



# Public Document Pack

## Cambridge City Council

### COMMUNITY SERVICES SCRUTINY COMMITTEE

**To:** Councillors Kerr (Chair), Kightley (Vice-Chair), Blackhurst, Brown, Birtles, Blencowe, Moghadas and O'Reilly

#### **Non-voting Co-optees:**

x3 (HMB - Tenant Representative – to be nominated at Housing Management Board on 19<sup>th</sup> June 2012) and Tom Dutton (PCT Representative).

#### **Executive Councillors:**

Executive Councillor for Housing, Councillor Smart  
Executive Councillor for Arts, Sport and Public Places, Councillor Cantrill  
Executive Councillor for Community Development and Health, Councillor Pitt

*Despatched: Wednesday, 20 June 2012*

**Date:** Thursday, 28 June 2012  
**Time:** 1.30 pm  
**Venue:** Committee Room 1 & 2 - Guildhall  
**Contact:** Martin Whelan **Direct Dial:** 01223 457012

### **AGENDA**

#### **1 APOLOGIES**

To receive any apologies for absence.

#### **2 DECLARATIONS OF INTEREST**

Members are asked to declare at this stage any interests that they may have in an item shown on this agenda. If any member of the Committee is unsure whether or not they should declare an interest on a particular matter, they should seek advice from the Head of Legal Services **before** the meeting.

#### **3 MINUTES (Pages 1 - 20)**

To approve the minutes of the meeting on 15<sup>th</sup> March 2012 and the Special meeting of the 24<sup>th</sup> May 2012 (enclosed separately). (*Pages 1 - 20*)

#### **4 PUBLIC QUESTIONS (SEE INFORMATION BELOW)**

##### **Items for decision by the Executive Councillor, without debate**

These Items will already have received approval in principle from the Executive Councillor. The Executive Councillor will be asked to approve the recommendations as set out in the officer's report.

There will be no debate on these items, but members of the Scrutiny Committee and members of the public may ask questions or comment on the items if they comply with the Council's rules on Public Speaking set out below.

##### **Items for debate by the Committee and then decision by the Executive Councillor**

These items will require the Executive Councillor to make a decision *after* hearing the views of the Scrutiny Committee.

There will be a full debate on these items, and members of the public may ask questions or comment on the items if they comply with the Council's rules on Public Speaking set out below.

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

##### **Items for decision by the Executive Councillor, without debate**

#### **5 HOUSING ADVICE SERVICE - OFFICE REFURBISHMENT (*Pages 21 - 34*)**

##### **Items for debate by the Committee and then decision by the Executive Councillor**

#### **6 2011/12 REVENUE AND CAPITAL OUTTURN, CARRY FORWARDS AND SIGNIFICANT VARIANCES - HOUSING PORTFOLIO (*Pages 35 - 46*)**

#### **7 TENANCY STRATEGY (*Pages 47 - 88*)**

#### **8 HOUSING STRATEGY 2012-2015 (*Pages 89 - 214*)**

**9 TRANSFORMATION OF CAMBRIDGE ACCESS SURGERY INTO A HOLISTIC ONE-STOP SHOP FOR HOMELESS PEOPLE** *(Pages 215 - 226)*

**10 AFFORDABLE HOUSING PROGRAMME** *(Pages 227 - 240)*

As this report contains a confidential appendix it may be necessary, by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 as amended by the Local Government (Access to Information) (Variation) Order 2006, to exclude the press and public during this item.

*(Pages 227 - 240)*

**11 COUNCIL NEW BUILD PROGRAMME - SCHEME APPROVALS** *(Pages 241 - 262)*

**12 CAMBRIDGE CITY COUNCIL AFFORDABLE HOUSING AT CLAY FARM**  
*(Pages 263 - 268)*

**Decisions of the Executive Councillor for Arts Sport and Public Places**  
**Items for decision by the Executive Councillor, without debate**

**13 REPLACEMENT OF THE CORN EXCHANGE PASSENGER LIFT** *(Pages 269 - 276)*

**14 GRANT TO KETTLE'S YARD EDUCATION WING PROJECT** *(Pages 277 - 280)*

**Items for debate by the Committee and then decision by the Executive Councillor**

**15 2011/12 REVENUE AND CAPITAL OUTTURN, CARRY FORWARDS AND SIGNIFICANT VARIANCES - ARTS, SPORT AND PUBLIC PLACES PORTFOLIO** *(Pages 281 - 290)*

**16 DEVELOPER CONTRIBUTIONS AND DEVOLVED DECISION-MAKING TO AREA COMMITTEES**

Report enclosed separately

**Key Decision Not included on the Forward Plan**

The following item on the agenda relates to a key decision that has not been included on the Forward Plan. However, it is impractical to defer the decision to allow inclusion in the next Forward Plan.

This item is included on the agenda by way of formal notice to the Chair, to the Group Spokespersons, to other members of the Committee and to the public that the Executive Councillor is being asked to make this decision.

