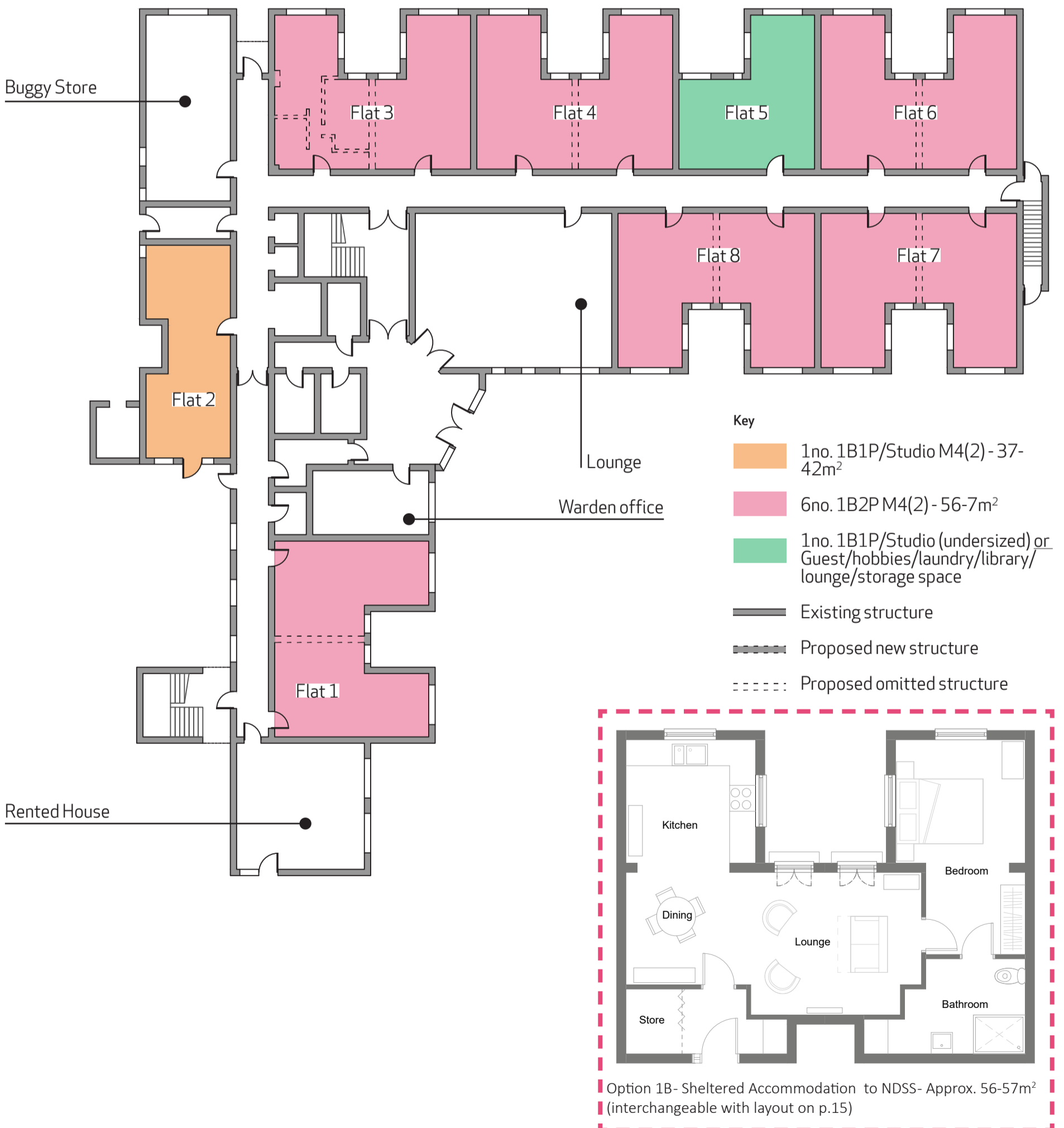


3.1 Option 1b - Sheltered Housing to Nationally Described Space Standards

Option 1b proposes a refurbishment option with the existing building footprint retained and internal spaces remodelled to provide a combination of studio and 1B2P flats that are NDSS compliant flats suitable for older peoples' housing. This option also proposes enhancements to the external landscaping.

	1B1P/Studio	1B2P	
Ground Floor	1-2	6	
First Floor	2-3	7	
Total	3-5	13	16-18

Option 1b - Ground Floor

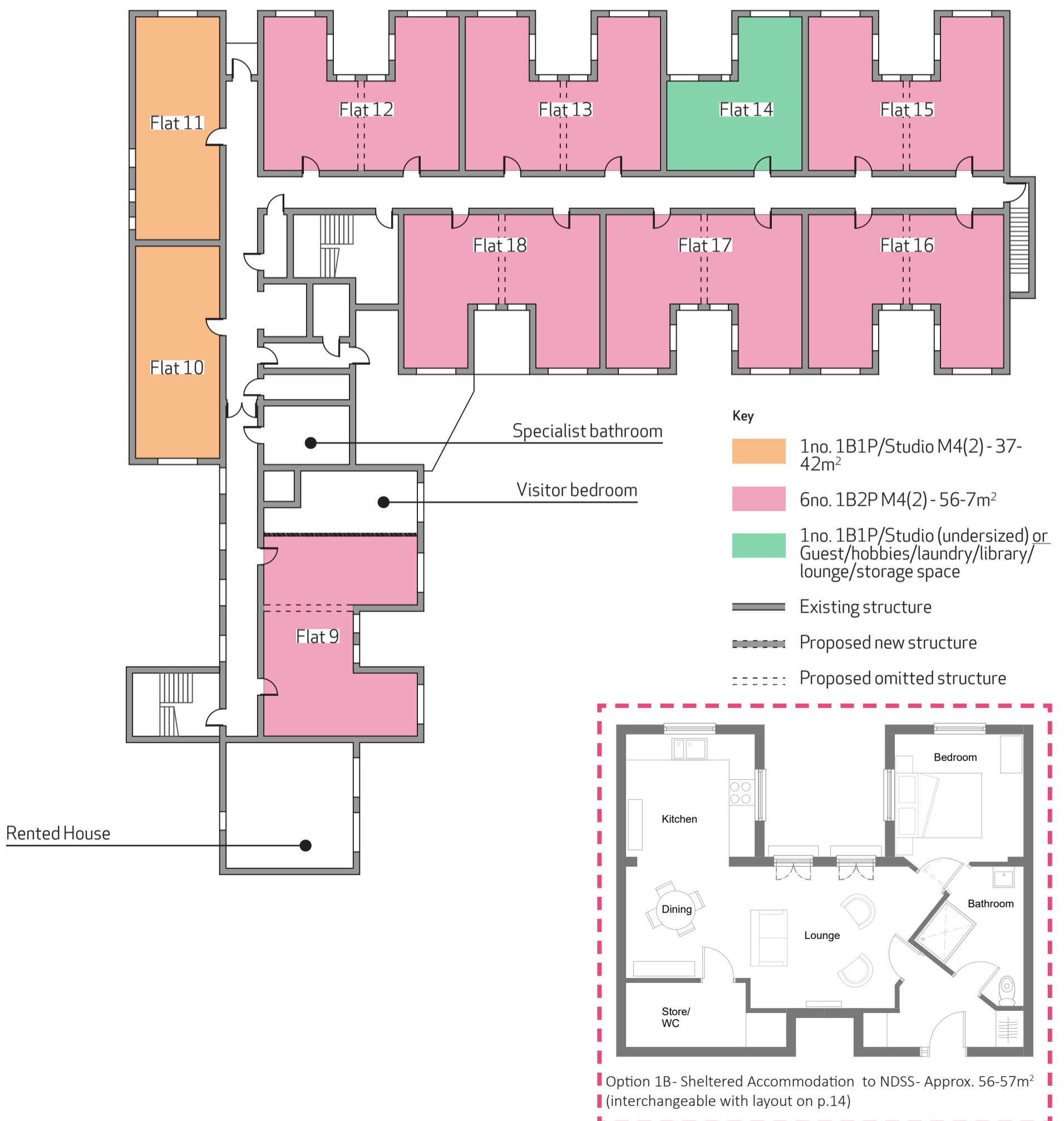


Sustainability

Regarding sustainability the aim with this option would be to achieve as close to building regulations standards as possible. Given the age of the building this would require:

- Insulating the existing external wall cavity
- External insulation and brick slips added to existing external walls
- Addition of insulation to the existing roof
- Addition of PV panels to the roof
- Upgrade of external doors and windows to a more energy efficient product
- Upgrade of services to ASHP and MVHR systems

Option 1b - First Floor



3.2 Option 2 - Extended footprint where possible

This proposal looks to retain and expand the existing building footprint by infilling recesses and adding an additional floor through the design of a new roof. This would provide NDSS compliant flats suitable for older peoples' housing. This option also proposes enhancements to the external landscaping.

	1B1P(+20m ²)	1B1P	1B2P	
Ground Floor	0-2	10	0	
First Floor	0	13	0	
Second Floor	0	7	1	
Total	0-2	30	1	31-33

Option 2 - Ground Floor

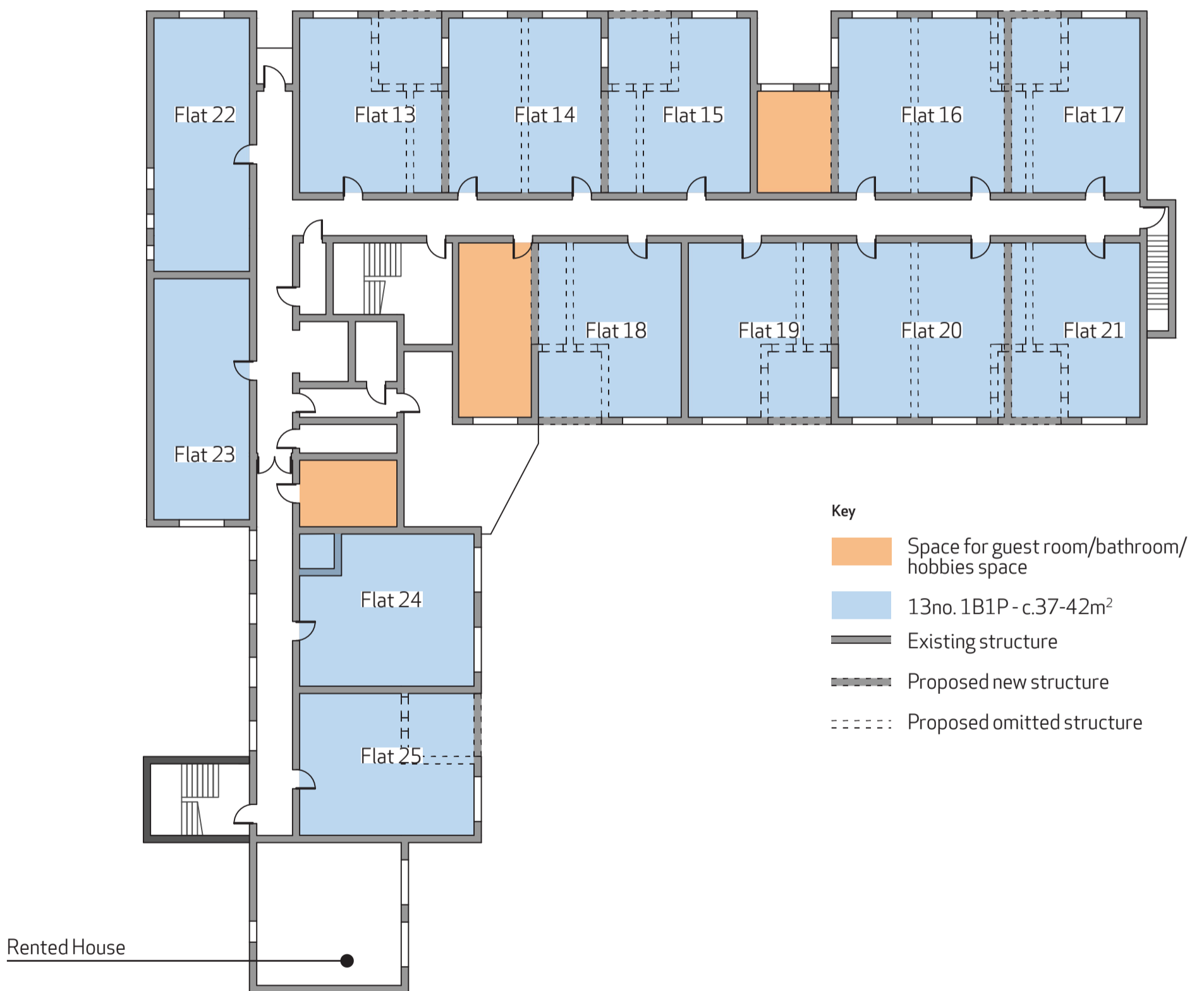


Sustainability

Regarding sustainability the aim with this option would be to achieve as close to building regulations standards as possible. Given the age of the building this would require:

- Insulating the remaining existing external wall cavity
- External insulation and brick slips added to the external walls
- Addition of PV panels to the roof
- Upgrade of external doors and windows to a more energy efficient product
- Upgrade of services to ASHP and MVHR systems

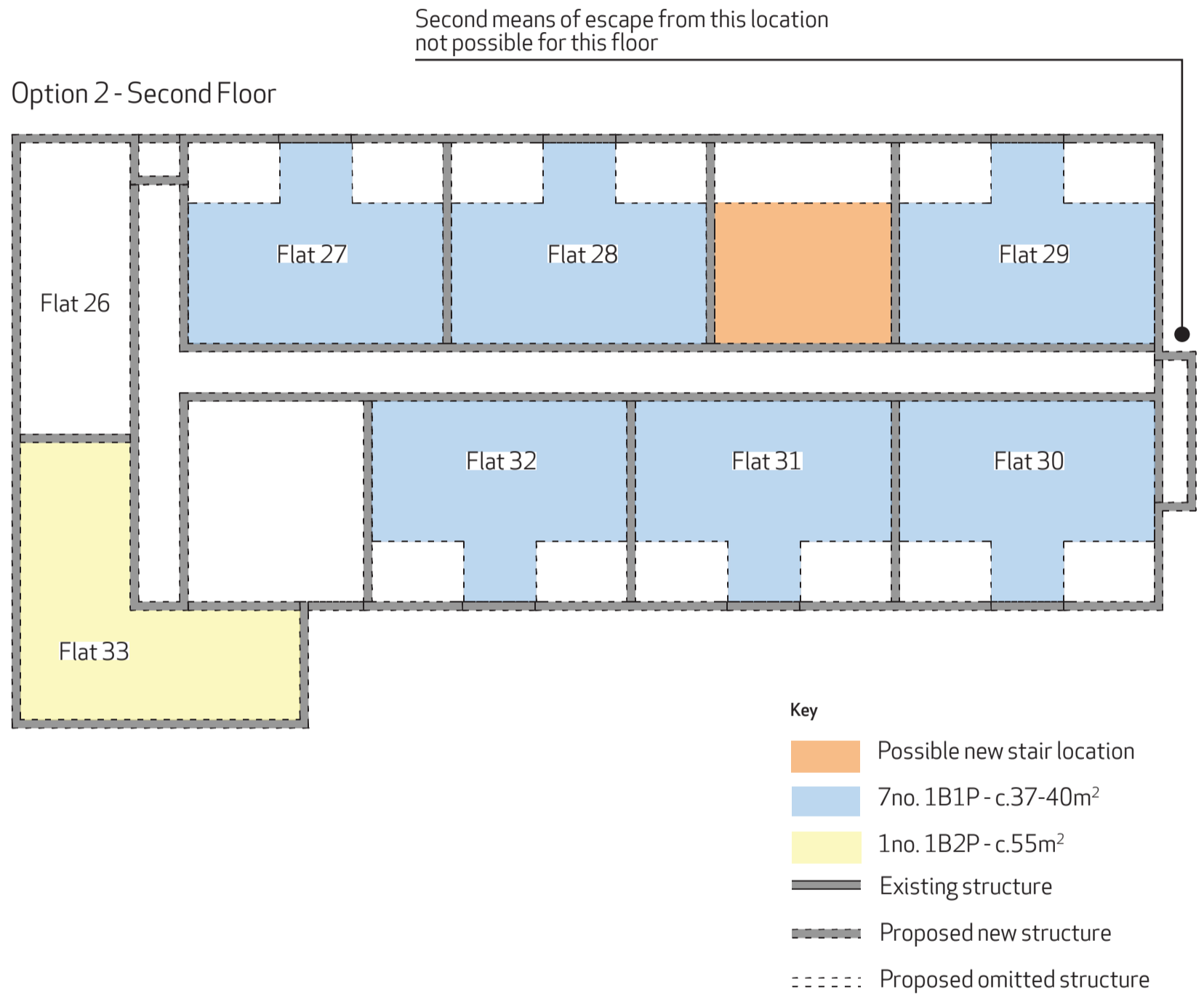
Option 2 - First Floor



3.2 Option 2 - Extended footprint where possible

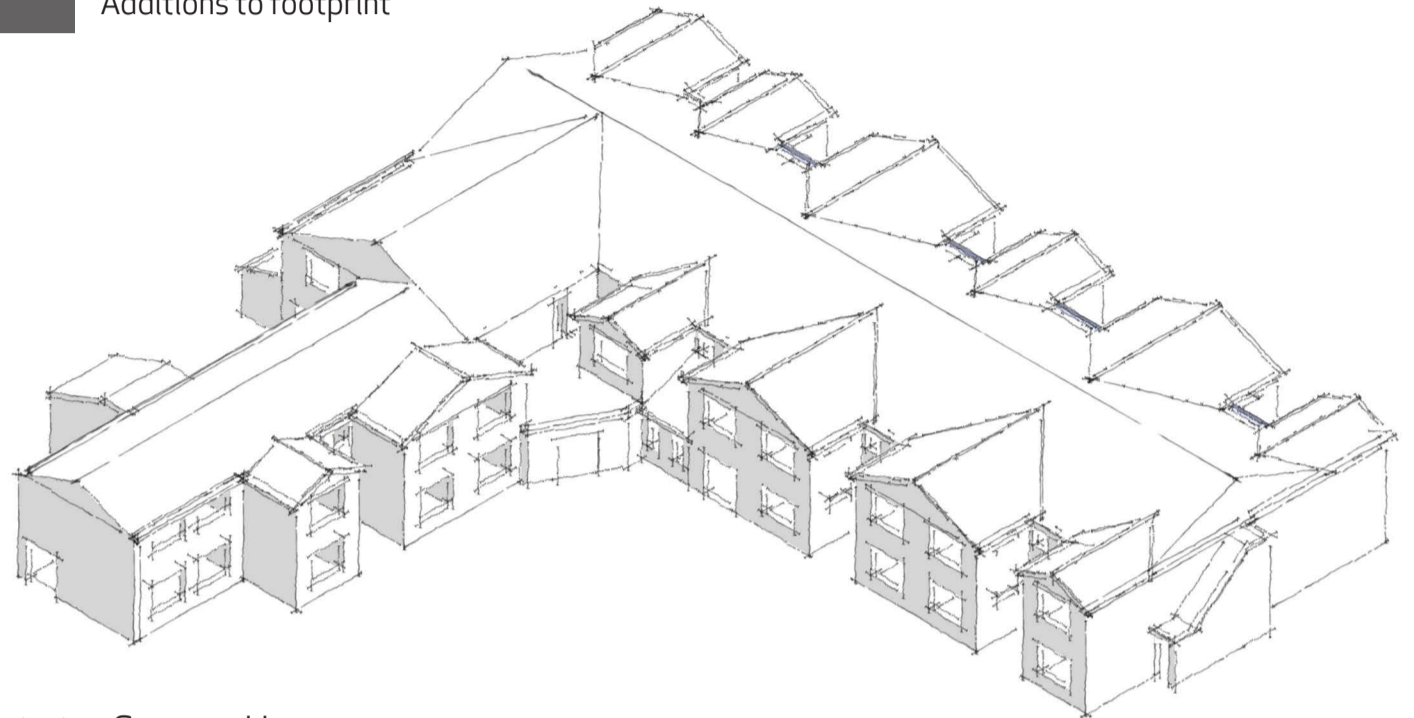
In order to add an additional story this option proposes a crown roof structure with dormers. This would maintain a 2-storey gutter line to Napier Street and minimise the visual impact upon the adjacent listed church. A secondary means of escape would be required for this floor.