**17 CAMBRIDGE FOLK FESTIVAL PRODUCTION TENDERS FOR THE 2013 EVENT (AND POTENTIALLY 2014 - 17) (Pages 291 - 294)**

**18 SOUTHERN CONNECTIONS - PUBLIC ART COMMISSION (Pages 295 - 308)**

**Decisions of the Executive Councillor for Community Development and Health Items for debate by the Committee and then decision by the Executive Councillor**

**19 2011/12 REVENUE AND CAPITAL OUTTURN, CARRY FORWARDS AND SIGNIFICANT VARIANCES - COMMUNITY DEVELOPMENT AND HEALTH PORTFOLIO (Pages 309 - 316)**

**20 OPTIONS APPRAISAL STUDY INTO THE FUTURE MANAGEMENT OF THE COUNCIL'S EXISTING AND PLANNED COMMUNITY AND NEIGHBOURHOOD CENTRES Head of Community Development (Pages 317 - 362)**

**21 FORMATION OF A LOCAL HEALTH PARTNERSHIP FOR CAMBRIDGE AND THE DEVELOPING CAMBRIDGESHIRE HEALTH AND WELLBEING STRATEGY (Pages 363 - 410)**

**22 REFURBISHMENT OF PUBLIC AREAS AT THE CREMATORIUM (Pages 411 - 416)**

**23 DECISIONS BY EXECUTIVE COUNCILLORS**

23a Community Development Grants (Pages 417 - 420)

23b Orchard Citrix Replacement (Pages 421 - 432)

23c Buy Back a Dwelling (Pages 433 - 434)

## Information for the Public

**QR Codes**  
(for use with Smart  
Phones)

The meeting is in the Guildhall on the Market Square (CB2 3QJ).

Between 9 a.m. and 5 p.m. the building is accessible via Peas Hill, Guildhall Street and the Market Square entrances.

After 5 p.m. access is via the Peas Hill entrance.

All the meeting rooms (Committee Room 1, Committee 2 and the Council Chamber) are on the first floor, and are accessible via lifts or stairs.

Some meetings may have parts that will be closed to the public, but the reasons for excluding the press and public will be given.

Most meetings have an opportunity for members of the public to ask questions or make statements.

To ask a question or make a statement please notify the Committee Manager (details listed on the front of the agenda) prior to the deadline.

- For questions and/or statements regarding items on the published agenda, the deadline is the start of the meeting.
- For questions and/or statements regarding items NOT on the published agenda, the deadline is 10 a.m. the day before the meeting.

Speaking on Planning Applications or Licensing Hearings is subject to other rules. Guidance for speaking on these issues can be obtained from Democratic Services on 01223 457013 or [democratic.services@cambridge.gov.uk](mailto:democratic.services@cambridge.gov.uk) or on-line:

[http://www.cambridge.gov.uk/public/docs/Having%](http://www.cambridge.gov.uk/public/docs/Having%20a%20say)



[20your%20say%20at%20meetings.pdf](#)

The Chair will adopt the principles of the public speaking scheme regarding planning applications for general items, enforcement items and tree items.

Cambridge City Council would value your assistance in improving the public speaking process of committee meetings.

You are invited to complete a feedback form available in the committee room or on-line using the following hyperlink:

<http://www.surveymonkey.com/s/Y9Y6MV8>

The Democratic Services Manager can be contacted on 01223 457013 or [democratic.services@cambridge.gov.uk](mailto:democratic.services@cambridge.gov.uk).

In the event of the fire alarm sounding please follow the instructions of Cambridge City Council staff.

Access for people with mobility difficulties is via the Peas Hill entrance.

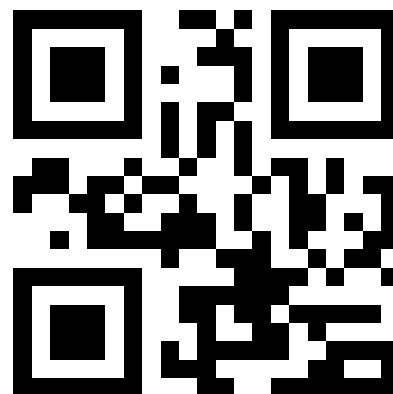
A loop system is available in Committee Room 1, Committee Room 2 and the Council Chamber.

Adapted toilets are available on the ground and first floor.

Meeting papers are available in large print and other formats on request.

For further assistance please contact Democratic Services on 01223 457013 or [democratic.services@cambridge.gov.uk](mailto:democratic.services@cambridge.gov.uk).

If you have a question or query regarding a committee report please contact the officer listed at the end of relevant report or Democratic Services on 01223 457013 or [democratic.services@cambridge.gov.uk](mailto:democratic.services@cambridge.gov.uk).



This page is intentionally left blank



## **COMMUNITY SERVICES SCRUTINY COMMITTEE**

15 March 2012

1.30 - 4.01 pm

**Present:** Councillors Kerr (Chair), Al Bander, Kightley (Vice-Chair), Blackhurst, Brown, Moghadas, O'Reilley, Reiner and Todd-Jones.

### **Executive Councillors:**

Councillor Bick, Executive Councillor for Community Development and Health  
Councillor Cantrill, Executive Councillor for Arts, Sport and Public Places  
Councillor Smart, Executive Councillor for Housing

**Present for Housing Items Non-voting co-optees:** Diane Best and Kay Harris

### **Officers Present:**

Liz Bisset, Director of Customer and Community Services  
Alan Carter, Head of Strategic Housing  
Richard Lord, Team Leader Private Sector Housing  
Paul Necus, Head of Specialist Services  
Sabrina Walston, Development Officer  
Debbie Kaye, Head of Arts and Recreation  
Steve Bagnall, Cultural Facilities Manager  
David Greening, Housing Options and Homelessness Manager  
Lynda Kilkelly, Safer Communities Sections Manager  
Trevor Woollams, Head of Community Development  
Jackie Hanson, Operations and Resources Manager  
Alistair Wilson, Green Spaces Manager  
Sally Roden, Neighbourhood Community Development Manager  
James McWilliams, Safer Communities Project Officer  
Toni Birkin, Committee Manager

## **FOR THE INFORMATION OF THE COUNCIL**

### **12/21/CS Apologies**

Apologies were received from Brian Haywood.

### **12/22/CS Declarations of Interest**

<b>Councillor</b>	<b>Item</b>	<b>Interest</b>
-------------------	-------------	-----------------

Reiner	12/32/CS	Has been involved with the Kings Hedges Neighbourhood Partnership
--------	----------	-------------------------------------------------------------------

### **12/23/CS Minutes**

The minutes of the meeting of the 12<sup>th</sup> January were approved and signed as a correct record.

### **12/24/CS Public Questions (See information below)**

There were no public questions.

### **12/25/CS Charging for enforcement notices or orders under the Housing Act 2004**

#### **Matter for Decision:**

Section 49 of the Housing Act 2004 ("the Act") gives the Council the power to recover all reasonable expenses incurred by them in taking enforcement action under part one of the Act. Preparing and serving enforcement notices can be a time consuming and costly process currently this cost is not recharged to the receipts of notices.

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

The Executive Councillor resolved to:

Approve the policy document as detailed in Annex A of the Officer's report, Charging for Certain Enforcement Action, policy document January 2012, which will introduce a charge of £150:00 per Housing Act 2004 enforcement notice from April 2012.

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

The policy was for cost recovery purposes.

#### **Any alternative options considered and rejected:**

Not Applicable

#### **Scrutiny Considerations:**

Not applicable.

The Executive Councillor for Housing approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

## **12/26/CS New Council House Programme - Barnwell Road**

### **Matter for Decision:**

The report requested approval to redevelop City Homes properties in Barnwell Road as part of the 146 new Council House Programme. A mixed tenure scheme was proposed that would be developed with the Council's new house-builder/developer partner, Keepmoat.

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

The Executive Councillor resolved to:

- I. Approve the property mix and layout of the scheme as detailed in the Officer's report, noting that these are subject to planning approval.
- II. Approve an estimated contract value for the scheme of £940,000.
- III. Approve a further budget of £278,160 to cover Home Loss and cost consultant costs.
- IV. Approve that delegated authority be given to the Director of Customer and Community Services following consultation with the Director of Resources and the Head of Legal Services to seal a Development Agreement with our selected house-builder/developer partner, Keepmoat for the scheme.

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

Approval to take the scheme forward now would allow consultation to begin with tenants with a view to achieving vacant possession by end March 2013. This in turn allows a target date for completion of the new homes by end March 2014.

### **Any alternative options considered and rejected:**

Not Applicable.

### **Scrutiny Considerations:**

The committee received a report for the Head of Strategic Housing regarding the New Council House Programme for Barnwell Road.

In response to a question from the Leaseholder Representative, the Head of Strategic Housing confirmed that the leaseholder effected by the proposal was believed to be a resident leaseholder. They would receive compensation in line with the recently agreed policy.

In response to member question, the following were confirmed:

- I. The unit sizes would mirror the Strategic Analysis of Housing Demand with approximately 50% being 1 or 2 bed units and 50% being 3 bed and larger.
- II. Local factors, such as the supply and demand of certain property types in the vicinity, would be taken into account.
- III. The overarching aim was to maximise the number of affordable properties.
- IV. The mix would vary from site to site.
- V. It was not anticipated that there would be a high demand from existing residents wanting to return following any decant.
- VI. The properties would be built to high standards.
- VII. This was the start of a four-year programme which would encourage the developer to provide a good service.

The Scrutiny Committee considered and endorsed the recommendations in the report by 6 votes to 0.

The Executive Councillor for Housing approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

## **12/27/CS Proposed Refurbishment Of Cambridge Access Surgery**

### **Matter for Decision:**

The report detailed the role of the Cambridge Access Surgery, a primary health care service for homeless people in the city, and its contribution to the Council's strategic response to homelessness and proposals to refurbish the building to facilitate the development of the service.

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

The Executive Councillor resolved to:

Agree a capital grant of up to £100,000 to be drawn from the existing Renewals and Replacements fund to upgrade the facilities at the primary health care service for homeless people at 125 Newmarket Road.

**Reason for the Decision:**

The grant would ensure that the building is fit for purpose to deliver enhanced health care with services expanding to include:

- I. Enhanced substance misuse, mental health and alcohol treatments
- II. Improved access to dental services foot care and eye tests
- III. In house management and treatment of Hepatitis C

**Any alternative options considered and rejected:**

Not applicable.

**Scrutiny Considerations:**

The committee received a report from the Housing Options and Homelessness Manager regarding a grant request for the refurbishment of the Cambridge Access Surgery.

The Scrutiny Committee considered and endorsed the recommendations in the report by 9 votes to 0 (unanimous).