The sketch 3D drawings overleaf look to show the alterations to the existing footprint, infilling the recessed elements of the building and adding additional storey.

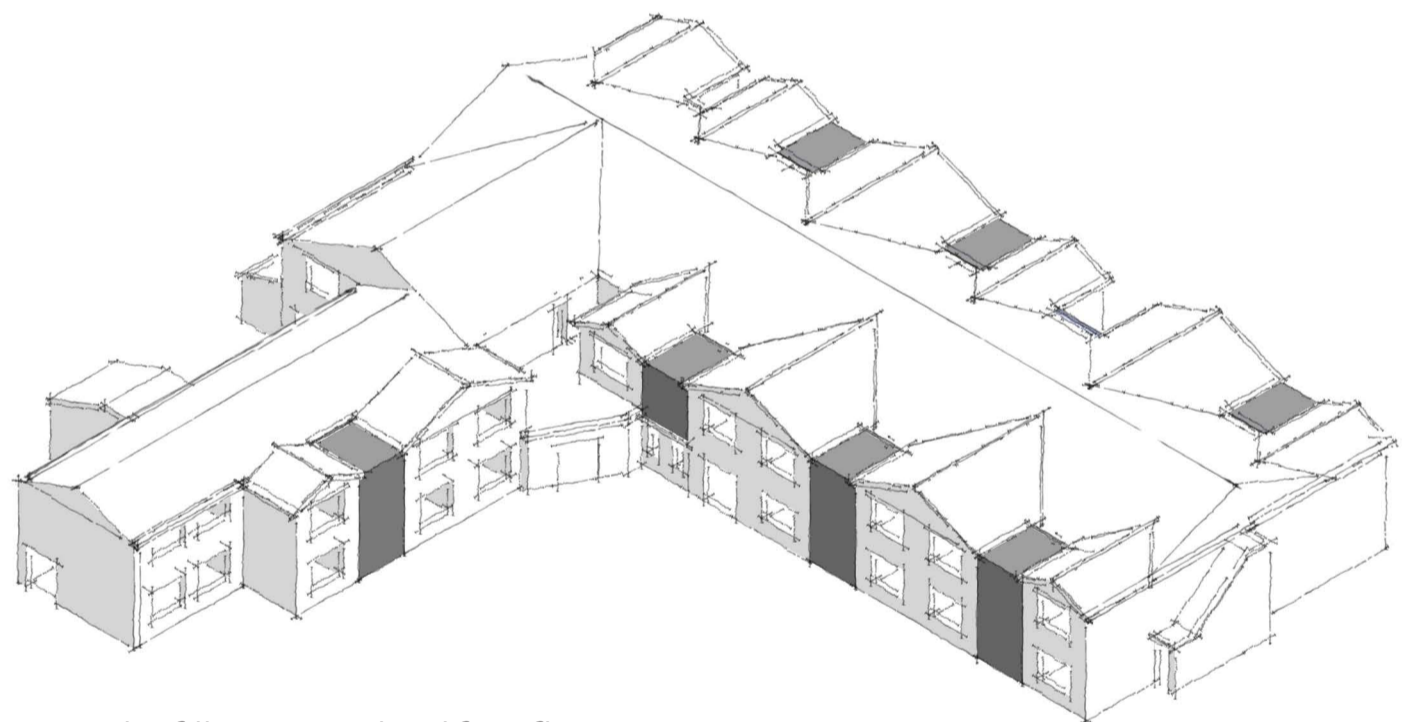


Key

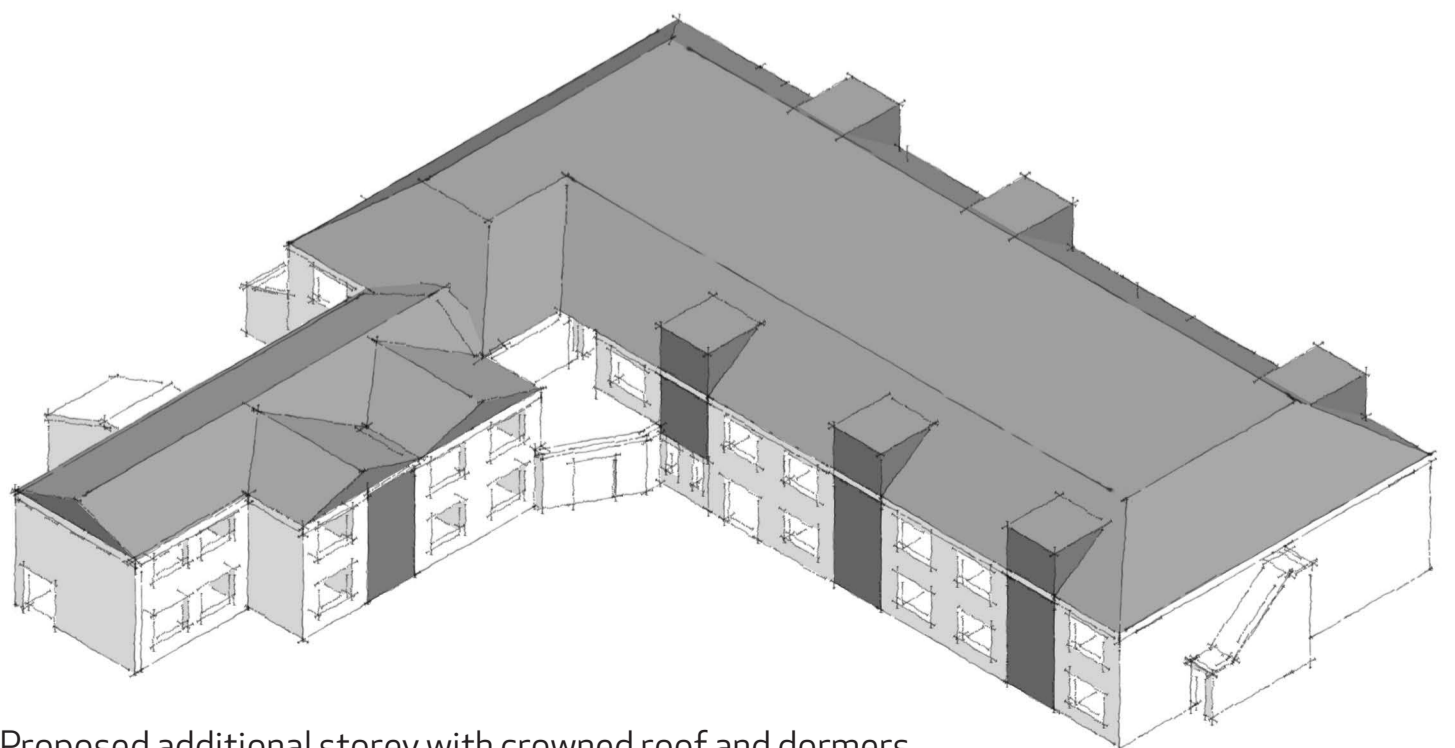
■ Additions to footprint



Existing Stanton House



Proposed in fills to ground and first floor recesses



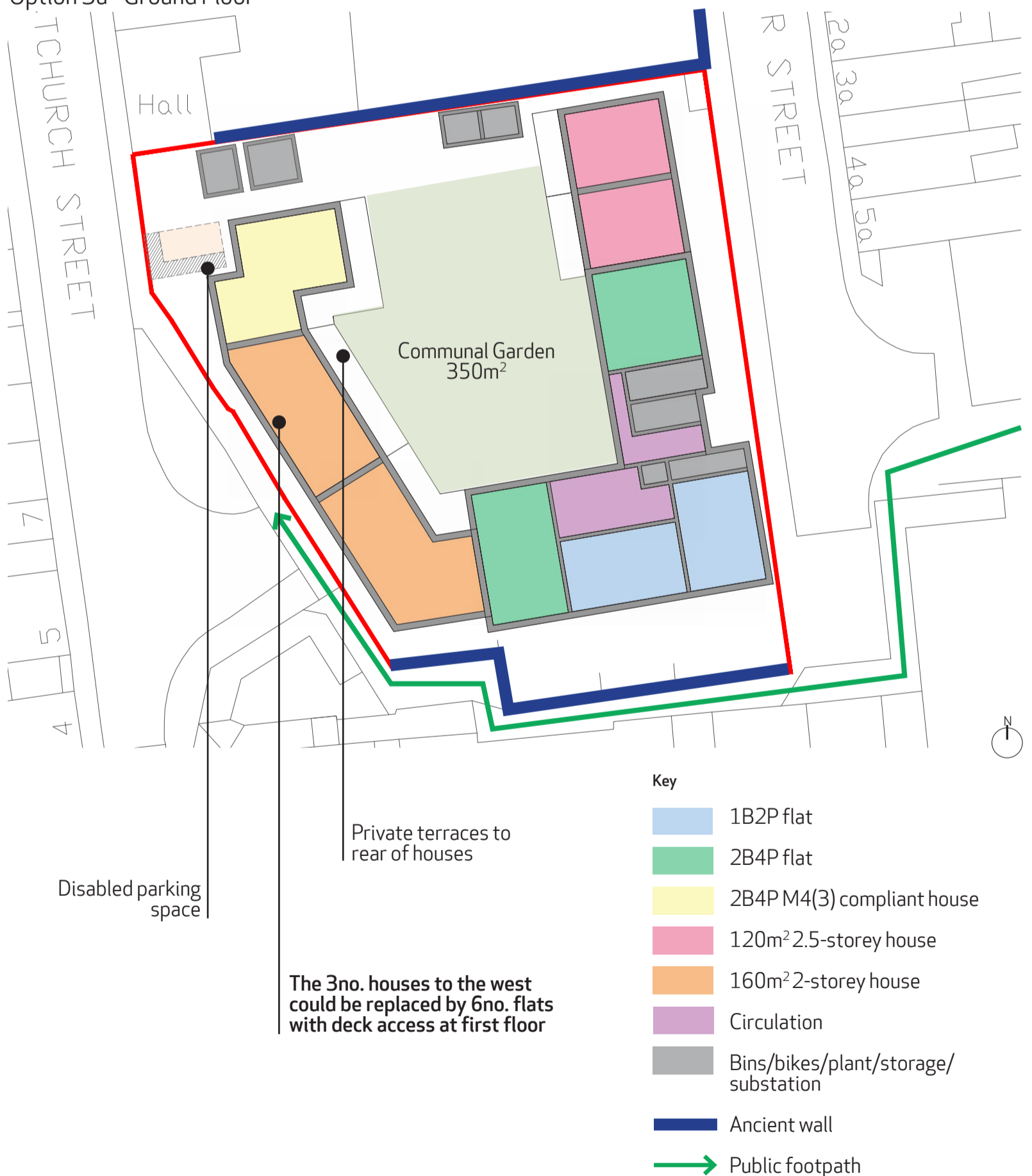
Proposed additional storey with crowned roof and dormers

3.3 Option 3a - Re-development

This option proposes a mixed development of NDSS compliant flats and houses. The varying height of the proposal responds to the surrounding context with the 3-storey element closest to the Grafton Centre, dropping to 2-storeys towards the church to minimise visual impact. A part M4(3) compliant house with an accompanying disabled parking space is proposed to north-west corner of the site. All houses have a private terrace and a communal garden is proposed at the centre of the development.

	1B2P Flat	2B4P Flat	2B4P M4(3) House	120m ² House	160m ² House	
Ground Floor	2	2	1	2	2	
First Floor	1	3	N/A	N/A	N/A	
Second Floor	1	3	0	N/A	N/A	
Total	4	8	1	2	2	17

Option 3a - Ground Floor

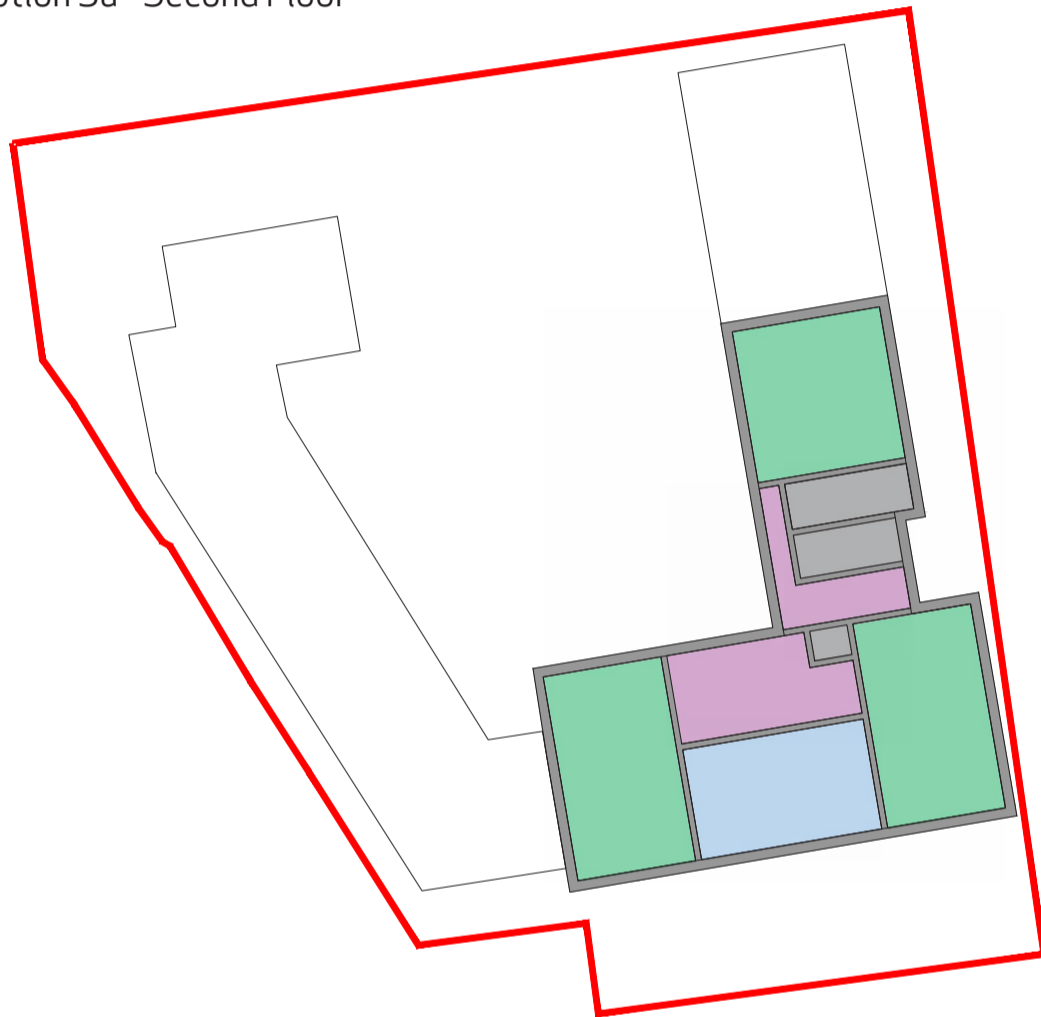


Sustainability

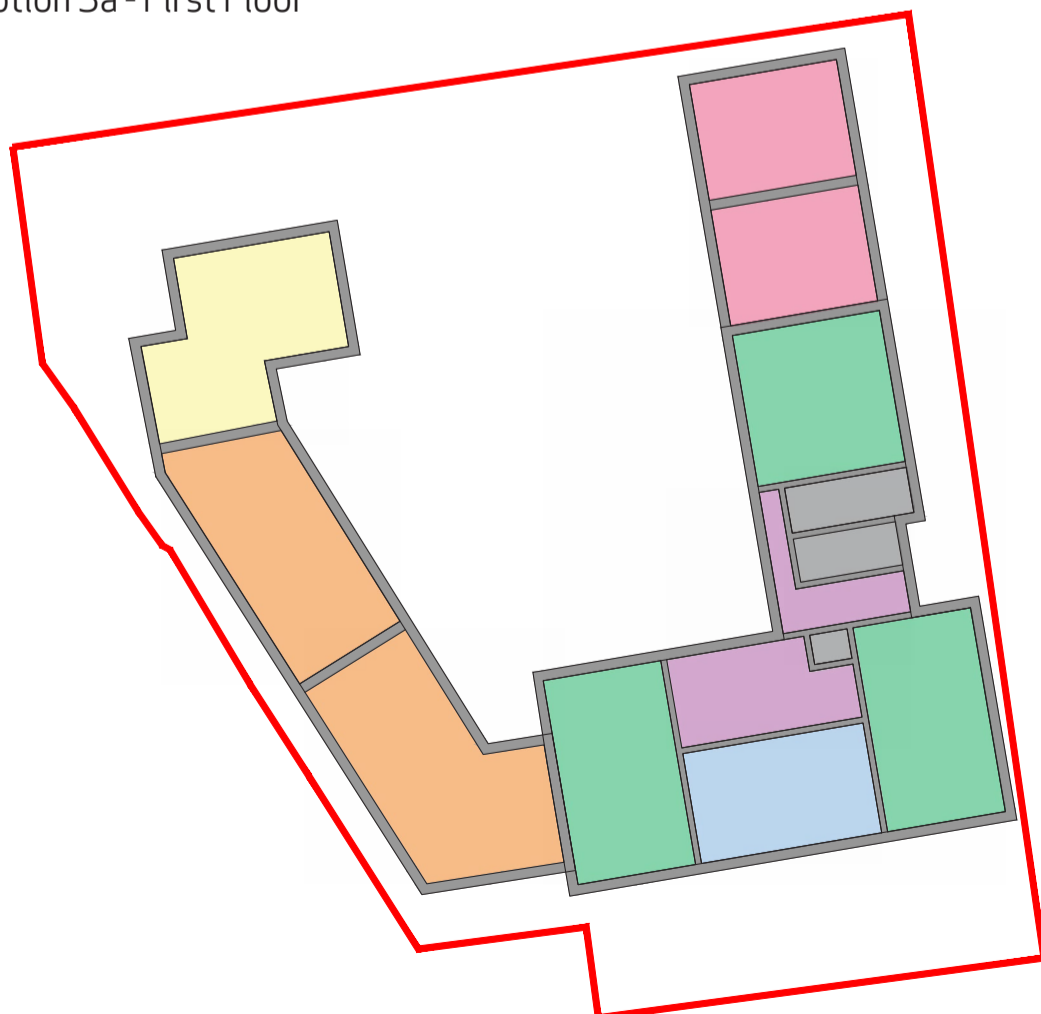
Regarding sustainability the aim with this option would be to achieve passive house standard for the flats and a 'local plan plus' standard for the houses. This would require:

- A fabric first approach
- Inclusion of PV panels
- Implementation of ASHP and MVHR systems

Option 3a - Second Floor



Option 3a - First Floor



3.3 Option 3c - Re-development

This option proposes to re-develop the site as 10 houses each with private rear gardens and ranging from 2-2.5 storeys to reflect the surrounding residential dwellings on Napier Street and Christchurch Street.