The Executive Councillor for Housing approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

**12/28/CS Homes and Communities Agency (HCA) Framework Delivery Agreement (FDA)**

**Matter for Decision**

In July 2011 Cambridge City Council was successful in securing grant funding from the Homes and Communities Agency (HCA) to build and manage Affordable Housing through a national bidding scheme. The Council was awarded £2,587,500 grant to deliver 146 dwellings before the end of March 2015. This equates to £17,500 per dwelling. The Council are now required to enter into the Framework Delivery Agreement (FDA) with the HCA to receive

this grant funding on a dwelling-by-dwelling basis. Within the FDA are obligations the Council must adhere to.

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

The Executive Councillor resolved to:

- I. Delegate authority to the Director of Customer and Community Services to execute the HCA's Framework Delivery Agreement, committing the Council to the obligations under that agreement.
- II. Give approval for the Head of Strategic Housing to act as the Grant Recipient's Representative within the meaning of the HCA's Framework Delivery Agreement.

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

As detailed in the officer's report.

### **Any alternative options considered and rejected:**

Not applicable.

### **Scrutiny Considerations:**

The committee received a report from the Development Officer regarding the HCA's Framework Delivery Agreement.

The Scrutiny Committee considered and endorsed the recommendations in the report by 9 votes to 0 (unanimously) .

The Executive Councillor for Housing approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

## **12/29/CS Empty Homes Policy 2012**

### **Matter for Decision:**

Making best use of existing homes is a key objective in the Council's Housing Strategy. The Council has a strong commitment to bringing long-term empty homes back into use.

The aims of the Empty Homes Policy are to review existing options and introduce measures that will:

- I. Return long-term empty homes back into use.
- II. Make positive improvements to housing conditions and to the environment.

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

The Executive Councillor for Housing resolved to:

Approve the policy document as detailed in Annex A of the Officer's report, *Empty Homes Policy 2012*.

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

There is a shortage of residential accommodation available in the City in particular a shortage of family accommodation available to buy or rent. Each empty home denies a household somewhere to live and returning empty homes to use has social, environmental and financial benefits.

#### **Any alternative options considered and rejected:**

The Council recognises that there are different options available to owners of empty homes to bring them back into use. The Council will initially work informally with owners to re-use homes however formal enforcement options are available when the informal approach fails.

#### **Scrutiny Considerations:**

The committee received a report from the Team Leader of Private Sector Housing regarding the Empty Homes policy.

The committee made the following comments in response to the report.

- I. Concern was expressed about the resources needed to work with up to 80 property owners at any one time.
- II. Identifying empty homes when full council tax was being paid and the property was furnished would be difficult.
- III. Members had concerns about the differences between owners who were unable, rather than unwilling, to return a property to use.
- IV. The policy appeared to be resource intensive and members questioned it's value for money. The Officer confirmed that there was no dedicated officer and that decisions would have to be taken regarding priorities. However, some quick wins were expected.

- V. Members questioned what happened to any properties that were acquired using this policy and the officer confirmed that they were usually sold on as quickly as possible to enable them to be brought back into use.
- VI. Members requested further information from the Legal Department regarding any profits made from the resale of properties.

The Scrutiny Committee considered and endorsed the recommendations in the report by 6 votes to 0.

The Executive Councillor for Housing approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

## **12/30/CS Guildhall Improvements - project appraisal**

### **Matter for Decision:**

The project appraisal seeks to spend a proportion of the funding set aside for this wider project to improve access and facilities at the Guildhall. Stage one will involve the purchase of a removable disabled wheelchair lift and new demountable, tiered staging; this will leave £54,700 to fund stage two which will cover installation of disabled access to the Guildhall and a range of other related improvements.

### **Decision of Executive Councillor for Arts, Sport and Public Places**

The Executive Councillor resolved to:

#### **Financial recommendations**

Approve the commencement of this scheme, which is already included in the Council's Capital & Revenue Project Plan (SC361).

- I. The total cost of the project is £25,300, funded from use of Reserves.
- II. There are no ongoing revenue implications arising from the project.

#### **Procurement recommendations**

Approve the carrying out and completion of the procurement of replacement tiered staging for the Guildhall stage at a cost of £18,300 and a temporary removable wheelchair lift for the Guildhall Stage at a cost of £7,000. These



items form part of the Guildhall Improvement Project for which a capital sum of £80,000 has been allocated.

- III. Subject to the permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

**Reason for the Decision:**

The aim is to ensure that the Guildhall can continue to be used as a performance space for all sectors of the community, that the facilities offered ally with best practice in terms of disability access and that improvements reflect the history and current use of the building.

**Any alternative options considered and rejected:**

Not applicable

**Scrutiny Considerations:**

No applicable.

The Executive Councillor for Arts, Sport and Public Places approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted).

N/A

**12/31/CS Replacement of Corn Exchange House Lighting**

**Matter for Decision:**

The proposal is to replace the existing lights with a LED lighting system, which is more energy efficient and will therefore lead to a reduction in both running costs and carbon emissions.

**Decision of Executive Councillor for Arts, Sport and Public Places**

The Executive Councillor resolved to:

**Financial recommendations**

- I. Recommend this scheme (which is not included in the Council's Capital & Revenue Project Plan) for approval by Council, subject to resources being available to fund the capital and revenue costs.