	120m ² - 2 storey	160m ² - 2 storey	130m ² - 2.5 storey	150m ² - 2.5 storey	
Total	1	2	5	2	10

Option 3a - Ground Floor



Sustainability

Regarding sustainability the aim with this option would be to achieve a 'local plan plus' standard for the houses. This would require:

- A fabric first approach
- Inclusion of PV panels
- Implementation of ASHP and MVHR systems

Key

- 120m²- 2 storey
- 160m²- 2 storey
- 130m²- 2.5 storey
- 150m²- 2.5 storey
- Existing substation
- Ancient wall
- Public footpath

4.0

Summary & Conclusions

The below table summarises the options for the site described within the report. All refurbishment options would necessitate a significant base level of work to be undertaken to bring the building to modern standards. To achieve NDSS compliant accommodation refurbishment would result either in a reduction to the number of units or require significant expansion of the existing building footprint. Dependent upon the desired mix of unit types, a similar albeit slightly lesser site density could be achieved through re-development of the site where all units would be NDSS compliant.

Option	Description	Total Units
1a	<ul style="list-style-type: none"> Least invasive refurbishment The division of units remains the same with each refurbished to provide temporary accommodation Single/double units and family units (non-compliant with NDSS) 	32
1b	<ul style="list-style-type: none"> Refurbish with existing building footprint retained and internal spaces remodelled NDSS compliant studio and 1B2P flats suitable for older peoples' housing 	16-18
2	<ul style="list-style-type: none"> Refurbish and expand the existing building footprint Infill recesses and add an additional floor NDSS compliant 1B1P and 1B2P flats suitable for older peoples' housing 	31-33
3a	<ul style="list-style-type: none"> Re-develop with NDSS compliant 1 and 2-bed flats and family houses Scope to include 1no. part M4(3) compliant house 	17
3b	<ul style="list-style-type: none"> Re-develop with NDSS compliant family houses 	10

5.0

Next Steps

The next steps would be to obtain site surveys inclusive of a topographic survey and utility searches. This would establish development constraints ahead of a pre-application submission. An edited version of this report could provide the basis for this application and moving forward could be expanded upon for a full planning submission following pre-application feedback.

Stanton House, Christchurch Street, Cambridge

Options Appraisal

Rock Townsend

Architecture & Design

The Old School
Exton Street
London SE1 8UE
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studio@rocktownsend.co.uk

rocktownsend.co.uk

Stanton House Survey Feedback Report

As part of the consultation on the future of Stanton House, the Council sought to understand the priorities and needs of residents at Stanton House and their views on the possibility of relocating to a new sheltered housing scheme on East Road.

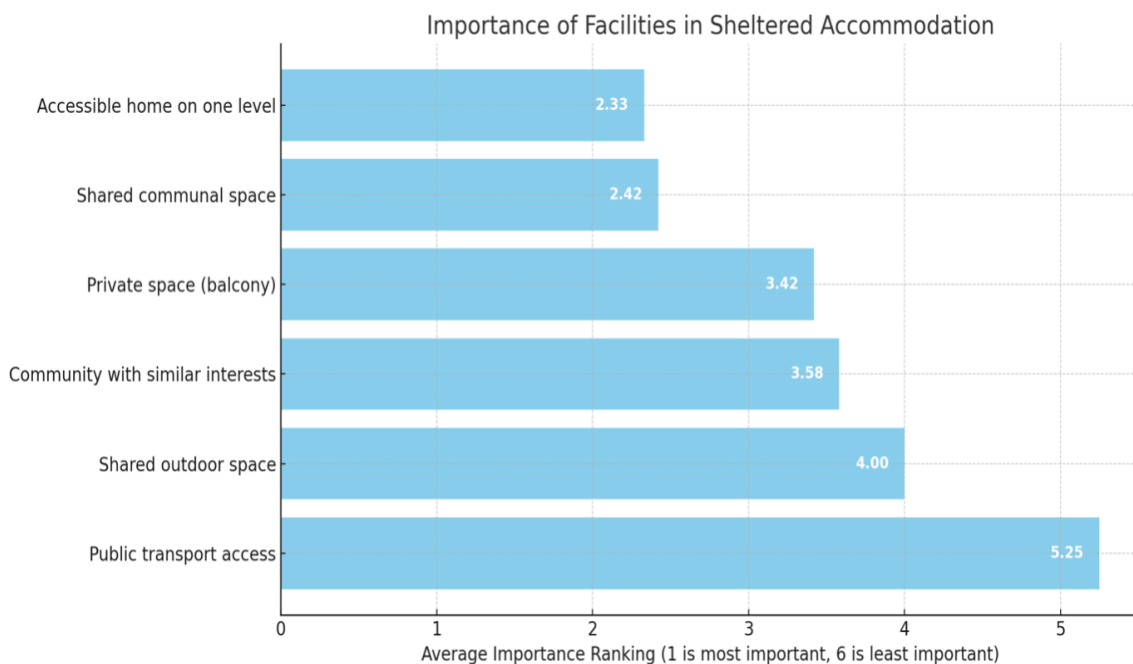
The survey was designed so that residents could list their priorities from a selected group of options, but they were also given the opportunity to provide written feedback to express anything that was not listed.

The survey was available to fill in during the consultation event at Stanton House on Thursday, 29th February, where residents had the option to complete it on the day or take it home to fill out and return using the freepost envelopes provided.

Overall, there were 22 responses to the survey and a breakdown of the responses can be seen below.

1. The facilities in the list below could be available in an older person's sheltered accommodation scheme. Please rank the following from 1 to 6, with 1 being most important to you and 6 being the least important.

This question had 21 respondents with 12 of them ordering all the options. The most selected responses and the greatest priority of the listed options was 'Accessible home on one level' with an average importance ranking of **2.33**. The responses are illustrated in the graph below:



There were 8 other respondents who did not order all their options, their responses are seen below:

- #1 Access to public transport, Having my own private space (e.g, balcony), Having a home that is accessible and on one level, #2 access to shared outdoor space, #3 living alongside people that are part of the same community and have similar interests, a shared communal space to meet and socialise.
- #1 A shared communal space to meet and socialise, access to public transport, having my own private space (e.g, balcony), #2 Having a home that is accessible on one level, access to shared outdoor space, living alongside people that are part of the same community and have similar interests.

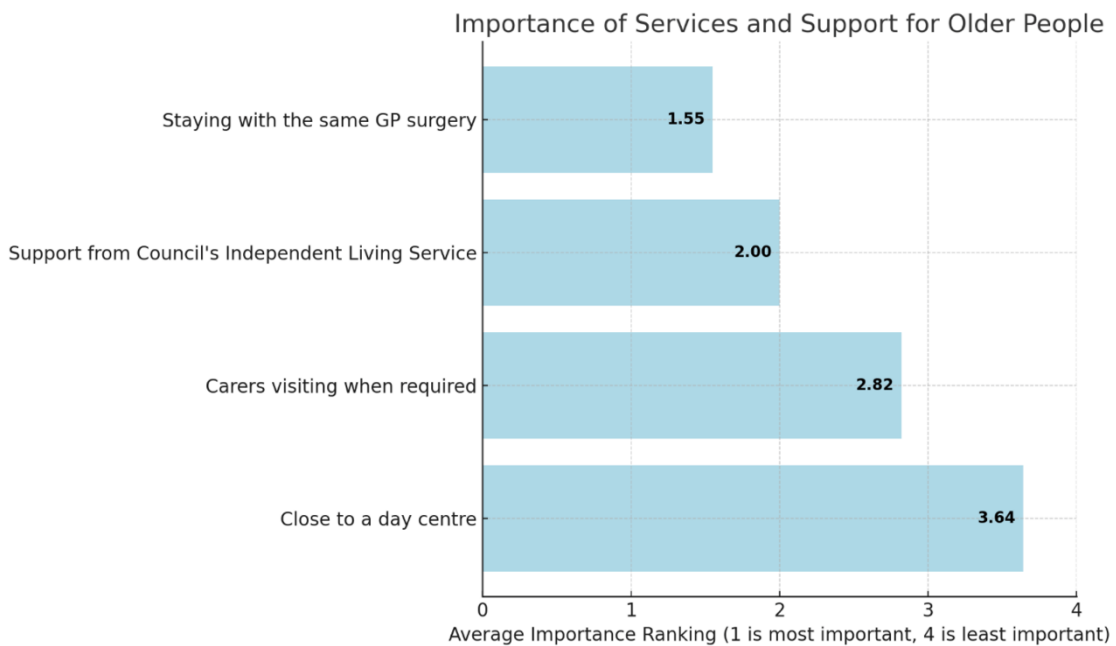
- #1 Close to Grafton Centre, #2 A shared communal space to meet and socialise, #3 Access to shared outdoor space, #4 Having a home that is accessible and on one level.
- #1 Space for washing machine, #2 Access to shared outdoor space, #3 A shared communal space to meet and socialise, #4 Having a home that is accessible and on one level, #5 Access to public transport, #6 Living alongside people that are part of the same community and have similar interests.
- #1 A shared communal space to meet and socialise, #2 Access to public transport, #3 Having a home that is accessible and on one level, #4 Living alongside people that are part of the same community and have similar interests, #5 Mobility scooter storage.
- #1 Living alongside people that are part of the same community and have similar interests, #1 Having my own private space (e.g, balcony), #2 Access to shared outdoor space, #2 A shared communal space to meet and socialise, #3 Having a home that is accessible and on one level, #6 Access to public transport.
- #1 Having my own private space (e.g, balcony), #2 Car parking space for my family to visit me.

There was other written feedback to this question too:

- One respondent said all facilities listed were equally as important.
- Mobility scooter shed/storage
- Parking and a launderette/washing machine space.
- Garden area and personal sheds outside.
- Staying in the same area and having a scheme manager on site a few times a week to help.
- Affordable to run electricity and heating and included in the rent.

2. The services and support networks that are available for older people are in the list below. Which would be most important if you were to move from Stanton House? Please rank from 1 to 4, with 1 being most important to you and 4 being the least important.

This question had 20 respondents with 11 ordering all the options, 4 who did not order all of the options and 5 who did not answer the question. The greatest priority of what would be important if they were to move away from Stanton House was 'Staying with the same GP surgery' with an average importance ranking of **1.55**. Their responses are illustrated in the graph below:



There were 4 respondents who did not order all the options, their responses are seen below:

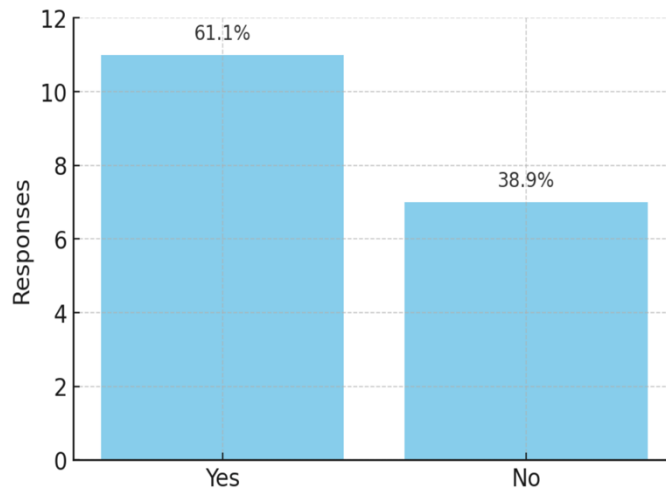
- #1 Staying with the same GP surgery, #1 Support from the Council’s Independent Living Service, #1 Carers visiting when required, #1 Close to a day centre.
- #1 Staying with the same GP surgery, #2 Receiving support from the Council’s independent living service, #2 Having carers that are able to visit the scheme when required, #4 Being close to a day centre.
- #1 Staying with the same GP surgery, #1 Receiving support from the Council’s Independent living service.
- #1 Staying with the same GP surgery, #1 Receiving support from the Council’s Independent living service

There was other written feedback to this question too:

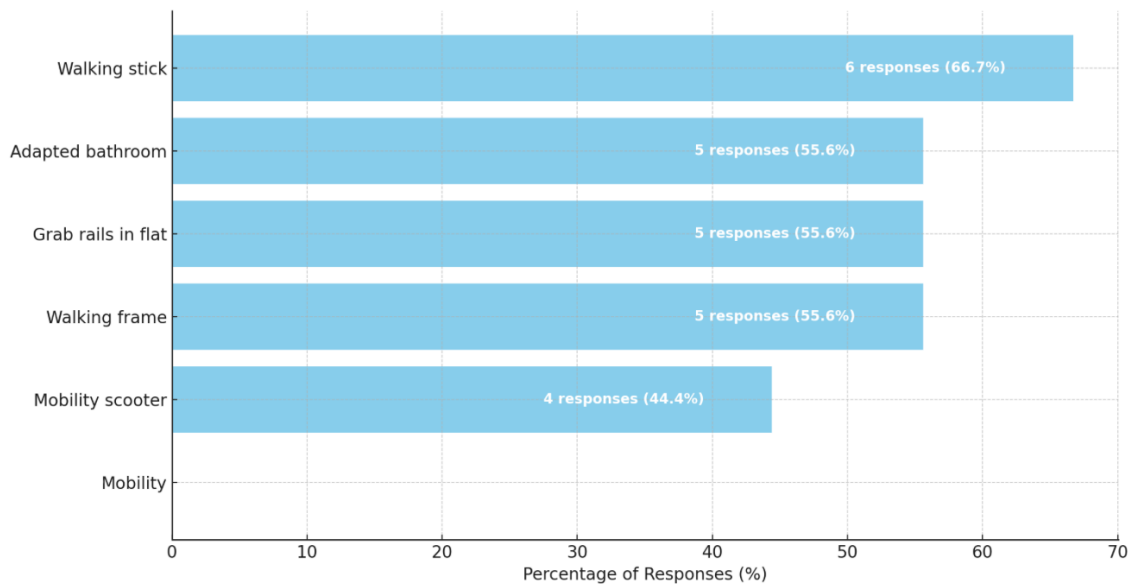
- Close to and easy access to grocery stores, Waitrose, Sainsbury’s, Pound Shop, Boots. Superdrug and the city centre.

3. Do you consider yourself as having mobility needs?

Overall, the question had 20 respondents with 11 answering **Yes**, 7 answering **No** and 2 opting to not answer this question. The majority of Stanton House residents said that they did have mobility needs with 61.1% choosing this answer.



A follow up question was asked to this question those who answered **Yes** to the previous question. It asked what devices they use to assist in getting around their flat and when they are outside. Each respondent was free to choose multiple answers of ways they get around. The most selected answer was ‘Walking stick’ with 66.7% of respondents choosing this answer.

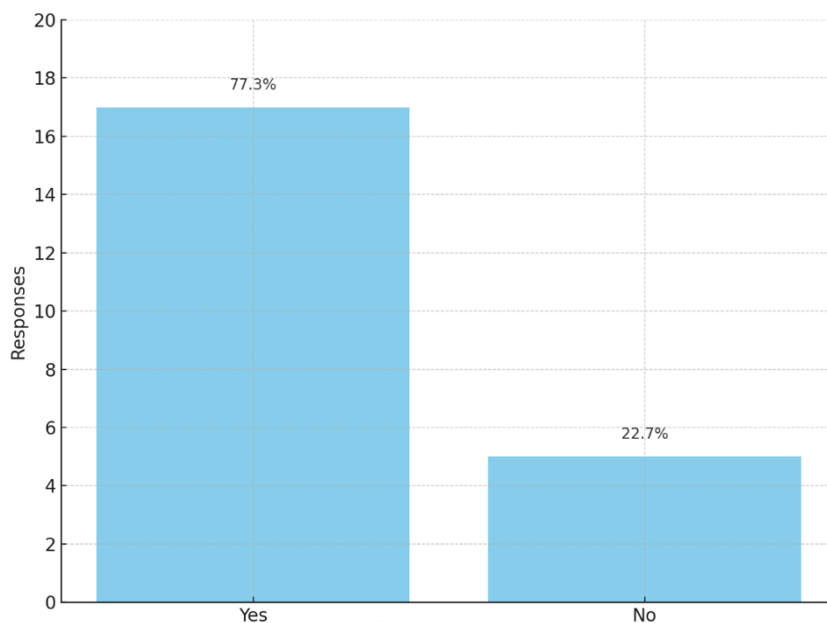


There was other general written comments and feedback showing other devices that residents use in getting around too:

- Level access shower
- Cannot walk without frame, cannot walk unaided
- Recovering from a stroke so not sure yet.
- Mobility car
- Wheelchair

4. Is moving to a new sheltered accommodation scheme at East Road something that you would be interested in?

There were 22 respondents overall with 17 who answered **Yes** and 5 who answered **No**. The majority of Stanton House residents indicated that they would be interested in moving with 77.3% choosing this answer.

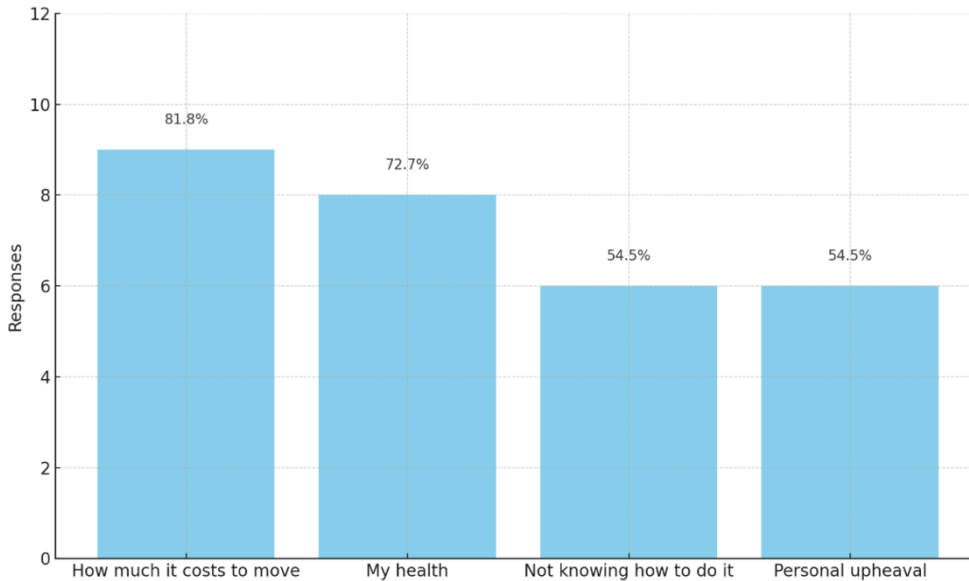


There was other general written feedback to this question:

- East Road yes, but not further out of the present area where I live.
- As long as we don't get separated + we keep the same staff
- Do not know at this stage
- Brandon Court and Ditchburn Place

4. Do you think there are any barriers in terms of you potentially moving in the future?? If yes, please let us know your main areas of concern by ticking any of the answers below. You can also write in any points that are not listed.

The question had 11 respondents overall with the option to select more than one choice. The most selected answer was 'How much it costs to move' with 81.8% of respondents choosing this answer.



There was other written feedback to this question too:

- Ground floor access
- Access to shops, outlook being away from river and green parks.
- Getting help with the move, I would like to stay in the same area
- No barriers if council pay and help.

To summarise the results of the survey the key takeaways are as follows:

Ground floor accessibility and communal spaces rank as the greatest priorities in sheltered accommodation.
Staying with the same GP surgery is the highest priority in terms of service and support for older people.
Walking Stick is the most used mobility aid, whereas an Adapted Bathroom, Grab Rails in Flat and a Walking Frame were joint second in terms of use.
How much it costs to move was ranked as the most important concern for older people moving from one accommodation to another.
The majority (77.3%) of Stanton House residents said they would be interested in moving.

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PRIVATE & CONFIDENTIAL

REGULATORY REFORM (FIRE SAFETY) ORDER 2005

Fire Risk Assessment

SERVICE AREA: Housing Services



Assessed Area: Stanton House > Stanton House

Responsible Person: Will Barfield

Manager: Fire Safety Compliance

Risk Assessor: Fire Safety Compliance

Date of Inspection: 21 Dec 2023

Recommended Review Date: 21 Dec 2024



Cambridge City Council, PO Box 700, Cambridge, CB1 0JH
Tel: 01223 457775 - Email: support@cambridge.gov.uk - Web: www.cambridge.gov.uk

Executive Summary

This assessment records the fire safety measures in place at the time the assessment was conducted, and lists significant findings and a recommended appropriate remedial action. It also provides guidance for the Responsible Person on how to maintain a satisfactory standard of fire precautions within the building concerned. The subject areas concerned are;

Responsible Person

The Responsible Person should ideally hold a senior or at least a responsible position within the company and have sufficient authority to allocate and mobilise finances and to control and organise members of staff.

Manager

In the context of this report the Manager is the person who will receive all the actions found during the assessment and will allocate them to the relevant people to get the risk removed or reduced to a manageable level.

Competent Persons

Competent Persons (Fire Wardens) are employees that have had additional instruction and training in fire safety, they are there to assist the responsible person in fulfilling their statutory duties.

Managing Fire Safety

Good management of fire safety is essential to ensure that fires are unlikely to occur; that if they do occur they are likely to be controlled quickly, effectively, and safely, and that everyone should be able to escape to a place of safety easily and quickly.

Record Keeping

In the event of a fire in the workplace you may need to provide evidence to the enforcing authorities when asked that you have complied with the fire regulations. It is helpful to keep a dedicated record of all maintenance of fireprotection equipment and staff training. In all cases the quality of records may be regarded as a good indicator to the enforcing authorities of the overall quality of the fire safety management structure.

Building Occupancy

Some buildings may have two or more main uses that are not ancillary to one another. For example offices over shops from which they are independent. In such cases, each of the uses should be considered as belonging to a purpose group in its own right. In other cases and particularly in some large buildings, there may be a complex mix of uses. In such cases it is necessary to consider the possible risk that one part of a complex may have on another and special measures to reduce the risk may be necessary.

Fire Alarm

All buildings or occupied areas should have arrangements for detecting fire, where a work place is equipped with fire detectors and alarms they should be in operational order whilst the premises are occupied and be maintained and tested to comply with the relevant code of practice.

Emergency Lighting

The primary purpose of emergency escape lighting is to illuminate escape routes, but it is also required to illuminate safety equipment such as firefighting equipment, fire alarm call points, and safety signage. The size and type of your premises will determine the complexity of the emergency escape lighting required. Where installed it should be in good working order and maintained to comply with the relevant code of practice.

Compartmentation/Fire-stopping

The spread of fire within a building or area can be restricted by sub-dividing it into compartments separated from one another by walls and/or floors of fire-resisting construction. The object is twofold:

- a) to prevent rapid fire spread which could trap occupants of the building; and
- b) to reduce the chance of fires becoming large, on the bases that large fires are more dangerous, not only to occupants and fire and rescue personnel, but also to people in the vicinity of the building.

Fire Fighting Equipment

You have a responsibility for the provision of appropriate fire-fighting equipment. It is also your responsibility to check that all fire-fighting equipment is in the correct position and in satisfactory order before the premises is used.

Means of Escape

A Route or routes provided to ensure safe egress from the premises or other locations to a place of safety. The general principle for means of escape is that any person confronted by an outbreak of fire within a building can turn away from it and make a safe escape initially to a place of relative safety, a protected stair, or corridor; which should lead to a place of ultimate safety which should be clear and free of the building.

Hazards: Arson/heating/smoking/cooking/electricity

The first step in the assessment is the identification of fire hazards. In determining these hazards, account should be taken of the three most common causes of fire, which together account for around two-thirds of all fires. These are arson, smokers' materials and electrical faults.

Further consideration should be given to other recognised or common causes of fire, such as heating appliances, cooking and contractors' operations.

Fixed installations

These are fire-fighting systems which are sometimes installed within the structure of the building and could include hose-reels and sprinkler systems.

Contractors & industrial processes

Carelessness by outside contractors is a common cause of fire, including many fires that result in serious financial loss. Cutting, welding and use of blow torches are particular sources of ignition,

Not all of such works are caused by outside contractors. It has been estimated, however, that perhaps 20-25% of all non-domestic fires result from on-going work', such as refurbishment, repair and construction. The Building occupants/employees should be informed as to the significant findings of assessments. The following should be displayed for the benefit of all occupants and visitors.

- A copy of the building plan indicating the means of escape (where escape routes are complex and building occupants are not familiar with the building).
- Details of any significant findings
- Details of the Responsible Person

It is considered that the building occupants/users will include employees, contractors, visitors and emergency service personnel as well as any other person who may be in and around the premises.

Ownership of the Fire Risk Assessment

Regardless of whether the fire risk assessment is carried out by, for example, staff from an outside organisation, or a third party fire risk assessor, the ultimate responsibility for the adequacy of the risk assessment rests with the "responsible person" defined by legislation as responsible for ensuring that the fire risk assessment is carried out and that the fire precautions are adequate.

Introduction

For the Responsible Person at these premises, this document provides information regarding the standard of fire safety observed, and serves as a record as required by The Regulatory Reform (Fire Safety) Order 2005 and the

Management of Health and Safety at Work Regulations 1999.

The RRO places a requirement for all responsible persons to:

- Appoint one or more competent persons, depending on the size and use of the premises, to carry out any of the preventative and protective measures required by the Order.
- Provide your employees with clear and relevant information on the risks to them identified by the fire risk assessment, and about the measures you have taken to reduce the risks and prevent fire occurring.
- Consult your employees or their elected representatives about nominating people to carry out particular roles in connection with fire safety and improving the general fire precautions in the workplace.
- Before you employ a child, provide a parent or guardian with clear and relevant information regarding the risks to that child that have been identified in the fire risk assessment, and the measures you have or propose to put in place to safeguard that child.
- Inform non-employees, such as contractors and temporary workers of the risks to them, and provide them with information as to the nominated competent persons, and the general fire precautions provided in the workplace.
- Co-operate and co-ordinate with other building or site responsible persons regarding the findings of your risk assessment which may affect the safety of their employees.
- Provide the employer of any person from an outside organisation who may be working on your premises with relevant information as to the risks to them as outlined in your risk assessment, and the preventative and protective measures taken to secure their safety.
- If you are not the employer but have any control of premise which contain more than one workplace, you are responsible for ensuring that the requirements of the Order are complied with in those parts over which you have control.
- Consider the presence of any Hazardous or dangerous substances and the risk that they present to the occupants of the building, and undertake further assessment in the form of a Dangerous Substance Explosive Atmosphere Regulations assessment (DSEAR) assessment.
- Establish a suitable means of contacting the emergency services and providing them with relevant information regarding the storage or use of dangerous substances.
- Provide appropriate information, instruction and training to you employees, during normal working hours, about the fire precautions in your premises , when they first start working for you, (induction training) and from time to time during their employment (refresher training).
- Ensure that the premises are provided with appropriate fire-fighting equipment, fire detection and warning and emergency routes and exits, and that any equipment provide is maintained by competent persons and in efficient working order, good repair and fir for purpose.
- Your employees must co-operate with you to ensure that the premises are safe from fire and its effects, and must not do anything that will place themselves or other people at risk.

RISK PROFILE

To determine the appropriate means of escape and design features of the building, for life safety, a Risk Profile has been established following the methodology detailed in the current edition of 'BS9999: Code of practice for fire safety in the design, management and use of buildings'. This calculation is based on two main factors: occupancy characteristic and fire growth rate.

Once the risk profile has been determined, the minimum package of fire safety measures that should be provided, in accordance with BS9999, such as: travel distance, stair and exit widths and level of fire alarm and detection can be established.

Establishing the Risk Profile gives scope for a more interpretative approach, on a case by case basis, which takes into account the specific features of an individual building. This is especially significant when considering the issue of escape routes and fire exits in existing premises, particularly if they are of an historical or heritage nature.

Variation of the risk profile can be achieved by looking at existing and/or additional measures, which could be provided beyond what is determined as the minimum standard by BS9999. This allows for a more flexible approach to determine the fire safety measures that are required as an alternative to following other prescriptive guidance.

Risk Profile Matrix

Occupancy Characteristic	Fire Growth Rate			
	Slow	Medium	Fast	Ultra-Fast
Occupants awake & familiar with building	A1	A2	A3	Unacceptable without the addition of an effective localized suppression system or sprinklers
Occupants who are awake and unfamiliar with the building	B1	B2	B3	
Occupants who are likely to be asleep; long-term individual occupancy	Ci1	Ci2	Ci3	
Occupants who are likely to be asleep; long-term managed occupancy	Cii1	Cii2	Cii3	
Occupants who are likely to be asleep; short-term occupancy	Ciii1	Ciii2	Ciii3	
Other	Property is outside the scope of BS9999			

Your Risk Assessment Summary

Summary of Areas Requiring Attention

Risk Level Key: Trivial Risk Tolerable Risk Moderate Risk Substantial Risk Intolerable Risk

Addendum

Addendum to this Assessment

FIRE PROTECTION MEASURES

Means of Escape

Measures to Limit Fire Spread and Development

Greater detail on the areas requiring attention can be found in the relevant sections of this document.

Summary of Findings and Action Plan

Section	Risk Grading	Finding and Action Required	Photo Y N	Job No / Date work

				complete
Means of Escape	-	<p>Is it considered that the premises are provided with reasonable means of escape in case of fire?: Yes</p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>As described above (section 2) and below in footer.</p>	N	
Means of Escape	-	<p>Adequate design of escape routes?: Yes</p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>As above</p>	N	
Means of Escape	-	<p>Adequate provision of exits?: Yes</p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>Given the layout and use, the provision of exits is adequate.</p>	N	
Means of Escape	-	<p>Exits easily and immediately openable where necessary?: Yes</p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>Suitable exit devices are fitted on the final exit doors.</p>	N	
Means of Escape	-	<p>Avoidance of sliding or revolving doors as fire exits where necessary?: N/A</p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>The main entrance doors are powered sliding doors linked to the fire alarm system.</p>	N	
Means of Escape	Tolerable Risk	<p>Reasonable distances of travel: Where there is a single direction of travel?: No</p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>Travel distances within the assessed area were excessive</p> <p>Actions Required</p> <p>⊗ Travel distances excessive-review</p> <p><i>The single direction travel distance from flat 1 on the ground floor to the fire exit/fire doors in corridor is slightly excessive (12&nbsp;m) and should be reviewed in conjunction with the survey of residents for a PCFRA and the layout of the flat. Some additional measure or compensatory feature might be required.</i></p> <p>— complete by 10 Jun 2021 to reduce the risk by 100%</p>	N	
Means of Escape	-	<p>Suitable protection of escape routes including provision of fire doors/hatches including to roof voids, individual dwellings/flats, compartment doors, riser cupboard doors and risk rooms?: No</p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>Final exit door - maintain door hardware</p> <p>Actions Required</p> <p>✅ Final exit door - maintain door hardware</p> <p><i>The release handle for the final exit door from the lobby to the rear yard appears worn and loose. This should be repaired/replaced.</i></p> <p>— complete by 12 Mar 2024 to reduce the risk by 33%</p> <p>⊗ Manual over ride devices for final exit doors not present.</p>	N	

		<p>A manual override device for the final exit door leading to Napier Street and the powered main entrance door should be considered by reviewing the security device in place</p> <p>These are installed for similar doors in other sheltered schemes. These may be a recommendation (technical guidance/BS) dependent on the door mode of operation and how it is linked to the fire alarm system.</p> <p>This should be investigated to clarify if these should be installed to ensure that if the doors do not fail-safe to open, they can be overridden to permit escape.</p> <p>— complete by 12 Mar 2024 to reduce the risk by 33%</p> <p>✔ Fire door set and screen loose in opening</p> <p>Door SHFD007 on the ground floor has loose fixings and was visibly moving in the opening. The Maintenance Officer is aware and has reported for repair/replacement.</p> <p>— complete by 12 Dec 2023 to reduce the risk by 34%</p>		
Means of Escape	-	<p>Suitable fire precautions for all inner rooms?: Yes</p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>AFD provided.</p>	N	
Means of Escape	-	<p>Escape routes unobstructed?: Yes</p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>Escape routes clear at time of assessment.</p>	N	
Means of Escape	-	<p>It is considered that the premises are provided with reasonable arrangements for means of escape for disabled people.: N/A</p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>See comments below in Procedures and Arrangements regarding PCFRAs.</p>	N	
Measures to Limit Fire Spread and Development	Tolerable Risk	<p>It is considered that there is: Compartmentation of a reasonable standard including external faces of buildings: No</p> <p>📍 Ground floor (Ground Floor)</p> <p>Finding</p> <p>Compartmentation does not appear to be to the required fire resistance.</p> <p>Actions Required</p> <p>✖ Vent-axia fan in wall beneath external fire escape staircase.</p> <p><i>There is an extract fan located in the wall beneath the escape stair from the Grafton Centre side of the building. This is not fire rated and ideally should be removed, and the opening made good to provide 30 minutes fire resistance.</i></p> <p><i>There is an alternative means of escape from the first floor if this route was rendered unavailable, but this is not ideal and should be remedied with the planned upgrade work with the heating system.</i></p> <p>— complete by 10 Dec 2021 to reduce the risk by 100%</p>	Y	
Measures to Limit Fire Spread and Development	-	<p>As far as can reasonably be ascertained, fire dampers are provided as necessary to protect critical means of escape against passage of fire, smoke and combustion products in the early stages of a fire?: N/A</p> <p>📍 Ground floor (Ground Floor)</p> <p>Finding</p> <p>See action below.</p>	N	

Measures to Limit Fire Spread and Development	Substantial Risk	<p>It is considered that there is: Compartmentation of a reasonable standard including external faces of buildings: <i>No</i></p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>Breaches to the compartmentation were found in the roof space of the assessed area and these should be repaired/investigated.</p> <p>Actions Required</p> <p>⊗ Inadequate roof space compartmentation</p> <p><i>Lack of compartmentation in the roof space (no separation between flats) should be rectified to provide a minimum fire resistance of 60 minutes or a fire resistance equivalent to the existing compartment wall/floor.</i></p> <p><i>At the time of assessment this work is on hold pending a decision about the future of the building. As an interim measure, the fire evacuation strategy has been amended to simultaneous.</i></p> <p>— complete by 10 Sep 2021 to reduce the risk by 100%</p>	N	
Measures to Limit Fire Spread and Development	-	<p>As far as can reasonably be ascertained, fire dampers are provided as necessary to protect critical means of escape against passage of fire, smoke and combustion products in the early stages of a fire?: <i>No</i></p> <p>📍 Complete building (Complete Building)</p> <p>Finding</p> <p>There were no fire resisting intumescent dampers to the vents in the ductwork.</p> <p>Actions Required</p> <p>✔ No fire resisting intumescent fire dampers</p> <p><i>Install 60 minutes fire resisting intumescent/smoke activated fire dampers to the vents in the ducts.</i></p> <p><i>This is in relation to the ducting known to be in the roof space that supplies air to the first floor corridors and will be addressed as part of the compartmentation work for the roof space. This ducting might be removed as part of forthcoming improvement/upgrading work to the heating system.</i></p> <p>— complete by 10 Sep 2021 to reduce the risk by 100%</p>	N	
Measures to Limit Fire Spread and Development	Moderate Risk	<p>It is considered that there is: Compartmentation of a reasonable standard including external faces of buildings: <i>No</i></p> <p>📍 Ground floor (Ground Floor)</p> <p>Finding</p> <p>Compartmentation does not appear to be to the required fire resistance.</p> <p>Actions Required</p> <p>⊗ Compartmentation-ceiling void above cross corridor doors standard deficient</p> <p><i>Compartmentation does not appear to be the required fire resistance. Ensure compartmentation is provided to a minimum fire resistance of 60 minutes in accordance with BS476. See photo - sample survey by assessor. It appears that previous fire stopping has been removed.</i></p> <p><i>It is recommended that the voids above the false ceiling where there are cross corridor doors are surveyed to ensure there is adequate fire resistance up to the underside of the first floor slab.</i></p> <p><i>A fire compartmentation survey report confirms the lack of fire compartmentation throughout the building - see comments elsewhere regarding the fire evacuation strategy.</i></p> <p>— complete by 10 Sep 2021 to reduce the risk by 100%</p>	Y	
Measures to Limit Fire Spread and	Tolerable Risk	<p>It is considered that there is: Compartmentation of a reasonable standard including external faces of buildings: <i>No</i></p>	N	

Development		<p>📍 Ground floor (Ground Floor)</p> <p>Finding</p> <p>Compartmentation does not appear to be to the required fire resistance.</p> <p>Actions Required</p> <ul style="list-style-type: none"> ✖ Compartmentation-standard deficient <p><i>Compartmentation does not appear to be to the required fire resistance. Ensure compartmentation is provided to a minimum fire resistance of 60 minutes, accordance with BS476.</i></p> <p><i>See photos of boiler room - although this is external, it is not clear where the pipework enters the main building and if there is fire separation above the ceiling into the roof void (and where it meets the external wall).</i></p> <p>— complete by 19 May 2022 to reduce the risk by 100%</p>		
Addendum to this Assessment	Tolerable Risk	<p>Are there any additional Findings to this Assessment: Yes</p> <p>📍 Stanton House (Complete Building)</p> <p>Finding</p> <p>Post fire audit by CFRS</p> <p>Actions Required</p> <ul style="list-style-type: none"> ✖ Fire Evacuation Procedures - Review and amend. <p><i>Fire evacuation procedures have been changed to full evacuation. CCC must ensure that arrangements are in place to facilitate this taking into account the vulnerability of some residents.</i></p> <p><i>Where required appropriate levels of assistance must be in place.</i></p> <p><i>PCFRAs should be carried out as appropriate (relevant info placed in SIB).</i></p> <p><i>Residents/staff/visitors/carers must be provided with relevant fire safety information.</i></p> <p><i>The fire safety management plan for Stanton House should be amended to reflect the changes as necessary.</i></p> <p>— complete by 28 Dec 2023 to reduce the risk by 50%</p> <ul style="list-style-type: none"> ✔ Fire drill and training <p><i>To support the amended fire evacuation strategy, a fire drill must be carried out involving residents and staff/carers in the building.</i></p> <p><i>Learning points from the drill must be fed back into the information, training and general fire safety management for the premises. Relevant persons must be updated accordingly.</i></p> <p><i>This has been set for 03.01.2024.</i></p> <p>— complete by 04 Jan 2024 to reduce the risk by 50%</p>	N	

⚠ Assessment Details

URN 1419-3

Overall Building Risk Rating Substantial Risk

Assessed building OR area name OR No Stanton House › Stanton House

Risk Assessor Fire Safety Compliance
✉ firesafety@cambridge.gov.uk

Date of Assessment 21 December 2023

Validated By Renier Barnard

Date of Validation 22 Dec 2023

Client Details

Name Cambridge City Council

Address 1 The Guildhall

Town Cambridge

Post Code

Premises Description

Number of Floors 2: Ground + 1 floor.

Approximate floor area TBC

Building Construction and Layout Constructed in 1960 & refurbished in 1994 with a partial further refurbishment in 2017. Traditional brick and block construction. Pitched tiled roof(s) - timber roof trusses - several undivided roof spaces. There is no external cladding, only brick walls. No balconies present.

Building description: Stanton House is a category 2 sheltered housing scheme providing thirty-one 1-bedroom flats over two floors. Starting at a main reception area, it has ancillary spaces including a lounge/kitchen, office, assisted bathroom, laundry/drying room. A mobility scooter store/charging facility was installed outside to the front of the building in 2019. There are various stores, riser cupboards/electrical/boiler cupboards. A passenger lift serves the two floors. Two escape staircases are located at each end of the 1st floor, with the main staircase located off the reception area. The two stairs are covered external routes which emerge on the ground floor outside. Each flat forms a fire compartment, although the roof space lacks full fire compartmentation. Bins and the boiler house are accessed from the rear courtyard area.

Main use of Building Sheltered housing scheme - **no** full time on site management.

Disabled / vulnerable persons Most of the residents can be considered vulnerable and some with limited mobility.