- II. The total cost of the project is £40,000, funded from repair and renewal funding and a grant from the Climate Change Fund.
- III. There are no adverse revenue implications arising from the project. The bid to the Climate Change Fund identifies savings from lighting efficiency which when realised will be returned to the Council.

### **Procurement recommendations**

- IV. Approve the procurement of replacement and upgraded house lighting for the Corn Exchange at a total cost of £40,000.
- V. Subject to permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

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

The general house lighting system in the Corn Exchange auditorium needs replacing. The existing system was installed over 15 years ago and is rapidly becoming life expired.

### **Any alternative options considered and rejected:**

As an alternative, the existing lighting system could be replaced on a 'like-for-like' basis, for example with metal halide fittings and tungsten halogen floodlights. This option would be cheaper (est. cost of around £14,000) but would not deliver the ongoing cost and carbon savings that will be achieved through a LED lighting solution.

### **Scrutiny Considerations:**

Not applicable.

The Executive Councillor for Arts, Sport and Public Places approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

## **12/32/CS Review of Neighbourhood Community Planning projects in Abbey, Arbury and Kings Hedges Wards**

### **Matter for Decision:**

The council established 3 Neighbourhood Community Planning (NCP) projects in Abbey, Arbury and Kings Hedges in the late 1990s. The idea behind this approach was to try and address the lack of opportunity for residents in wards with lower levels of income and higher levels of deprivation, to improve

communication, consultation and participation and build a stronger sense of local ownership within these wards.

The report made recommendations about the future funding of the three NCPs for consideration.

### **Decision of Executive Councillor for Community Development and Health**

The Executive Councillor resolved to:

- I. To acknowledge the achievements of the 3 NCP projects;
- II. To note and support the progress and direction for the projects described in paras 5.1 to 5.5 of the Officer's report.
- III. To request officers to consult on and agree with each project a practical development plan which respects the differential positions from which each starts, and safeguards - and if possible expands - their capacity to deliver.
- IV. To report back to the scrutiny committee in the October cycle.

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

The project as an entity has not been formally reviewed since its inception. This report summarised the work of each NCP project since it began, highlighting their considerable success, key achievements and identifying how each NCP aims to continue delivering work in the future.

### **Any alternative options considered and rejected:**

Not applicable.

### **Scrutiny Considerations:**

The committee received a report from the Head of Community Development regarding the review of Neighbourhood Community Planning Project in Arbury, Abbey and Kings Hedges.

In response to the report the committee made the following comments.

- I. The good work achieved to-date was recognised.
- II. The review was not intended to save money.
- III. The three groups would be encouraged to seek independent funding in the future but it was recognised that this might be a long-term aspiration.
- IV. It was recognised and applauded, that the Kings Hedges group had made progress towards independence.

In view of on-going discussions, Councillor Kightley proposed the following amended recommendations:

- To acknowledge the achievements of the 3 NCP projects
- To note and support the progress and direction for the projects described in paras 5.1 to 5.5 of the Officer's report.
- To request officers to consult on and agree with each project a practical development plan which respects the differential positions from which each starts, and safeguards - and if possible expands – their capacity to deliver; to report back to the scrutiny committee in the October cycle.

Members expressed support for the amended recommendations.

The Scrutiny Committee considered and endorsed the amended recommendation by 9 votes to 0 (unanimously).

The Executive Councillor for Community Development and Health approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

## **12/33/CS Cambridge Community Safety Partnership (CCSP) Plan 2011-2014 - 2012 Update**

### **Matter for Decision:**

A draft of the Community Safety Plan 2011-14 (updated for 2012) was presented to the January Community Services Scrutiny Committee for comment. The Community Safety Partnership Board who are the owners of the plan accepted the Committee's suggestion and have incorporated them into the final plan presented as Appendix A of the Officer's report. The final plan is presented for endorsement by the Community Services Scrutiny Committee and the Executive Councillor for Community Safety.

### **Decision of Executive Councillor for Community Development and Health**

The Executive Councillor resolved to:

Endorse the proposed priorities and amendments to the Community Safety Plan 2011-2014 (updated for 2012) agreed by the Community Safety Partnership and set out in section 3.2 of the Officer's report.

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

Cambridge Community Safety Partnership developed a new Plan in April 2011. That plan has been updated for 2012/13 following a Strategic Assessment by the County Research Team. The recommendations in the Strategic Assessment are that the priorities of the Community Safety Plan 2012/13 should remain similar to those in the current plan, that is, reducing:

- I. Alcohol related violent crime
- II. Anti-social behaviour
- III. Repeat victims of domestic violence
- IV. Re-offending

The amendments to the current priorities were discussed at the January Scrutiny Committee.

**Any alternative options considered and rejected:**

Not applicable

**Scrutiny Considerations:**

The committee received a report from the Safer Communities Manager regarding the Cambridge Community Safety Partnership Plan.

The committee expressed support for the priorities.

The Scrutiny Committee considered and endorsed the recommendations in the report by 9 votes to 0 (unanimously).

The Executive Councillor for Community Development and Health approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

**12/34/CS Restorative Justice - Neighbourhood Resolution Panels - Proposal**

**Matter for Decision:**

“Restorative justice” (RJ) is an approach to criminal justice that provides a person who has suffered harm with an opportunity to tell the wrongdoer about the damaging effects of their actions. Some forms of RJ also give the wronged person a say in what the perpetrator can do to make amends. This report outlined a proposed RJ scheme for Cambridge based on the ‘neighbourhood

resolution panel' model . This model is one that promotes a high level of community involvement and has been shown in studies to produce high levels of satisfaction for victims, and agencies making referrals and has reduced re-offending in perpetrators.