Other persons at risk Care staff and maintenance contractors can be on site. Cleaners and Council staff may also be present. Visitors.

Fire loss experience None

Fire Service station serving site / estimated travel time Cambridge Fire Station (24hr crewed) is 5-6 mins if on station at Parkside and 10-12 mins if at their training facility at Milton. There is fire appliance access to two sides of the building.

Additional sources of oxygen or flammable gases stored on site None in use at time of assessment.

Relevant Fire Safety Legislation Regulatory Reform (Fire Safety) Order 2005, Fire Safety Act 2021, Fire Safety (England) Regulations 2022.

Legislation Enforced by Cambridgeshire Fire & Rescue Service

Enforcement Notice issued by Fire Authority A letter of minor deficiencies issued by CFRS in March 2020. This recommended PCFRA's and improvements to roof compartmentation and fire warning system to support the stay put policy.

December 2023 - CFRS post fire audit. Concerns regarding fire evacuation procedures raised, specifically ability of some residents to evacuate without assistance. CCC to review fire safety arrangements in place as well as addressing fire compartmentation/fire door deficiencies.

See addendum for additional fire risk actions.

Assessment Details

Assessor Stephen Cotton MIFireE

Date of Assessment 21.12.2023 (review of fire safety management and evacuation procedures following fire service audit rather than FRA of the premises).

Date of previous assessment 13.09.2022

Date for review	September 2024
Management area of responsibility	Place Group - formerly Estates & Facilities
Survey type	Type 1 - PAS 79. Review
"The Risk Profile" for this building has been calculated as	NA
Areas not accessible during visit	Roof spaces not accessed (see below). Residents flats. Not all cupboards.
Other relevant information	<p>This assessment is for the communal and ancillary areas only. It does not include residents flats, although these are referred to in some sections of the report. A sample survey of sheltered schemes roof spaces was carried out with the assistance of the assessor in 2017 to check the compartmentation. The report from that survey is referenced in this document.</p> <p>A fire safety report was compiled in May 2020 with recommendations for Stanton House to deal with the lack of roof fire compartmentation and more general fire safety measures for all sheltered schemes.</p> <p>There has been an initial compartmentation survey carried out by ARAN FIRE PROTECTION LTD with a follow-up that assessed roof compartmentation options. The report also provided a detailed passive fire protection survey.</p> <p>In Sept 2022 a further health check compartmentation survey has been undertaken by Ventro and actions prioritised.</p> <p>Ventro have undertaken a fire door survey that revealed all doors are deficient and have been triaged as high risk.</p> <p>See note below regarding changes to the evacuation strategy.</p> <p>In conjunction with this a heating upgrade will also be carried out which will entail removal of boilers in cupboards in the escape corridors so reducing risk. There are gas boilers in cupboards on the first floor only.</p> <p>In carrying out this assessment, relevant guidance has been considered, including PAS 79-2, the NFCC guide and current updates from MHCLG relating to external walls/Fire Safety Act 2021 Fire Safety (England)/Regulations 2022.</p>

🛡️ Fire Prevention Strategy	
Fire Evacuation Strategy	<p>There is a mixed evacuation strategy: there is stay put policy for the flats unless directly involved in fire or occupants are at risk and/or wish to leave, with a full evacuation for communal and ancillary areas. The lounge if not affected by fire can be used as a relative place of safety rather than evacuate to the outside. An assembly point is located at the front of the building, adjacent to the residents' car park.</p> <p>Important note. Since this FRA was carried out a full evacuation strategy (ie no stay put policy) has been implemented due to the condition of the fire compartmentation and results of the fire door survey.</p>
AFD ; Warning System	<p>Since the FRA in 2022 a new fire warning system has been installed to provide LD1/L1 coverage. The fire alarm is currently configured to support the amended fire evacuation strategy as above.</p> <p>The fire alarm system links to other systems in the building including lift, boiler, doors etc.</p>
Escape Routes	<p>Apart from a few very short dead end conditions on the first floors, and a more significant dead end from flat 1 of 12 m, all areas have a choice of escape routes which are protected by 30 mins fire resistance. Flats appeared to have escape windows, but it was difficult to confirm this, however, given the type of occupancy these cannot be expected to be used for escape purposes. The corridors are subdivided with cross corridor fire door sets to prevent smoke spread. All internal doors are on hold open devices linked to the fire alarm system. The first floor has three staircases for escape routes. There are four final exits on the ground floor. Flat entrance doors are fitted with free swing devices linked to the fire alarm system, as are the door security systems. Due to the way</p>

the use of the building has evolved over its life, the escape route at the rear leading to Christchurch Street is now via a private yard space. This was not available for use at time of assessment due to a walker being left behind the gate. See report for an action regarding this.

Emergency Escape Lighting

Emergency lighting is installed throughout the communal areas and appears to be in accordance with BS 5266.

Fire Exit Directional Signage

Directional fire exit signage is provided throughout the premises as per BS 5499-4.

Fire Lobbies

There are no fire lobbies

Smoke ventilation AOV

There is no AOV. There is a lack of means to vent smoke in the corridors and stairs, although the two 'wing' fire exits lead to covered external staircases. Smoke control is by corridor subdivision only.

Dry Riser

There is no DR.

Type; Number of Fire Extinguishers

Fire fighting equipment is provided throughout the communal areas and for specific risks in accordance with BS5306-8. Placement and type includes pairs of extinguishers on escape routes and at final exits comprising 2 kg CO2 + 6l water spray (or AFFF). 5 kg CO2 is provided in the boiler room. A 2 kg CO2 and fire blanket are located in the kitchen.

Scope of Assessment

- As set out above this is a type 1 assessment with no survey of passive fire protection measures undertaken by the assessor, although observations were made where possible such as in storage cupboards and recommendations made.

Contact Details

Identity of Client

-

Any persons with responsibility for fire safety within the premises (refer to artical 5 of RRFSO)

-

Telephone number

-

Documents

The documents table below shows the documents associated with the assessable area that this assessment belongs to. Showing the version and and expiry date.

Total **12** items.

Document	Contractor	Expiry Date	Version
Combined survey report stanton hse - fa,ffe and roof review.docx	Steve Cotton	-	1
Fire door survey napfis fire door inspection tbs stanton house 08.07.2020 _1_.xlsx	Steve Cotton	-	1
Fire Risk Assessment (1 year) RiskAssessment_1419.pdf	Steve Cotton	-	1
FRA Supporting Document fire safety report - stanton house.docx	Steve Cotton	-	1
Fire door survey stanton house 14.07.2021 - fire door inspections.xlsx	CROMWELL FIRE	-	1
Fire Risk Assessment (1 Year) RiskAssessment_1419-1.pdf	Steve Cotton	-	1
FRA Supporting Document stanton house - gas records 2022.docx	Steve Cotton	-	1

FRA Supporting Document tsg_-_stanton_house,_cambridge_fire_compartmentation_works_phase_2_2021-.....pdf	Aran Fire Protection Ltd	-	1
Fire Risk Assessment (1 Year) RiskAssessment_1419-2.pdf	Steve Cotton	-	1
Fire Risk Assessment (1 Year) fra review stanton hse -2019.pdf	Steve Cotton	10 Apr 2020	1
Door Schedule stanton house.pdf	Ventro	04 Aug 2024	1
Fire Safety Management Plan ccc fsm - stanton house.docx	Steve Cotton	20 Dec 2025	1

Your Risk Assessment Grading

The following section reflects the overall assessment rating.

The risk rating is the qualitative evaluation by the risk assessor on the likelihood of a hazardous event occurring, and the consequence in consideration of harm to life. The risk assessor's methodology is reflected by the risk matrix, which is applied to establish a risk score and risk rating.

When a risk is adequately controlled, the acceptable risk that remains is known as the 'Residual Risk', reflecting a well-controlled and well-managed hazard, considered to meet the legal duty of 'so far as is reasonably practicable'. This means that, although the hazard is adequately controlled, risk remains and so an appropriate level of control and management is required. The acceptable residual risk is stated for each hazard category, reflecting the desired risk rating, against what is currently being achieved.

The risk matrix is utilised throughout the assessment to evaluate the likelihood of a hazardous event occurring and the consequences.

Risk Matrix		LIKELIHOODS		
		Low 1	Moderate 2	Extreme 3
CONSEQUENCES	High Harm 3	Moderate Risk 3	Substantial Risk 6	Intolerable Risk 9
	Medium Harm 2	Tolerable Risk 2	Moderate Risk 4	Substantial Risk 6
	Low Harm 1	Trivial Risk 1	Tolerable Risk 2	Moderate Risk 3

Legend Current Risk Score Residual/Baseline Risk Score

In consideration of the risk control measures evident during the risk assessment, and in consideration of the acceptable residual risk, the **overall likelihood** risk rating is:

1 Low 2 Moderate Extreme

In this context, a definition of the above terms is as follows:

Low: Outbreak of fire unlikely to result in serious injury or death of any occupant (other than an occupant sleeping in a room in which a fire occurs).

Moderate: Outbreak of fire could foreseeably result in injury (including serious injury) of one or more occupants, but it is unlikely to involve multiple fatalities.

Extreme: Significant potential for serious injury or death of one or more occupants.

In consideration of the risk control measures evident during the risk assessment, and in consideration of the acceptable residual risk, the **overall consequence** risk rating is:

1 Low Harm Medium Harm 3 High Harm

In this context, a definition of the above terms is as follows:

High Harm: Lack of adequate controls applied to one or more significant fire hazards, such as to result in significant increase in

likelihood of fire.

Medium Harm: Normal fire hazards (e.g. potential ignition sources) for this type of occupancy, with fire hazards generally subject to appropriate controls (other than minor shortcomings).

Low Harm: Unusually low likelihood of fire as a result of negligible potential sources of ignition.

Therefore, it is considered that the current **overall risk** to persons potentially associated with the premises is:

1 Trivial Risk Tolerable Risk Moderate Risk 6 **Substantial Risk** Intolerable Risk

Overall Residual Risk

In consideration of the premises, activities, and risk profile applied, the **overall residual risk** is:

1 **Trivial Risk** Tolerable Risk Moderate Risk Substantial Risk Intolerable Risk

Risk Rating Definition

A suitable risk-based control plan should involve effort and urgency that is proportional to risk:

Risk level	Action and timescale
Trivial Risk	No action is required and no detailed records need be kept.
Tolerable Risk	No major additional fire precautions required. However, there might be a need for reasonably practicable improvements that involve minor or limited cost.
Moderate Risk	It is essential that efforts are made to reduce the risk. Risk reduction measures, which should take cost into account, should be implemented within a defined time period. Where moderate risk is associated with consequences that constitute extreme harm, further assessment might be required to establish more precisely the likelihood of harm as a basis for determining the priority for improved control measures.
Substantial Risk	Considerable resources might have to be allocated to reduce the risk. If the premises are unoccupied, it should not be occupied until the risk has been reduced. If the premises are occupied, urgent action should be taken.
Intolerable Risk	Premises (or relevant area) should not be occupied until the risk is reduced.

Assessment Report

[View All Historical](#)

FIRE HAZARDS AND THEIR ELIMINATION OR CONTROL

Electrical Sources of Ignition

Complete building

1 / 2

Reasonable measures taken to prevent fires of electrical origin? Yes

Tumble drier filters were clear of fluff.
The rear of the appliances were in reasonable condition.
See comment/action regarding mobility scooter in rear courtyard.
Charging for mobility scooters is provided in a bespoke store at the front of the building.
There was an e bike located in the cycle parking area at the front of the building. It could not be confirmed if this belonged to a resident or a visitor. This was considered in the assessment and felt to be a low fire risk to the building and its occupants. However, if more e bikes are to be used at this location, then a fire separated bike store as found in other CCC schemes should be considered.

— SC, RB 22 Dec 2023 07:57:29



IMG_3883

— SC 27 Oct 2023 11:51:08



IMG_3885

— SC 27 Oct 2023 11:51:08

IMG_3884

— SC 27 Oct 2023 11:51:08

IMG_3893 2

— SC 27 Oct 2023 12:06:07

IMG_3872

— SC 27 Oct 2023 12:33:22

✔ Fixed installation periodically inspected and tested? **Yes**



IMG_0941

— SC 14 Sep 2022 11:35:45

✔ Portable appliance testing (where appropriate) carried out? **Yes**

One item in office missed PAT - this will be picked up on next round of testing.

— SC 27 Oct 2023 13:09:37



IMG_3866

— SC 27 Oct 2023 11:51:59

IMG_3867

— SC 27 Oct 2023 11:51:59

✔ Suitable policy regarding the use of personal electrical appliances? **N/A**

Any personal items used by staff would be required to be PA tested.

The use of mobility scooters (and potentially e bikes and e scooters) is subject to monitoring and management, albeit there are no staff on site 24/7.

— SC, RB 2 Dec 2023 21:04:28

✔ Suitable limitation of trailing leads and adapters? **Yes**

Observations in office and lounge behind TV.

Cables at rear of piano stretched - Maintenance Officer made aware to reposition.

— SC, RB 2 Dec 2023 21:04:33



IMG_3887

— SC 27 Oct 2023 11:53:21

IMG_3868

— SC 27 Oct 2023 11:53:21

✔ **Is photovoltaic equipment present and appropriately tested** N/A

None installed.

— SC ⌚ 2 Dec 2023 21:04:43

✔ **Are external vehicle charging facilities suitably positioned / protected?** N/A

None installed.

— SC ⌚ 27 Oct 2023 13:09:37

Stanton House

2 / 2

✘ **Reasonable measures taken to prevent fires of electrical origin?** No

Charging of mobility scooter

— SC, RB ⌚ 21 Feb 2024 08:17:45



IMG_3875

— SC ⌚ 27 Oct 2023 13:19:47

IMG_3873

— SC ⌚ 27 Oct 2023 13:19:47

✔ **Tasks** 1

✔ **Charging of mobility scooter - control measures required**

It has been agreed to allow the charging and storage of a mobility scooter in the rear yard area, which is also a means of escape route. The scooter will be charged under the flat window for short periods after which it is moved (see photo) to its storage position. In assessing the risk it is better to have the scooter located outside of the building (note. scooter store at front of building is full) rather than inside. There is a slight risk for the building and occupants should the scooter become involved in fire, therefore, to permit this arrangement a fire rated cover should be provided to limit/eliminate fire spread. When on charge the exit width will be reduced. This is acceptable given the short periods of time for charging and the low numbers of occupants likely to use the escape route (if at all).

To date the scooter arrangement has been well managed by the owner/resident in terms of charging and parking (see photos).

Location Ground floor - yard at rear

Medium Priority

— complete by 12 Oct 2023 to reduce the risk by 100% SC, RB

Assigned Users Konrad Szeflinski

Completed Konrad Szeflinski @ 21 Feb 2024 08:17:45

Electrical test: December 2018 so due December 2023.

PA testing carried out in June 2023 (annual testing in place - an item missed from 2022)

Filters in tumble driers in laundry were clear.

The Maintenance officer is to consider arranging periodic cleaning at the rear of the appliances.

Charging for mobility scooters is provided in a bespoke store at the front of the building.

Electrical risk is primarily found in the equipment/appliances located in the ancillary areas i.e. office, lounge, laundry and lift motor room.

🚭 **Smoking**

Complete building

1 / 1

✔ Reasonable measures taken to prevent fires as a result of smoking? **Yes**

No smoking policy in place and signage displayed at building entrances.

— SC 27 Oct 2023 12:10:02



IMG_3870

— SC 27 Oct 2023 12:09:56



IMG_3886

— SC 27 Oct 2023 12:09:56

✔ Smoking prohibited on the premises? **Yes**

In communal and ancillary areas only.

— SC 2 Dec 2023 21:05:28

✔ Smoking prohibited in appropriate areas? **Yes**

Flats and area outside.

— SC 2 Dec 2023 21:05:30

✔ Suitable arrangements for those who wish to smoke? **N/A**

See above.

— SC 2 Dec 2023 21:05:36

✔ This policy appeared to be observed at time of inspection? **Yes**

Appropriate signage is displayed at all entry points to the building.

No smoking policy in communal areas complied with.

🔥 Arson

Complete building

1 / 1

✔ Does basic security against arson by outsiders appear reasonable? **Yes**

✔ Is there an absence of unnecessary fire load in close proximity to the premises or available for ignition by outsiders?

Yes

The building has a secure door entry system and CC TV.

External access to bin area is via locked doors.

The courtyard is not easily accessible from outside.

Internally, rooms/cupboards are mostly secure, requiring access to codes.

🔥 Portable Heaters and Heating Installations

Complete building

1 / 1

✔ Is the use of portable heaters avoided as far as practicable? **Yes**

None observed at time of assessment.

— SC 2 Dec 2023 21:05:40

✔ If portable heaters are used: Is the use of the more hazardous type (e.g. radiant bar fires or lpg appliances) avoided?

N/A

As above.

— SC 27 Oct 2023 12:16:02

☑ **If portable heaters are used: Are suitable measures taken to minimize the hazard of ignition of combustible materials?**

N/A

As above.

— SC 27 Oct 2023 12:16:02

☑ **Are fixed heating installations subject to regular maintenance?** Yes

See comments in footer below.

— SC 2 Dec 2023 21:05:44

The communal areas are heated by hot water central heating radiators from the main electrical boiler.

There was no evidence of portable heater use.

Boilers (residents) serviced/checked: see photos.

Main boiler serviced/checked: unable to verify last gas safe check for main boiler. The assessor believes this is in place through a contract arranged by TSG.

There is an emergency shut down button in the boiler room.

🍳 Cooking

Ground floor

1 / 1

☑ **Are reasonable measures taken to prevent fires as a result of cooking?** Yes

See comments in footer below.

— SC 2 Dec 2023 21:05:49

☑ **More specifically: Filters changed and ductwork cleaned regularly?** NA

None present.

— SC 27 Oct 2023 12:19:39

☑ **More specifically: Suitable extinguishing appliances available?** Yes

See comments in footer below.

— SC 27 Oct 2023 12:19:39

The kitchen is part of the lounge on the ground floor with the latter being enclosed in 30 mins fire resistance with AFD.

A dry powder extinguisher and fire blanket are suitably located in the kitchen, with additional extinguishers incl. CO2 available in the lounge itself.

The kitchen is a domestic style rather than a commercial arrangement and is used infrequently.

⚡ Lightning

Complete building

1 / 1

☑ **Do the premises have a lightning protection system and if so does it appear satisfactory?** N/A

None installed.

— SC 2 Dec 2023 21:05:51

🧹 Housekeeping

Complete building

1 / 1

✔ **Is the standard of housekeeping to the assessed area generally adequate?** Yes

See comments in footer below.

Area outside of boiler room clear of stored items.

— SC, RB 2 Dec 2023 21:05:57



IMG_3873

— SC 27 Oct 2023 12:27:34

✔ **More specifically do combustible materials appear to be separated from ignition sources?** Yes

See comments in footer below.

— SC 2 Dec 2023 21:05:59

✔ **More specifically is there an avoidance of an unnecessary accumulation of combustible materials or waste?** Yes

See comments in footer below.

— SC 2 Dec 2023 21:06:01

✔ **More specifically is there appropriate storage of hazardous materials?** N/A

No hazardous materials observed.

— SC 27 Oct 2023 12:27:46

✔ **More specifically is there an avoidance of inappropriate storage of combustible materials?** N/A

Apart from an issue outside the boiler room, there was a high standard of housekeeping observed in all areas, including the cleaners cupboard and bin area outside in the yard.

There are some cupboards on the escape route that are used by residents and ILFs for storage of various items including Christmas decorations which can be placed up against light fittings. This should be monitored and managed with such cupboards being kept locked shut.

🔧 **Hazards Introduced By Outside Contractors and Building Works**

Complete building

1 / 1

✔ **Are fire safety conditions imposed on outside contractors?** Yes

See comments in footer below.

— SC 2 Dec 2023 21:06:05

✔ **Is there satisfactory control over works carried out on the premises by outside contractors (including “hot work” permits)?** Yes

See comments in footer below.

— SC 2 Dec 2023 21:06:10

✔ **If there are in-house maintenance personnel, are suitable precautions taken during “hot work”, including use of “hot work” permits?** Yes

See comments in footer below.

— SC 2 Dec 2023 21:06:13

Any contractors working on site are overseen by the Maintenance Officer, who provides relevant fire safety information. The council's Fire Safety and Health and Safety Policies includes contractors working on CCC premises.

Dangerous Substances

Complete building

1 / 1

✔ **Are the general fire precautions adequate to address the hazards associated with dangerous substances used or stored within the premises?** N/A

See comments in footer below.

—  SC ⌚ 2 Dec 2023 21:06:15

✔ **If the above applies, has a specific risk assessment been carried out, as required by the Dangerous Substances and Explosive Atmospheres Regulations 2002?** N/A

No dangerous substances were observed on the premises.

There is a gas supply to the building.

Oxygen for medical purposes by residents is identified by signs on flat doors and in the tenant's list (in SIB). None in use at time of assessment.

❗ **Other Significant Fire Hazards That Warrant Consideration Including Process Hazards That Impact on General Fire Precautions**

Complete building

1 / 1

✔ **Are there other Significant Fire Hazards That Warrant Consideration Including Process Hazards That Impact on General Fire Precautions?** N/A

Mobility scooters are stored and charged in a facility outside at the front of the building.

A motorcycle was observed being parked close to the building. Ideally this should be parked away, however, the overall risk from fire in this vehicle is low.

Overall, potential fire hazards are either eliminated or reduced and controlled.

Risk rooms are enclosed in fire resistance, and AFD observed where the assessor could access ancillary spaces (new system now provides L1 coverage).

Dumped combustible items in the rear yard outside the boiler house is a fairly common occurrence and needs to be monitored. It was clear for this assessment.

FIRE PROTECTION MEASURES

Means of Escape

Complete building

2 x 1 = 2 | Tolerable Risk

1 / 2

✔ **Is it considered that the premises are provided with reasonable means of escape in case of fire?** Yes

As described above (section 2) and below in footer.

—  SC ⌚ 2 Dec 2023 21:06:18


✔ **Adequate design of escape routes?** Yes

As above

—  SC ⌚ 28 Oct 2023 09:25:11

✔ **Adequate provision of exits?** Yes

Given the layout and use, the provision of exits is adequate.

—  SC, RB ⌚ 2 Dec 2023 21:06:20

✔ Exits easily and immediately openable where necessary? **Yes**

Suitable exit devices are fitted on the final exit doors.

— SC @ 2 Dec 2023 21:06:25

✔ Fire exits open in direction of escape where necessary? **Yes**

✔ Avoidance of sliding or revolving doors as fire exits where necessary? **N/A**

The main entrance doors are powered sliding doors linked to the fire alarm system.

— SC @ 2 Dec 2023 21:06:28

✔ Satisfactory means for securing exits? **Yes**

✘ Reasonable distances of travel: Where there is a single direction of travel? **No**

Travel distances within the assessed area were excessive

Likelihood: Low Consequence: Medium Harm 2 x 1 = 2 | Tolerable Risk

— SC, RB @ 28 Oct 2023 09:25:11

✔ Tasks 1

☐ Travel distances excessive-review

The single direction travel distance from flat 1 on the ground floor to the fire exit/fire doors in corridor is slightly excessive (12 m) and should be reviewed in conjunction with the survey of residents for a PCFRA and the layout of the flat. Some additional measure or compensatory feature might be required.

Location Complete building (Estates & Facilities, Stanton House)

Medium Priority

— complete by 10 Jun 2021 to reduce the risk by 100% SC, RB

Assigned Users Fire Safety Compliance

✔ Reasonable distances of travel: Where there are alternative means of escape? **Yes**

✘ Suitable protection of escape routes including provision of fire doors/hatches including to roof voids, individual dwellings/flats, compartment doors, riser cupboard doors and risk rooms? **No**

Final exit door - maintain door hardware

— SC, RB @ 28 Mar 2024 08:45:17

✔ Tasks 3

✔ Final exit door - maintain door hardware

The release handle for the final exit door from the lobby to the rear yard appears worn and loose. This should be repaired/replaced.

Location Complete building (Estates & Facilities, Stanton House)

Low Priority

— complete by 12 Mar 2024 to reduce the risk by 33% SC, RB

Assigned Users Konrad Szeflinski

Completed Konrad Szeflinski @ 28 Mar 2024 08:45:17

☐ Manual over ride devices for final exit doors not present.

A manual override device for the final exit door leading to Napier Street and the powered main entrance door should be considered by reviewing the security device in place

These are installed for similar doors in other sheltered schemes. These may be a recommendation (technical guidance/BS) dependent on the door mode of operation and how it is linked to the fire alarm system.

This should be investigated to clarify if these should be installed to ensure that if the doors do not fail-safe to open, they can be overridden to permit escape.

Location Complete building (Estates & Facilities, Stanton House)

Low Priority

— complete by 12 Mar 2024 to reduce the risk by 33% SC, RB

Assigned Users Konrad Szeflinski

✔ Fire door set and screen loose in opening

Door SHFD007 on the ground floor has loose fixings and was visibly moving in the opening. The Maintenance Officer is aware and has reported for repair/replacement.

Location Door SHFD007 ground floor

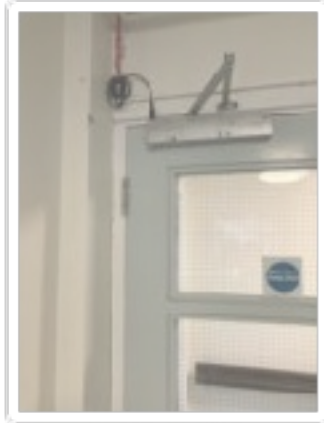
Medium Priority

— complete by 12 Dec 2023 to reduce the risk by 34% SC, RB

Assigned Users Konrad Szeflinski

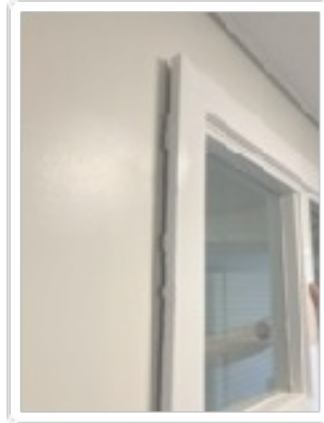
Completed Konrad Szeflinski @ 20 Dec 2023 09:02:42

Before



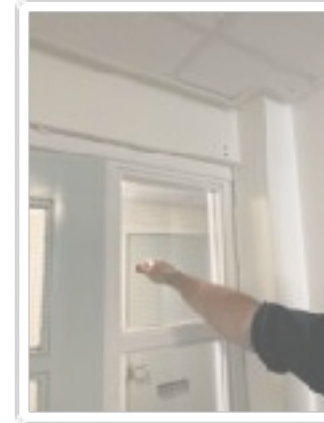
IMG_3878

— SC 28 Oct 2023 09:25:12



IMG_3877

— SC 28 Oct 2023 09:25:12



IMG_3879

— SC 28 Oct 2023 09:25:12

Suitable fire precautions for all inner rooms? **Yes**

AFD provided.

— SC 28 Oct 2023 09:25:12

Escape routes unobstructed? **Yes**

Escape routes clear at time of assessment.

— SC 28 Oct 2023 09:25:12

It is considered that the premises are provided with reasonable arrangements for means of escape for disabled people. **N/A**

See comments below in Procedures and Arrangements regarding PCFRAs.

— SC 28 Oct 2023 09:25:12

Stanton House

2 / 2

Suitable protection of escape routes including provision of fire doors/hatches including to roof voids, individual dwellings/flats, compartment doors, riser cupboard doors and risk rooms? **No**

Fire doors - deficiencies - remedial actions required

— SC, RB 23 May 2024 15:59:21

Tasks **1**

Fire doors - deficiencies - remedial actions required

The recent fire door survey has identified all fire doors (escape route and flat entrance doors) as being high risk (life safety). These should be remedied as soon as practicable.

The fire evacuation strategy has been amended to full/simultaneous evacuation (no stay put for flats) due to poor fire compartmentation, which includes the fire doors.

Location Stanton House (Housing Services, Stanton House, Stanton House)

High Priority

— complete by 13 Dec 2022 to reduce the risk by 100% SC, RB

Assigned Users Fire Safety Compliance

Completed Fire Safety Compliance @ 23 May 2024 15:59:21

Escape routes unobstructed? **No**

External escape routes were not maintained clear of obstructions.

Tasks 1

External escape routes-clear

Ensure external escape routes are maintained clear of obstructions.

The escape route at the rear of the building passes through a backyard area and driveway gates of the independent flat. At time of assessment the gate from the bottom of the escape staircase through the yard area was not openable due to an item being placed on the other (flat) side believed to be a walking frame.

The resident of this dwelling needs to be made aware of the need to maintain this route free of obstruction and available at all times for any occupants of the main sheltered scheme to use in an emergency.

Location Escape route at rear of building through independent flat back yard.

High Priority

— complete by 26 Sep 2023 to reduce the risk by 100% SC, RB

Assigned Users Konrad Szeflinski

Completed Konrad Szeflinski @ 20 Dec 2023 08:54:15

The means of escape arrangements are generally satisfactory, subject to the roof compartmentation being rectified. There are two very short dead conditions that are acceptable. However, on the ground floor it is 12 m from flat 1 to the fire exit.

It is recommended that this scenario is reviewed in conjunction with the occupant's abilities to escape and the layout of the flat, including the provision to get out given it is on the ground floor and an escape window might not be usable. This can be covered through a PCFRA check.

Smoke control is by subdividing the corridors rather than provision of openable vents or AOV.

All circulation spaces, escape routes and ancillary areas are enclosed in fire resisting construction with cross corridor doors to further divide the building and protect the means of escape. All doors appear to be FD30.

The lift is enclosed in FR by means of a lift lobby at ground and first floors. The lift doors are fire rated.

The lift is not intended to be used for emergency evacuation.

All staircases are protected - two being covered external stairs.

A fire door survey has been carried out Vento (March 2022) including flat entrance doors.

These surveys are attached to the report have been reviewed by the Compliance Team for remedial action - at time of assessment no work has taken place.

Note. All fire doors have been triaged as high risk. Sheltered schemes will be a high priority for the program of remedial action/replacement of doors.

Some fire doors, notably cupboards on corridors, are not fitted with cold smoke seals and the intumescence appears old. There is AFD in these cupboards, and they may become void spaces with the upgrade work planned for 2022/23. Depending on the future use of these cupboards, replacing the intumescent strips and fitting cold smoke seals should be considered.

There are no refuges on escape routes.

Door hardware is satisfactory and worked when operated (see action above).

Stair and exit widths are acceptable given the low number of occupants and the evacuation strategy.

Measures to Limit Fire Spread and Development

Ground floor **2 x 1 = 2 | Tolerable Risk**

1 / 4

It is considered that there is: Compartmentation of a reasonable standard including external faces of buildings **No**

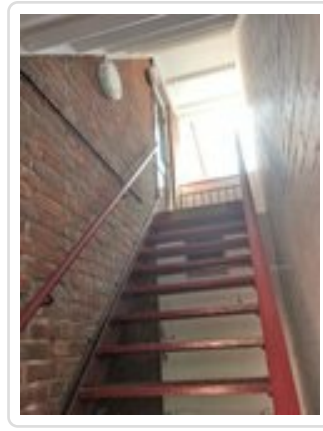
Compartmentation does not appear to be to the required fire resistance.

Likelihood: Low

Consequence: Medium Harm

2 x 1 = 2 | Tolerable Risk

— SC, RB @ 28 Oct 2023 09:10:32



IMG_6574

— SC 3 Aug 2020 14:07:05

IMG_6546

— SC 3 Aug 2020 14:08:21

Tasks 1

- Vent-axia fan in wall beneath external fire escape staircase.

There is an extract fan located in the wall beneath the escape stair from the Grafton Centre side of the building. This is not fire rated and ideally should be removed, and the opening made good to provide 30 minutes fire resistance.

There is an alternative means of escape from the first floor if this route was rendered unavailable, but this is not ideal and should be remedied with the planned upgrade work with the heating system.

Location Ground floor (Estates & Facilities, Stanton House)

Low Priority

— complete by 10 Dec 2021 to reduce the risk by 100% SC, RB

Assigned Users Fire Safety Compliance

✔ It is considered that there is: Reasonable limitation of linings that might promote fire spread **Yes**

✔ As far as can reasonably be ascertained, fire dampers are provided as necessary to protect critical means of escape against passage of fire, smoke and combustion products in the early stages of a fire? **N/A**

See action below.

— SC 28 Oct 2023 09:10:32

Complete building **3 x 2 = 6 | Substantial Risk**

2 / 4

✘ It is considered that there is: Compartmentation of a reasonable standard including external faces of buildings **No**

Breaches to the compartmentation were found in the roof space of the assessed area and these should be repaired/investigated.

Likelihood: Moderate **Consequence: High Harm** **3 x 2 = 6 | Substantial Risk**

— SC, RB 2 Dec 2023 21:08:10

Tasks 1

- Inadequate roof space compartmentation

Lack of compartmentation in the roof space (no separation between flats) should be rectified to provide a minimum fire resistance of 60 minutes or a fire resistance equivalent to the existing compartment wall/floor.

At the time of assessment this work is on hold pending a decision about the future of the building. As an interim measure, the fire evacuation strategy has been amended to simultaneous.

Location Complete building (Estates & Facilities, Stanton House)

High Priority

— complete by 10 Sep 2021 to reduce the risk by 100% SC, RB

Assigned Users Fire Safety Compliance

Images Required

✔ It is considered that there is: Reasonable limitation of linings that might promote fire spread **Yes**

✘ As far as can reasonably be ascertained, fire dampers are provided as necessary to protect critical means of escape against passage of fire, smoke and combustion products in the early stages of a fire? **No**

There were no fire resisting intumescent dampers to the vents in the ductwork.

Tasks 1

No fire resisting intumescent fire dampers

Install 60 minutes fire resisting intumescent/smoke activated fire dampers to the vents in the ducts. This is in relation to the ducting known to be in the roof space that supplies air to the first floor corridors and will be addressed as part of the compartmentation work for the roof space. This ducting might be removed as part of forthcoming improvement/upgrading work to the heating system.

Location Complete building (Estates & Facilities, Stanton House)

High Priority

— complete by 10 Sep 2021 to reduce the risk by 100% SC, RB

Assigned Users Fire Safety Compliance

Completed Fire Safety Compliance @ 23 May 2024 15:58:27

Ground floor 3 x 1 = 3 | Moderate Risk

3 / 4

It is considered that there is: Compartmentation of a reasonable standard including external faces of buildings No

Compartmentation does not appear to be to the required fire resistance.

Likelihood: Low Consequence: High Harm 3 x 1 = 3 | Moderate Risk

— SC, RB @ 28 Oct 2023 09:12:35



IMG_7074

— SC @ 5 Aug 2020 10:33:46

IMG_7073

— SC @ 5 Aug 2020 10:33:46

Tasks 1

Compartmentation-ceiling void above cross corridor doors standard deficient

Compartmentation does not appear to be the required fire resistance. Ensure compartmentation is provided to a minimum fire resistance of 60 minutes in accordance with BS476. See photo - sample survey by assessor. It appears that previous fire stopping has been removed.

It is recommended that the voids above the false ceiling where there are cross corridor doors are surveyed to ensure there is adequate fire resistance up to the underside of the first floor slab.

A fire compartmentation survey report confirms the lack of fire compartmentation throughout the building - see comments elsewhere regarding the fire evacuation strategy.

Location Ground floor (Estates & Facilities, Stanton House)

High Priority

— complete by 10 Sep 2021 to reduce the risk by 100% SC, RB

Assigned Users Fire Safety Compliance

Images Required

Ground floor 2 x 1 = 2 | Tolerable Risk

4 / 4

It is considered that there is: Compartmentation of a reasonable standard including external faces of buildings No

Compartmentation does not appear to be to the required fire resistance.

Likelihood: Low Consequence: Medium Harm 2 x 1 = 2 | Tolerable Risk

Tasks 1

Compartmentation-standard deficient

Compartmentation does not appear to be to the required fire resistance. Ensure compartmentation is provided to a minimum fire resistance of 60 minutes, accordance with BS476.

See photos of boiler room - although this is external, it is not clear where the pipework enters the main building and if there is fire separation above the ceiling into the roof void (and where it meets the external wall).

Location Ground floor (Estates & Facilities, Stanton House)

Medium Priority

— complete by 19 May 2022 to reduce the risk by 100% SC, RB

Assigned Users Fire Safety Compliance

Images Required

Before



IMG_7088
— SC 26 Aug 2021 11:29:52



IMG_7086
— SC 26 Aug 2021 11:29:52



IMG_7089
— SC 26 Aug 2021 11:29:52

The fire strategy for the building should be based on compartmentation between each of the individual flats, including the roof space, escape routes and ancillary areas.

Flats are believed to be 60-minute compartments. All cupboards and risers are enclosed in 30 minutes fire resistance, as are hazard spaces such as the kitchen and lounge. However, a report by Ventro in October 2022 identified significant deficiencies throughout the building.

Since this FRA was undertaken: as a result and combined with fire door deficiencies, CCC have implemented a simultaneous evacuation strategy supported by a new fire warning system which provides LD1/L1 coverage. This will be reviewed more wholistically with more information about the resident's mobility given there is not on site management to assist with a full evacuation - see procedures and arrangements below.

The building could be redeveloped and a decision regarding this is ongoing, resulting in a lack of progress with fire compartmentation.

The linings through the communal areas are generally non-combustible.

Emergency Escape Lighting

Complete building

1 / 1

Reasonable standard of emergency escape lighting system provided? **No**

Emergency lighting does not appear to be fitted, or could not be determined as conforming to the current standard and should be upgraded where appropriate.

— SC, RB 23 May 2024 09:21:03



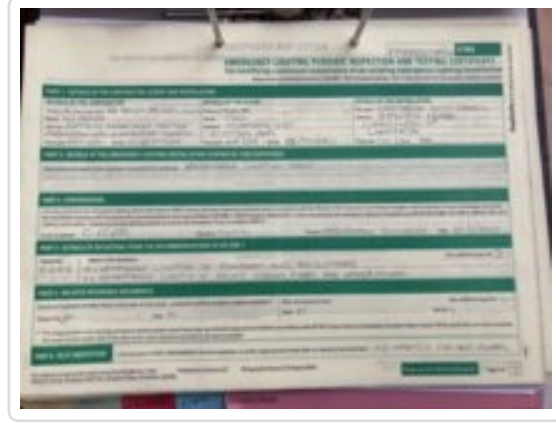
IMG_0351

— SC ⌚ 26 Aug 2021 11:35:22



IMG_0350

— SC ⌚ 26 Aug 2021 11:35:22



IMG_0349

— SC ⌚ 26 Aug 2021 11:35:23

IMG_0935

— SC ⌚ 14 Sep 2022 11:35:04

IMG_0934

— SC ⌚ 14 Sep 2022 11:35:04

IMG_0933

— SC ⌚ 14 Sep 2022 11:35:05

Tasks 1

Emergency Lighting standard - Periodic Report

Emergency lighting does not appear to be fitted, or could not be determined as conforming to the current standard and should be upgraded where appropriate. Ensure the emergency lighting coverage is to the current British Standard. Where doubt exists, a survey should be undertaken by a competent person and recommendations following a survey implemented where appropriate.

The attached report has highlighted deficiencies in the provision of emergency lighting and should be reviewed for remedial action. In the assessment review in 2022 it was noted that the refurbished bathroom on the first floor does not have emergency lighting. This is included in the 2022 EPM6 - see photo's.