The outline scheme proposed here had been developed in partnership with, and has the full support of, the police and other criminal justice system agencies.

### **Decision of Executive Councillor for Community Development and Health**

The Executive Councillor resolved to:

- I. Note of the report attached as Appendix 1 of the Officer's report, which explains the scheme in detail, says what the scheme is intended to achieve, and provides a plan for the implementation of the scheme; and
- II. Endorse the scheme as outlined in the appendix of the Officer's report.

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

As detailed in the Officer's report.

### **Any alternative options considered and rejected:**

Not applicable.

### **Scrutiny Considerations:**

The committee received a report from the Safer Community Section Manager regarding restorative justice. The Director of Customer and Community Services informed members that the proposal had drawn heavily on research from a similar scheme in Sheffield. This scheme had been achieving good results and impressive customer satisfaction levels.

Members made the following comments.

- I. Members were concerned that vulnerable victims might find any suggestions of meeting an offender distressing.
- II. In response to questions, it was confirmed that participation would be voluntary and that staff would be trained to identifying those cases that would be suitable for this approach.
- III. Members asked for an assurance that the new service would not be duplicating a service already provided and funding via the mediation service.
- IV. Concern was expressed over the definition of a neighbourhood. Cambridge is not comparable to Sheffield in terms of size and

interventions at a neighbourhood level could be problematic in a small City.

Officers confirmed that it was envisaged that the restorative justice approach would be used to address lifestyle clashes and low level crimes. It would be an additional tool in the neighbourhood dispute resolution toolbox. It would be solution focused and would be useful in no fault disputes, which were subtly different from cases where one party was clearly in the wrong.

Councillor Bick thanked the committee for their comments. He suggested that while this model had something extra to add to existing provision, the boundaries would be recognised to avoid duplication. Partner agencies would be involved in taking the proposal forward.

The Scrutiny Committee considered and endorsed the recommendations in the report by 6 votes to 0.

The Executive Councillor for Community Development and Health approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

## **12/35/CS City Centre Youth Venue - Consultation and Proposals**

### **Matter for Decision:**

The report set out a proposal to work in partnership with the YMCA to explore options with young people to look at the practicalities of providing a new venue for young people in the centre of Cambridge.

### **Decision of Executive Councillor for Community Development and Health**

The Executive Councillor resolved to:

- I. Agree that the Council should work in partnership with the YMCA to explore options with young people, as set out in section 4 of this report, with the aim of providing a new facility for young people in the centre of Cambridge;
- II. Agree that £80,000 from the East Area Capital Grants Programme be provisionally allocated to the project until firm proposals have been worked up and agreed and costs have been established; and

- III. Appoint three scrutiny members who would provide a sounding board for officers as they take this project forwards with the YMCA.

**Reason for the Decision:**

The Council is committed to prioritising services for children and young people. This commitment was reinforced in January when the outcomes from the review of the Children and Young People's Participation Service (ChYpPS) were reported to this committee.

**Any alternative options considered and rejected:**

Not applicable.

**Scrutiny Considerations:**

The committee received a report from the Head of Community Development regarding the options and practicalities of providing a new venue for young people in the centre of Cambridge.

Councillor Kerr proposed an additional recommendation to read:

- To appoint three scrutiny members who would provide a sounding board for officers as they take this project forwards with the YMCA.

Members welcomed the additional recommendations.

The committee made the following comments.

- I. Young people who are residents of the YMCA who potential have a high level of needs and young people who would be using an entertainment venue were two distinct groups.
- II. They had distinct needs and risk factors which could be problematic in a shared space.
- III. Concerns were expressed about the potential interactions of the two groups.
- IV. Crating two separate spaces, perhaps with separate entrances, was also seen as potentially problematic.
- V. Would parents want their younger teens using a mixed-use venue?
- VI. Members questioned the validity of the survey results, as most respondents were not in the target age group.
- VII. The concerns of local residents needed to be taken into account.

The Head of Community Development confirmed that his team shared the members concerns. The survey respondents were self-selecting. However, demand for this type of venue had been recoded over a long period. He



confirmed that the YMCA managed this type of venue in other locations and that the options was worth considering.

Councillor Bick stated that the proposal was potentially a good idea. However, if the issues of co-existence in the single venue could not be managed to members' satisfaction the proposal would not go ahead. He further confirmed that a dedicated facility was beyond the reach of current resources. Working with a partner agency to share an existing, staffed, facilities was the only viable option at present.

The Scrutiny Committee considered and endorsed the amended recommendations in the report by 8 votes to 0.

The Executive Councillor for Community Development and Health approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

## **12/36/CS Refurbishment of Newmarket Road Cemetery Offices and Reception**

### **Matter for Decision:**

The Cemetery facilities are to be refurbished as detailed in the Officer's report. The refurbishment project is necessary because the area currently used for an office at Newmarket Road Cemetery will need to revert back to being residential accommodation within the Cemetery Lodge.