Location Complete building (Estates & Facilities, Stanton House)

Medium Priority

— complete by 19 Nov 2021 to reduce the risk by 100% SC, RB

Assigned Users John Conroy

Completed John Conroy @ 23 May 2024 09:21:03

Emergency lighting is provided throughout with some exceptions - see above. The system is tested monthly and appeared to be in working order. The assessor did not test the system as part of the assessment and therefore is not able to comment on coverage.

Fire Safety Signs and Notices

Complete building

1 / 2

Reasonable standard of fire safety signs and notices? Yes

As per comments below.

— SC ⌚ 28 Oct 2023 09:36:19



IMG_3871

— SC ⌚ 28 Oct 2023 09:36:19



IMG_3892 2

— SC ⌚ 28 Oct 2023 09:36:19



IMG_3881

— SC ⌚ 28 Oct 2023 09:36:19



IMG_3890

— SC ⌚ 28 Oct 2023 09:36:19



IMG_3870

— SC 28 Oct 2023 09:36:19



IMG_3869

— SC 28 Oct 2023 09:36:19

✘ Reasonable standard of fire safety signs and notices? **No**

Fire signage required.

— SC, RB 27 Dec 2023 08:24:45

✓ Tasks 1

✓ Fire signage required.

A 'PUSH BAR TO OPEN' sign with a pictogram to current standards should be provided with the push bar exit device on the final exit door opposite the laundry at the rear of the building.

Location Ground floor rear of building

Medium Priority

— complete by 12 Oct 2023 to reduce the risk by 100% SC, RB

Assigned Users Konrad Szeflinski

Completed Konrad Szeflinski @ 27 Dec 2023 08:24:45

Before



IMG_3886

— SC 28 Oct 2023 09:39:29

Fire action notices are provided with all manual fire alarm call points.

No smoking notices are displayed at the entrances to the building.

Fire extinguisher information is located above each fire point (although residents are not expected to use the fire fighting equipment).

Almost all fire doors have either fire door keep shut or keep locked signage.

Cross corridor doors on hold open devices have appropriate signs - automatic fire door keep clear.

Lifts display a do not use in the event of fire sign at all levels.

An assembly point sign is in place.

🕒 Means of Giving Warning in Case of Fire

✔ Reasonable manually operated electrical fire alarm system provided? **Yes**

As per comments below the system has been replaced during 2023.

✔ **Automatic fire detection provided- Throughout the Premises?** Yes

As above.

✔ **Automatic fire detection provided- Part of the premises only?** N/A

✔ **Extent of automatic fire detection generally appropriate for the occupancy and fire risk?** Yes

LD1 coverage in flats. L1 coverage in remainder of the building including the roof space to provide some mitigation for the lack of fire compartmentation until this is dealt with.

✔ **Remote transmission of alarm signals?** Yes

Since the FRA in 2022 the fire warning system has been replaced with a new system providing LD1/L1 coverage.

Manual call points are provided at storey/final exits and at intermediate points to comply with BS 5839.

Detection is mostly by smoke but heat detectors are used in areas where this is not appropriate including kitchen, laundry room, boiler room, refuse rooms and mobility scooter store. Sounders are incorporated into the detectors.

Fire alarms are transmitted to an alarm receiving centre, triggering a fire service attendance.

The FAP is located near the entrance lobby next to the SIB with a zone plan.

Manual Fire Extinguishing Appliances

Complete building

1 / 1

✔ **Reasonable provision of portable fire extinguishers?** Yes

✔ **Hose reels provided?** N/A

✔ **Are all fire extinguishing appliances readily accessible?** Yes

Fire fighting equipment is provided throughout the communal areas and for specific risks in accordance with BS5306. Placement and type includes pairs of extinguishers on escape routes and at final exits, comprising 2 kg CO2 + 6l water spray. 5 kg CO2 is provided in the boiler room. A 2 kg CO2 and fire blanket are located in the kitchen.

National guidance suggests that FFE is not required in communal areas if there are no trained staff to operate it. A review decided to maintain the existing provision, not least so that it could be used when staff are occasionally present or by the fire service if required.

Annual test of fire extinguishers carried out by Cromwell Fire April 2022.

Relevant Fire Extinguishing Systems

Complete building

1 / 1

✔ **Is fixed firefighting equipment and fire safety systems provided where required and are they suitable for the risks identified?** N/A

✔ **Is a natural or mechanical smoke control system employed where necessary and is it appropriate for the location?** N/A

Other Relevant Fixed Systems and Equipment

Complete building

1 / 1

✔ **Has suitable provision of fire-fighters switch(es) for high voltage luminous tube signs, etc been made?** N/A

The protection measures present are not appropriate for a sheltered scheme. With the highlighted lack of fire compartmentation and condition of fire doors condition through surveys the overall risk has increased.

Given that provision of this type of facility has evolved to the point where staff are no longer on site 24/7, but the care needs of residents are changing, the effectiveness of means to give early warning of fire and good well maintained compartmentation is crucially important.

Benchmark guidance recommends higher levels of fire detection coverage for new and refurbished schemes. LD1 for residents flats and L1 coverage in the remainder of the building has been installed since the FRA in 2022.

A detailed survey of the roof spaces/compartmentation for the remainder of the building has been undertaken, although remedial works have yet to commence due to a pending decision regarding the future of the building.

Following recommendations of previous fire risk assessments for these premises, an inspection of fire doors has taken place. The survey report has highlighted all fire doors to be in need of remedial work or replacement and assessed this work as high risk.

As a result of the inadequate passive fire protection measures as set out in this report the fire evacuation strategy has been amended to simultaneous evacuation (no stay put for the occupants of the flats) - see further comments below in procedures and arrangements.

MANAGEMENT OF FIRE SAFETY

Procedures and Arrangements

Complete building

1 / 1

✔ **Competent person(s) appointed to assist in undertaking the preventive and protective measures (i.e. relevant general fire precautions)?** Yes

The Maintenance Officer is assisted by the Fire Risk Assessor.

— SC ⌚ 6 Nov 2023 08:23:55

✔ **Is there a suitable record of the fire safety arrangements?** Yes

Fire Safety Management Plan is in place.

— SC ⌚ 6 Nov 2023 08:23:55

✔ **Appropriate fire procedures in place?** Yes

Since this FRA was carried out a full evacuation policy (no stay put) has been implemented due to the condition of the fire compartmentation and results of the fire door survey. Residents and staff have been made aware.

To comply with the Fire Safety (England) Regulations 2022, Cambridge City Council should also provide residents with up-to-date fire safety information and instruction that relates to the fire evacuation strategy for the building and what to do when there is a fire, as well as fire door information. CCC are aware of this and is part of a program of fire safety work to be carried out by the Risk Assurance and Compliance Team assisted by the Housing Services Team during 2023/24. This is also an opportunity to educate residents around general fire safety in their flats as appropriate. This should include the storage and charging of electrical modes of mobility/transport as appropriate, given the latter have become a fire risk of concern.

— SC, RB ⌚ 2 Dec 2023 21:09:04

✔ **Are procedures in the event of fire appropriate and properly documented?** Yes

As above - contained on FAN's in the communal areas.

— SC ⌚ 6 Nov 2023 08:23:55



IMG_3890

— SC ⌚ 28 Oct 2023 17:12:33



IMG_3869

— SC ⌚ 28 Oct 2023 17:12:33

✔ **Are there suitable arrangements for summoning the fire and rescue service?** Yes

Fire alarm system linked to an ARC

— SC 6 Nov 2023 08:23:55

✔ **Are there suitable arrangements to meet the fire and rescue service on arrival and provide relevant information, including that relating to hazards to fire-fighters?** Yes

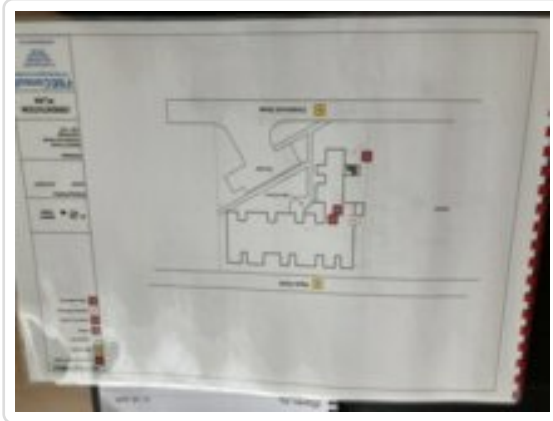
The SIB located in the reception area contains relevant information. The fire service are aware of the lack of roof compartmentation and is held in their mobilising system.

A CCC manager will attend in office hours and there is an out of hours response.

SIB located near reception entrance and contained: resident info (July 2023), fire plans + keys provided in SIB. Service continuity plan.

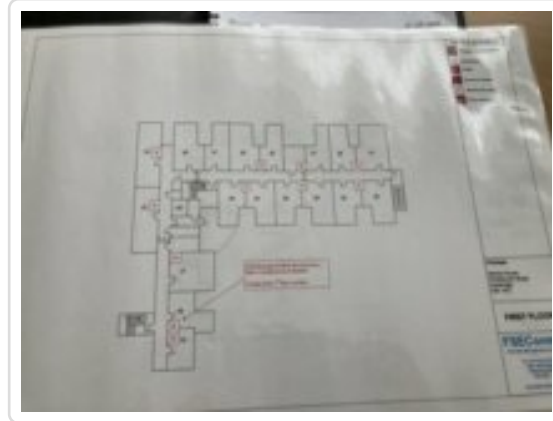
See photos below.

— SC, RB 2 Dec 2023 21:09:10



IMG_3855

— SC 28 Oct 2023 17:09:53



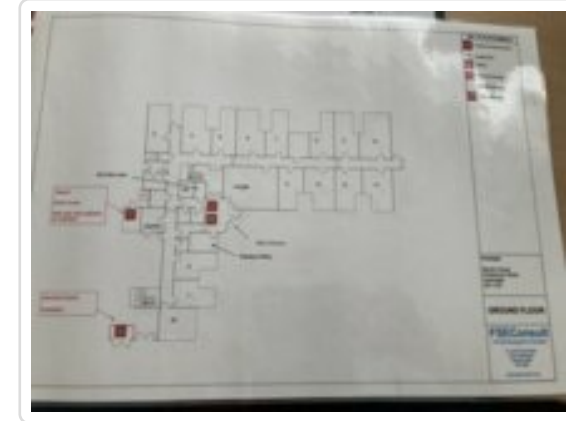
IMG_3857

— SC 28 Oct 2023 17:09:53



IMG_3854

— SC 28 Oct 2023 17:09:53



IMG_3856

— SC 28 Oct 2023 17:09:53

✔ **Are there suitable arrangements for ensuring that the premises have been evacuated?** N/A

There is a signing in book at the entrance and an assembly point. If CCC staff are on site they would ensure the communal area is evacuated.

— SC 2 Dec 2023 21:09:14

✔ **Is there a suitable fire assembly point(s)?** Yes

Located near mobility scooter store/car park area.

— SC 6 Nov 2023 08:23:55



IMG_3871

— SC 28 Oct 2023 17:10:25

✔ **Are there adequate procedures for evacuation of any disabled people who are likely to be present?** Yes

CCC have undertaken a checklist approach as the first stage to carrying out PCFRAs. The checklist is the same range of questions as for the actual PCFRA and enables them to be undertaken by Independent Living Facilitators as a triage exercise. Depending on the responses provided a full PCFRA is carried out either by CCC's fire safety advisor or Mark Taylor CFRS with recommendations made. Where appropriate, a PEEP is written and placed in the SIB

— SC, RB 2 Dec 2023 21:09:25

✔ **Persons nominated and trained to use fire extinguishing appliances?** N/A

The fire extinguishers provided are not for use by the residents.

— SC 6 Nov 2023 08:23:55

✔ **Persons nominated and trained to assist with evacuation, including evacuation of disabled people?** N/A

See comment above regarding PCFRAs.

— SC 6 Nov 2023 08:23:55

✔ **Appropriate liaison with fire and rescue service (e.g. by fire and rescue service crews visiting for familiarization visits)?** Yes

✔ **Routine in-house inspections of fire precautions (e.g. in the course of health and safety inspections)?** Yes

The FSMP needs to be reviewed and updated to implement any inspections that are covered by ILF checks

— SC 6 Nov 2023 08:23:55

Ordinarily, the fire procedures for Stanton House is a mixed evacuation strategy, whereby there is a stay put policy for residents in their flats (unless they have a fire) and full evacuation for the communal areas. However, this has been amended to a full evacuation (simultaneous) strategy with no stay put policy for the residents in their flats. The lounge can be used as a place of relative safety if it is safe to do so.

This will be reviewed to take account of the mobility of all residents as well being able to understand the fire procedures. It might be possible to configure the new fire alarm system to be more 'selective' in who is initially alerted to avoid unnecessary movement of occupants that may put them at risk. The residents have been made aware of the change in procedures.

Stanton House has a fire safety management plan (as per the Council's Fire Risk Management Strategy) that sets out the fire safety management of the premises, including arrangements and fire procedures.

Fire action notices are displayed and there is an assembly point at the front of the building (near the mobility scooter store). The lounge can be used if appropriate (weather, safety etc).

Residents are provided with fire safety information, and this should now include that which relates to the Fire Safety (England) Regulations 2022. CCC are currently (August 2023) working towards this across the city.

There is no manager on site, but CCC staff do work from the building during some office hours. Otherwise, the building is overseen by the Maintenance Officer supported by the Fire Risk Assessor with fire safety matters.

Liaison with CFRS is in place currently through the Maintenance Officer at Cambridge Fire Stn.

The fire service is called automatically, with attendance by CCC staff in office hours and ERS out of hours.

The SIB contains plans of the building tenant information to assist with evacuation and a warning re lack of roof compartmentation and the current interim fire procedures.

A master key is also held in the box, giving access to resident flats.

PCRA's have commenced in CCC sheltered schemes, but none have been carried out in Stanton House to date.

⌘ Training and Drills

Complete building

1 / 1

✔ **Are all staff given adequate fire safety instruction and training on induction?** Yes

See comments in the footer.

— SC 28 Oct 2023 09:41:28

✔ **Are all staff given adequate periodic "refresher training" at suitable intervals?** Yes

See comments in the footer.

— SC 28 Oct 2023 09:41:28

✔ **Does all staff training provide information and instruction on the following: fire risks and fire safety measures in the premises, action in the event of fire, action on hearing the fire alarm, method and operation of manual call points, location and use of fire extinguishers, means for summoning the fire and rescue service, the identity of persons nominated to assist with evacuation and the identity of persons nominated to use fire extinguishing appliances?** Yes

See comments in the footer.

— SC 28 Oct 2023 09:41:28

✔ **Are staff with special responsibilities (e.g. fire wardens) given additional training?** N/A

✔ **Are fire drills carried out at appropriate intervals?** N/A

See comments in the footer.

— SC 28 Oct 2023 09:41:28

✔ **When the employees of another employer work in the premises: Is their employer given appropriate information (e.g. on fire risks and general fire precautions)?** Yes

See comments in the footer.

— SC 28 Oct 2023 09:41:28

✔ **Is it ensured that the employees in the above question are provided with adequate instructions and information?** Yes

See comments in the footer.

— SC 28 Oct 2023 09:41:28

Council staff who work on the premises from time to time have received fire safety training and would be expected to respond to a fire alarm accordingly.

The assessor believes that carers visiting the site are provided with fire awareness training by the care provider.

Contractors are subject to the Council's fire safety policy.

There are no fire drills for the premises, given its use.

Testing and Maintenance

Complete building

1 / 1

✔ **Are the premises fire safety provisions adequately maintained?** Yes

Contract are in place and managed by TSG.

— SC 28 Oct 2023 09:49:35

✔ **Weekly testing and periodic servicing of fire detection and alarm system?** Yes

NG Bailey and Cromwell Fire - includes annual test of flats smoke alarms.

Last weekly test: 06.09.23

QFAT: 01.11.22 No quarterly tests recorded since this may be due to new FAS being installed.

— SC, RB 2 Dec 2023 21:09:36



IMG_3860

— SC 28 Oct 2023 09:46:13



IMG_3859

— SC 28 Oct 2023 09:46:14



IMG_3858

— SC 28 Oct 2023 09:46:14

✔ **Monthly and annual testing routines for emergency escape lighting?** Yes

Carried out by NG Bailey.

Monthly: 06.09.23

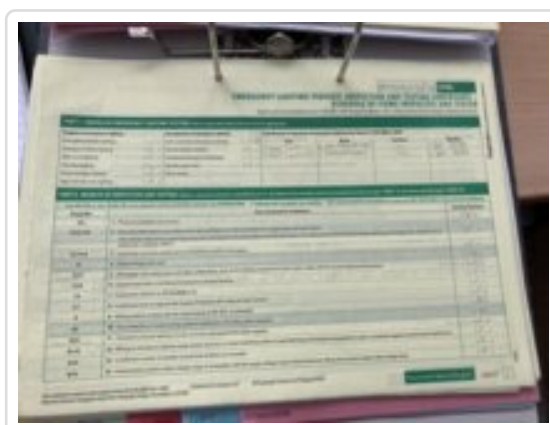
Annual: 06.11.2022 - see action above in emergency lighting section regarding lack of coverage.

— SC 28 Oct 2023 09:49:35



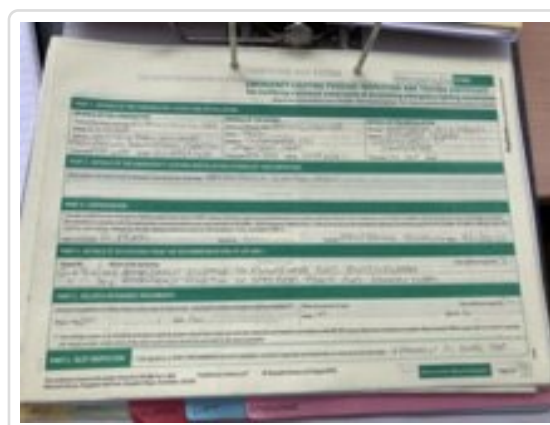
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— SC 28 Oct 2023 09:45:49



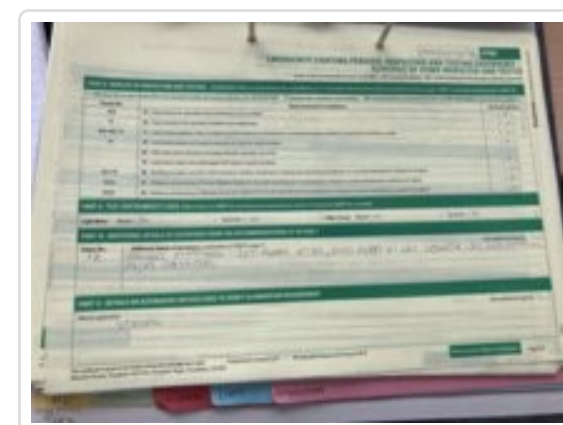
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— SC 28 Oct 2023 09:45:49



IMG_3861

— SC 28 Oct 2023 09:45:49



IMG_3863

— SC 28 Oct 2023 09:45:49

✔ **Annual maintenance of fire extinguishing appliances?** Yes

Carried out by Cromwell Fire: April 2023

— SC 28 Oct 2023 09:49:36



IMG_3891 1

— SC 28 Oct 2023 09:45:49



IMG_3865

— SC 28 Oct 2023 09:45:49

Periodic inspection of external escape staircases and gangways? Yes

Part of checks in revised FSMP.

— SC 28 Oct 2023 09:49:36

Six-monthly inspection and annual testing of rising mains? N/A

Weekly and monthly testing, six-monthly inspection and annual testing of fire-fighting lifts? N/A

Weekly testing and periodic inspection of sprinkler installations and smoke control systems? N/A

Routine checks of final exit doors and/or security fastenings? Yes

Part of checks by ILF's (monthly) - need to be incorporated into FSMP's.

— SC 28 Oct 2023 09:49:36

Annual inspection and test of lightning protection system? N/A

Are suitable systems in place for reporting and subsequent restoration of safety measures that have fallen below standard? Yes

Contracts to carry out routine testing and servicing of fire safety equipment and systems is put in place by TSG.

The Maintenance Officer is the link between TSG and sheltered schemes.

The fire safety management plan contains some additional routine checks such as final exit doors and escape routes. These have been incorporated into ILF fire safety checks.

Checks/maintenance of fire doors especially flat entrance doors should be part of a program of surveys given the use and occupancy of the building.

Records

Complete building

1 / 1

Appropriate records of: Fire drills? N/A

Appropriate records of: Fire training? N/A

Appropriate records of: Fire alarm tests? Yes

In site fire log.

— SC 28 Oct 2023 09:42:44

Appropriate records of: Emergency escape lighting tests? Yes

In site fire log.

— SC 28 Oct 2023 09:42:44

Appropriate records of: Maintenance and testing of other fire protection systems? Yes

Training records are held centrally and electronically, as are some test records.

A combined fire log book which holds records of weekly fire alarm and monthly test of emergency lighting by NG Bailey is used on site.

It also contains records by Cromwell Fire for when the fire alarm system received its annual service (now carried in 4 x 25% visits to site).

Records of fire door and fire compartmentation surveys are held centrally by the Compliance Team.

Generally the arrangements for fire safety management are in place starting with the Council's Fire Risk Management Strategy through to the Fire Safety Management Plan and FRA.

Person centered fire risk assessments (PCFRA) have been advocated by CFRS following an audit of this scheme. Given the comments above regarding the changing nature of local care provision in the community and thus the vulnerability of residents, this should be carried out in this scheme. These have been implemented in CCC sheltered schemes, but none so far at Stanton House.

Person centered fire risk assessments would support the resident information already supplied by Independent Living Facilitators, but may also require additional fire safety provisions within a dwelling and/or the communal areas. This should be factored into the proposed upgrading work that includes fire compartmentation in the roof space and fire warning system throughout.

The fire evacuation procedures have been amended to reflect a lack of fire compartmentation, with a review to take place to reassess this given the new fire warning system and to include the ability of residents to actually escape.

Addendum

🔍 Addendum to this Assessment

Stanton House **2 x 1 = 2 | Tolerable Risk**

1 / 1

⊗ Are there any additional Findings to this Assessment **Yes**

Post fire audit by CFRS

Likelihood: Low **Original Consequence: Medium Harm** **2 x 1 = 2 | Tolerable Risk**

— SC @ 4 Mar 2024 10:05:29

☑ Tasks **2**

- Fire Evacuation Procedures - Review and amend.

Fire evacuation procedures have been changed to full evacuation. CCC must ensure that arrangements are in place to facilitate this taking into account the vulnerability of some residents.

Where required appropriate levels of assistance must be in place.

PCFRAs should be carried out as appropriate (relevant info placed in SIB).

Residents/staff/visitors/carers must be provided with relevant fire safety information.

The fire safety management plan for Stanton House should be amended to reflect the changes as necessary.

Location Stanton House (Housing Services, Stanton House, Stanton House)

High Priority

— complete by 28 Dec 2023 to reduce the risk by 50% SC

Assigned Users Fire Safety Compliance

☑ Fire drill and training

To support the amended fire evacuation strategy, a fire drill must be carried out involving residents and staff/carers in the building.

Learning points from the drill must be fed back into the information, training and general fire safety management for the premises. Relevant persons must be updated accordingly.

This has been set for 03.01.2024.

Location Stanton House (Housing Services, Stanton House, Stanton House)

High Priority

— complete by 04 Jan 2024 to reduce the risk by 50% SC

Assigned Users Fire Safety Compliance

Completed Fire Safety Compliance @ 4 Mar 2024 10:05:29

➤ References

Guidance in Support of Fire Safety Legislation

England and Wales

HM Government Guides to Fire Safety Risk Assessment, DCLG:

- Offices and Shops.
- Factories and Warehouses.
- Sleeping Accommodation.
- Residential Care Premises.
- Educational Premises.
- Small and Medium Places of Assembly.
- Large Places of Assembly.
- Theatres, Cinemas and Similar Premises.
- Open Air Events and Venues.
- Healthcare Premises.
- Animal Premises and Stables.
- Transport Premises and Facilities.
- Means of Escape for Disabled People.

Scotland

Scottish Government: Practical Fire Safety Guidance:

- Existing Non-Residential Premises.
- Existing Premises with Sleeping Accommodation.
- Care Homes.
- Healthcare Premises.
- The Evacuation of Disabled Persons from Buildings.

Northern Ireland

DHSSPS Sector Specific Guidance Documents:

- Sleeping Accommodation.
- Offices and Shops.
- Healthcare Premises.
- Theatres, Cinemas and Similar Premises.
- Small and Medium Places of Assembly.
- Open Air Events.

Guidance in Support of Building Regulations

England and Wales

- Approved Document B Vol 2, 2019 edition (as amended).

Scotland

- Technical Handbook 2019, Non-Domestic – Fire.

Northern Ireland

- Technical Booklet E 2012.

Fire Safety Design and Management

- BS 9991:2015. (Incorporating corrigendum No. 1.) Fire safety in the design, management and use of residential buildings. Code of practice.
- BS 9999:2017. Fire safety in the design, management and use of buildings. Code of practice.

Fire Detection and Fire Alarm Systems

- BS 5839-1:2017. Fire detection and fire alarm systems for buildings. Code of practice for design, installation, commissioning and maintenance of systems in non-domestic premises.

- BS 5839-6:2019. Fire detection and fire alarm systems for buildings - Code of practice for the design, installation, commissioning and maintenance of fire detection and fire alarm systems in domestic premises.
- BS 5839-8:2013. Fire detection and fire alarm systems for buildings - Code of practice for the design, installation, commissioning and maintenance of voice alarm systems.
- BS 5839-9:2011. Fire detection and fire alarm systems for buildings - Code of practice for the design, installation, commissioning and maintenance of emergency voice communication systems.

Fire Extinguishing Appliances

- BS 5306-1: 2006. Code of practice for fire extinguishing installations and equipment on premises - hose reels and foam inlets.
- BS 5306-3:2017. Fire extinguishing installations and equipment on premises. Commissioning and maintenance of portable fire extinguishers. Code of practice.
- BS 5306-8:2012. Fire extinguishing installations and equipment on premises - Selection and positioning of portable fire extinguishers - Code of practice.
- BS EN 3. Portable fire extinguishers.
- BS EN 671-3:2009. Fixed fire-fighting systems. Hose systems. Maintenance of hose reels with semi-rigid hose and hose systems with lay-flat hose.
- BS EN 1869:2019. Fire blankets.

Emergency Escape Lighting

- BS 5266-1:2016. Emergency lighting - Code of practice for the emergency lighting of premises.
- BS 5266-8:2004. (BS EN 50172: 2004). Emergency escape lighting systems.
- BS EN 1838:2013. Lighting applications - Emergency lighting.

Fire Safety Signs

- BS 5499-4:2013. Safety signs. Code of practice for escape route signing.
- BS ISO 3864-1:2011. Graphical symbols. Safety colours and safety signs. Design principles for safety signs and safety markings.
- BS EN ISO 7010:2020. Graphical symbols. Safety colours and safety signs. Registered safety signs.
- BS 5499-10:2014. Guidance for the selection and use of safety signs and fire safety notices.

Fixed Fire Extinguishing Systems and Equipment

- BS EN 12845:2015+A1 2019. Fixed fire-fighting systems. Automatic sprinkler systems. Design, installation and maintenance.
- BS 9990:2015. Non-automatic fire-fighting systems in buildings. Code of practice.

Lightning

- BS EN 62305-1:2011. Protection against lightning. General principles.
- BS EN 62305-2:2012. Protection against lightning. Risk management.
- BS EN 62305-3:2011. Protection against lightning. Physical damage to structures and life hazard.
- BS EN 62305-4:2011. Protection against lightning. Electrical and electronic systems within structures. Miscellaneous
- BS 7176:2007+A1: 2011. Specification for resistance to ignition of upholstered furniture for non-domestic seating by testing composites.
- BS 7273-4:2015. Code of practice for the operation of fire protection measures. Actuation of release mechanisms for doors.
- BS 7671:2018/A1:2020. Requirements for Electrical Installations. IET Wiring Regulations. Eighteenth Edition.
- BS 8899:2016. Improvement of fire-fighting and evacuation provisions in existing lifts.

Codes of practice

- PAS 79-1:2020. Fire risk assessment - Guidance and a recommended methodology.

Published Guidance on Control of Contractors

- Standard Fire Precautions for Contractors Engaged on Crown Works, Department of Environment, HMSO.
- Fire Prevention on Construction Sites. Fire Protection Association.
- Fire Safety in Construction. HSG168 (2nd edition) HSE.

The Manager
Stanton House
Christchurch Street
Cambridge
CB1 1HU



**CAMBRIDGESHIRE
FIRE & RESCUE SERVICE**
Working together to improve community safety

For the attention of Michelle Davies

Our reference: 276805 (Please quote this number on all occasions)
File number: 200004214242

Date: 13 December 2023

Dear Madam

**REGULATORY REFORM (FIRE SAFETY) ORDER 2005
PREMISES: STANTON HOUSE, CHRISTCHURCH STREET, CAMBRIDGE,
CB1 1HU**

NOTIFICATION OF DEFICIENCIES

Following an audit of the fire safety arrangements at the above premises, I confirm that the measures contained in the attached schedule are to be carried out in order to comply with the above legislation.

You should note that failure to comply with any requirement of the legislation is an offence and the person responsible is liable to prosecution. This letter and attached schedule are issued without prejudice to any legal action which may subsequently be taken regarding the failures to comply with the Legislation.

A further visit will be made on or after the 18th of January 2024 to ensure that the requirements of the schedule have been carried out.

If you are in any doubt as to the obligations placed upon you by the legislation, or if there is any relevant matter upon which you require clarification, please contact Jon Bowyer by telephoning 07892 760650 or by e-mailing jon.bowyer@cambsfire.gov.uk.

Yours faithfully

Jon Bowyer

For and on behalf of:
**C STRICKLAND
CHIEF FIRE OFFICER**



www.cambsfire.gov.uk

SCHEDULE

PREMISES: Stanton House, Christchurch Street, Cambridge, CB1 1HU

Note: Notwithstanding any consultation undertaken by the Fire Authority, **before** you make any alterations to the premises, **you** may need to apply for approval from a building control body and /or any other agency having a statutory interest in the premises.

1. Article 8 – Duty to take general fire precautions

Deficiency

The responsible person has failed to comply with Article 8(1) of the Regulatory Reform (Fire Safety) Order 2005 by not ensuring that deficiencies identified within the significant findings of the fire risk assessment have been rectified"

Remedial Steps

- 1.1 The responsible person must ensure that any deficiencies identified within the fire risk assessment are acted upon and rectified in a timely manner, prioritising the work to ensure that the safety critical items are completed first.

Deficiency

The responsible person has failed to comply with Article 8(1) of the Regulatory Reform (Fire Safety) Order 2005 because of poor housekeeping which results in the risk of the spread of fire on the premises.

Remedial Steps

- 1.2 In order to reduce the risk of fire spread within the premises, the standard of housekeeping should be improved in the following areas: -
 - a) Riser shafts and common cupboards with identified compartmentation breaches, were found to have a large amount of combustible items stored within them. These areas should be cleared, or the fire-loading reduced to reduce the risk of fires occurring

Deficiency

The responsible person has failed to comply with Article 8(1) of the Regulatory Reform (Fire Safety) Order 2005 as a result of pipes and service ducts, and other openings in the walls, floors, partitions and ceilings for the passage of building services not being adequately sealed with fire-resisting

materials, or bushed, in order to minimise the danger of the spread of heat, smoke or fumes.

Remedial Steps

- 1.3 There are compartmentation issues throughout the premises includes the roof space, riser cupboards where boilers have been installed the flue has exposed the roof above. Cross corridor doors lack compartmentation above. Holes have been sealed in the electrical junction room with an incorrect sealing product. Compartmentation was also picked up in significant findings of the risk assessment.

All pipe and service ducts, and other openings in the walls, floors, partitions, and ceilings for the passage of building services are to be adequately sealed with fire-resisting materials, or bushed, in order to minimise the danger of the spread of heat, smoke or fumes.

Deficiency

The responsible person has failed to comply with Article 8(1) of the Regulatory Reform (Fire Safety) Order 2005 as a result of the electrical equipment listed in the Steps below being in an unsuitable condition which results in the risk of fire and the spread of fire.

Remedial Steps

- 1.4 To reduce the risk of fire and the spread of fire, the electrical equipment listed below is considered to be a fire hazard. It is to be removed and replaced as a matter of urgency: -
- a) The fridge in lower communal area. This is currently unplugged, however there is a risk that if plugged it is known to cause a short circuit that effects the exit door.

2. Article 11 – Fire safety arrangements

Deficiency

A fire safety policy document has not been prepared

Remedial Steps

- 2.1 The fire safety policy document should be made available for managers, employees and the enforcing authority to confirm that suitable arrangements are in place for the effective planning, organisation, control, monitoring and review of the preventive and protective measures

3. Article 14 – Emergency routes and exits.

Deficiency

The escape routes were found to be obstructed

Remedial Steps

3.1 The following emergency exit routes were found to be obstructed: -

- a) The rear fire escape was blocked by a walking frame and could not be opened. This should be checked daily to ensure that route is clear.

All obstructions are to be removed. All emergency routes are to be kept clear of obstructions at all times.

Deficiency

The escape routes and exits could not be used as quickly and as safely as possible

Remedial Steps

- 3.2 The rear exit gate should be eased, this was stuck and difficult to open at time of inspection.
- 3.3 The rear of resident's bedroom doors has the incorrect evacuation procedure on it. This should be removed and replaced with current evacuation procedure.

Deficiency

The escape routes should be provided with adequate signage.

Remedial Steps

- 3.4 Increase notices indicating the emergency routes and exits, incorporating a directional arrow as necessary, and site at each of the following positions throughout corridors and lobby areas. installed in accordance with the recommendations contained in BS 5499 the Health and Safety (Safety Signs and Signals) Regulations 1996, or a similar equivalent standard acceptable to the Fire Authority.

4. Article 15 – procedures for serious and imminent danger and for danger areas

Deficiency

Appropriate emergency procedures have not been established.

Remedial Steps

- 4.1 Procedures are to be established, including safety drills, that are to be followed in the event of serious and imminent danger to ensure residents are aware of the evacuation strategy.
- 4.2 Safety drills should be established that will ensure the emergency plan is rehearsed and evaluated for its effectiveness. These drills should be carried out at least annually or as determined by the risk assessment.
- 4.3 Premises information box should have an updated list of vulnerable persons who will need assistance to evacuate.

5. Article 20 – Provision of information to employers and the self-employed from outside undertakings

Deficiency

The employees from an outside undertaking have not been provided with comprehensible or relevant information concerning the preventive and protective measures.

Remedial Steps

- 5.1 The responsible person must ensure that sufficient information is provided to persons from an outside undertaking to enable those persons to identify the nominated person who implements evacuation procedures in respect of such persons from an outside undertaking.

Visiting carer did not understand the fire evacuation procedures or the full mobility of her patient in the event of a fire.

6. Article 21 – Training

Deficiency

Safety training to employees is not repeated periodically.

Remedial Steps

- 6.1 The responsible person must ensure that all employees receive periodic fire safety training / refresher sessions at pre-determined intervals. The training should take account of the findings of the fire risk assessment and be easily understood by all those attending. This is essential after the evacuation strategy has changed.

Further Guidance

A copy of the Specialised Housing guidance document is available from our website or by using the following link:

[Fire Safety legislation guidance and advice](#)

Cambridgeshire Fire and Rescue Service hold regular virtual online fire safety seminars utilising Microsoft Teams. These seminars are approximately one and a half hours duration and are free of charge. Attendance at one of these should provide you with a better understanding about your responsibilities under the Regulatory Reform (Fire Safety) Order 2005 and guide you through the main aspects of fire safety in the workplace. If you are interested in attending one of these seminars please visit our website and fill in the booking form at the following link

[Free Business Fire Safety Seminars](#)

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 or phone 01223 457046.

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

1. Title of strategy, policy, plan, project, contract or major change to your service
Building Safety and Future Use of Stanton House, a sheltered housing scheme.
2. Webpage link to full details of the strategy, policy, plan, project, contract or major change to your service (if available)
N/A
3. What is the objective or purpose of your strategy, policy, plan, project, contract or major change to your service?
To ensure the highest level of safety to residents, whilst balancing the need to make the best use of the Council's Housing Revenue Account. It is recommended the residents of Stanton House are decanted (moved) to alternative accommodation on a permanent basis. A further report will be taken in September outlining potential options for the future use of the site with a recommendation given.

4. Responsible service

Cambridge City Council's Independent Living Service, City Homes and Housing Options.

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

(Please tick all that apply)

- Residents
- Visitors
- Staff

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

The plan to decant Stanton House affects 27 City Council sheltered residents and 1 general needs resident. Additional support will be provided by CCC staff to help all residents move to alternative accommodation.

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 Development Agency will provide advise and assistance to our Independent Living Team to ensure residents are provided with the highest level of support with moving to alterative accommodation.**

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

The report on the proposed decanting of Stanton House is to be presented to the Housing Scrutiny Committee meeting of 18th June 2024.

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

Consultation has been undertaken with affected residents, this originally was looking at alternative options for the site, however, this has had to change due to the building safety issues and costs associated.

To date consultation has taken the form of letter-drop notifications, in-person drop in events, and surveys to introduce the proposal to all residents. 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.

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

Older People

Stanton House is home to 27 older persons many of which have health or disability related vulnerabilities, and this will have an initial negative affect on them as they will be required to move to alternative accommodation.

Residents who have been a secure tenant for 12 months or more are eligible for a statutory home loss payment of £8,100. They are also eligible for disturbance payments for costs associated with moving.

Physical help will be offered for those who require it to help with packing and unpacking, and practical support will also be provided for switching of utilities, change of address etc.

Where residents may require housing with care, we will ensure that Cambridgeshire County Council are contacted, and necessary assessments are complete to facilitate this.

(b) Disability

Stanton House is home to 27 older persons many of which have health or disability related vulnerabilities, and this will have an initial negative affect on them as they will be required to move to alternative accommodation.

Residents who have been a secure tenant for 12 months or more are eligible for a statutory home loss payment of £8,100. They are also eligible for disturbance payments for costs associated with moving.

Physical help will be offered for those who require it to help with packing and unpacking, and practical support will also be provided for switching of utilities, change of address etc.

Where residents may require housing with care, we will ensure that Cambridgeshire County Council are contacted, and necessary assessments are complete to facilitate this.

(c) Gender reassignment

We have not identified any equalities issues specific to this protected characteristic in relation to the decanting of residents from Stanton House.

(d) Marriage and civil partnership

We have not identified any equalities issues specific to this protected characteristic in relation to the decanting of residents from Stanton House.

(e) Pregnancy and maternity

We have not identified any equalities issues specific to this protected characteristic in relation to the decanting of residents from Stanton House.

(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.

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 decanting of residents from Stanton House.

(h) Sex

We have not identified any equalities issues specific to this protected characteristic in relation to the decanting of residents from Stanton House.

(i) Sexual orientation

We have not identified any equalities issues specific to this protected characteristic in relation to the decanting of residents from Stanton House.

(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).**

N/A

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

This EqIA will be updated to reflect any additionally identified equalities implications on existing residents following further engagement activities. Detailed resident engagement 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 resident.

12. Do you have any additional comments?

None

13. Sign off

Name and job title of lead officer for this equality impact assessment: Samantha Shimmon, Assistant Director of Housing and Homelessness

Original document completed 3rd June 2024

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