### **Decision of Executive Councillor for Community Development and Health**

The Executive Councillor resolved to:

- I. Approve the carrying out and completion of the procurement of this project (which is included in the Council's Capital Plan) as outlined at 1.3 of the Officer's report.
- II. If the tender sum exceeds the estimated contract value of £120,000 by more than 15% the permission of the Executive Councillor and Director of Resources will be sought prior to proceeding.

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

The project aims to make effective and efficient use of Council buildings, to improve facilities for those attending funeral services that are using the Chapel, and to improve welfare facilities for staff and visitors to the Cemetery.

**Any alternative options considered and rejected:**

Not applicable.

**Scrutiny Considerations:**

The committee received a report from the Head of Specialist Services regarding the refurbishment of Newmarket Cemetery.

The Scrutiny Committee considered and endorsed the recommendations in the report by 9 votes to 0 (unanimously).

The Executive Councillor for Community Development and Health approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

**12/37/CS New Allotments at Kendal Way**

**Matter for Decision:**

The Executive Councillor is asked to agree that the land at Kendal Way edged red on the attached plan (being no longer required for housing purposes) be appropriated for allotment purposes under section 122(1) of the Local Government Act 1972.

The proposed allotments are off a track from Kendal Way 2, Cambridge, which almost exactly mirrors existing allotments (Kendal Way 1) from another track the opposite side of Kendal Way.

**Decision of Executive Councillor for Arts Sport and Public Places**

The Executive Councillor resolved to:

Agree the conversion of land under Housing Revenue Account ownership into allotments.

**Reason for the Decision:**

To formalise the conversion of land under Housing Revenue Account (HRA) ownership into allotments.

**Any alternative options considered and rejected:**

Not applicable.

**Scrutiny Considerations:**

The committee received a report from the Green Spaces Manager regarding the new allotments provision in Kendal Way

The Scrutiny Committee considered and endorsed the recommendations in the report by 9 votes to (unanimously).

The Executive Councillor for Arts, Sport and Public Places approved the recommendations.

Conflicts of interest declared by the Executive Councillor (and any dispensations granted)

N/A

The meeting ended at 4.01 pm

**CHAIR**

This page is intentionally left blank



## Cambridge City Council

**To:** Executive Councillor for Housing  
**Report by:** Director of Customer and Community Services  
**Scrutiny committee:** COMMUNITY SERVICES 28<sup>th</sup> June 2012  
**Wards affected:** None

### **Project Appraisal and Scrutiny Committee Recommendation**

**Project Name: Housing Advice Service – office refurbishment**

#### **Recommendation/s**

##### **Financial recommendations –**

- The Executive Councillor is asked to approve the commencement of this scheme, which is already included in the Council's Capital & Revenue Project Plan (SC528).
  - The total cost of the project is up to £26,500, funded from the general fund (£10,000 of this has already been approved at Community Services Scrutiny Committee in January 2012). The balance of £16,500 would be funded by a combination of £1,500 from the section's repairs and renewals fund to cover decoration costs and £15,000 from reserves.
  - There are no ongoing revenue implications arising from the project.

##### **Procurement recommendations:**

- The Executive Councillor is asked to approve the carrying out and completion of the procurement of works to refurbish and reconfigure office space on the ground floor at Hobson House to a value of up to £26,500 including architects' fees

- Subject to:
  - The permission of the Director of Resources being sought prior to proceeding if the quotation or tender sum exceeds the estimated contract.
  - The permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

## 1 Summary

### 1.1 The project

Works to refurbish and reconfigure office space on the ground floor at Hobson House to be used to accommodate staff within the Housing Advice Service.

#### Target Dates:

Start of procurement	21 <sup>st</sup> May 2012
Award of Contract	2 <sup>nd</sup> July 2012
Start of project delivery	13 <sup>th</sup> August 2012
Completion of project	17 <sup>th</sup> September 2012

### 1.2 Anticipated Cost

Total Project Cost	£ 26,500
--------------------	----------

## Cost Funded from:

Funding:	Amount:	Details:
Reserves	£25,000	SC528 (£10k already approved Ref C2960 capital bids and funding report to CSSC Jan 12 – appendix H page 2)
Repairs & Renewals	£1,500	<i>From centre 11509</i>
Developer Contributions	£0	
Other	£0	

## Ongoing Revenue Cost

Year 1	£0	There are no additional ongoing revenue costs
Ongoing	£0	N/a

### 1.3 Procurement process

The procurement process will be lead by the Estates and Facilities section. A minimum of three written quotes from an approved list of contractors has been sought.

## 2 Project Appraisal & Procurement Report

### 2.1 Project Background

Following a restructure, the Housing Options and Homelessness section will become the Housing Advice Service from 2<sup>nd</sup> July onwards. Currently the section is split into 3 teams – Choice Based Lettings, Housing Options and Advice and Homelessness Service Development. The restructure will dispense with separate teams, more generic roles have been created and all staff will come together under one service.

During the course of the 30-day consultation period on the restructure proposals, members of staff expressed a strong and widely-held view that all staff in the new structure should be sited in one office area. With the inclusion of the new Housing Advice Service Manager, staff are currently sited in 4 different office spaces. Even with the existing structure there is a feeling that liaison between teams is not as effective as it might be because of the dispersed nature of the office accommodation.

The Head of Housing Strategy has been supportive of the proposals to site the service in one, largely open plan, space and submitted a capital bid for £10,000 as part of the Housing Portfolio Budget 2012-13, which was approved at Community Services Scrutiny Committee in January 2012 (Ref C2960 capital bids and funding report to CSSC Jan 12 – Item 6 appendix H page 153).  
<http://mgsqimh01/documents/g530/Public%20reports%20pack%2012th-Jan-2012%2013.30%20Community%20Services%20Scrutiny%20Committee.pdf?T=10>

City Council architects have devised a series of plans to meet the requirement to accommodate all members of staff in the service in the area currently occupied by the Housing Options and Advice Team and the CBL Team respectively. An initial estimate was sought on the first draft and this came in at £23,586, not inclusive of architects' fees. There will now be a requirement to seek three written quotes for the works.

The preferred option (option 'D') to refurbish the existing office space is contained at appendix B (separate pdf document). The architect has advised that all options will have a similar cost. Finance has been consulted, as has the Corporate Project Manager, who is leading on the Council's Office Accommodation Strategy. The Corporate Project Manager supports the proposals to make the alterations outlined in this paper and the principles behind the change while the Housing Advice Service continues to occupy Hobson House. All council buildings, including Hobson House, are subject to review as part of the Office Accommodation Strategy. Hobson House is leased on a peppercorn rent by the Council United Charities. The review of the future use of Hobson House as office accommodation will focus on whether it is fit for purpose as a 21st century office and whether the Council is likely



to continue to occupy the building into the longer term. However, any decisions about future changes are not expected to be implemented in the in the shorter term.

The Technical Services Manager has approved the plans both for the long term refurbishment and for temporary decant plans.

## **2.2 Aims & objectives**

The Housing Advice Service aims to support the Council's objective to create *a city, which recognises and meets needs for housing of all kinds – close to jobs and neighbourhood facilities* by aiming:

- To develop an enhanced housing options service offering holistic solutions to our customers, with a key focus on making the best use of housing stock, increasing the use of the private rented sector as a housing option and tackling 'worklessness' and debt
- To work with internal and external partners to provide inclusive and accessible services, which empower people to find ways to address their housing needs and/or prevent homelessness

Moving all members of staff who work within this service into a single office space will help to support these objectives more effectively by:

- Enabling staff to share casework information in a common office space - this is particularly beneficial when attempting to deliver successful homeless preventions. Service users will be talking to advisors about their position on the housing register and will often mention details, which will trigger homelessness prevention investigation and action.
- Allowing the service to liaise with external partners in a more cohesive way - work with single homelessness agencies and service users has, to date, been dealt with quite separately from our statutory functions. Although the reasons are just as much about legislation as physical office space, there is no distinct

line between the two and these groups cross over. Liaison between our Housing Advice Service and partner agencies delivering homelessness services will concern both operational and strategic matters and it, therefore, makes sense for the office environment to be conducive to ensuring that operational and strategic officers within the service have a greater awareness of the full range of work we are doing with our partners.

- The new Housing Advice Service introduces a new role, Assessment and Support Officers, who will support all parts of the section. They will play a key role in the running of the service and it is far more efficient for them to be able to liaise with all officers within one single office space.
- Some of the existing office space is located close to the Customer Service Centre (CSC) but CSC officers still need to move between office areas when liaising with staff, often with customers waiting in the reception area. The creation of one single office space will serve to improve front line communication significantly.

### **2.3 Summarise key risks associated with the project**

The key risks if the project takes place are:

Risk of overrun on building works – the impact will be that the service suffers from minor disruption. One of the advantages of the location of the designated office space is the opportunity for close liaison with the Customer Service Centre (CSC)

Mitigation: Close liaison with the CSC during this period and clear communication with other internal partners who may liaise with officers in the Housing Advice Service – telephone number transfers to be organised via SERCO.

Risk of transgressing listed building guidelines

Mitigation: The Senior Conservation and Design Officer has been consulted throughout and the plans have been drawn up in line with his advice.

Risk of cost exceeding £26,500

Mitigation: Guide price of £20,000 to be set by the architect in procurement documentation

The key risks of the project not taking place are:

Much greater risk that the service will remain disjointed and that important communications around homelessness prevention or customer casework will not flow as naturally as it would in an open plan office environment

The Housing Advice Service Manager, Housing Advice Partnerships Manager and Policy and Performance Officer will remain isolated from staff in the section as there is currently no identified space available within existing office accommodation and the remaining members of staff will be split between two enclosed offices spaces. This will provide considerable limitations in meeting the objective to provide a single cohesive service.

The service to the customer will be undermined if the conditions for CSC/Housing Advice liaison are not improved.

## 2.4 Financial implications

Appraisal prepared on the following price base: 2012/13

## 2.5 Capital & Revenue costs

<b>(a) Capital</b>	<b>£</b>	<b>Comments</b>
Building contractor / works	23,750	
Purchase of vehicles, plant & equipment	N/a	
Professional / Consultants fees	2,750	Estimated architects' fees
IT Hardware/Software	0	
Other capital expenditure	0	
<b>Total Capital Cost</b>	<b>26,500</b>	

<b>(b) Revenue</b>	<b>£</b>	<b>Comments</b>
Maintenance	0	
R&R Contribution	0	Existing R&R funds contribution levels will be sufficient for the revised office space
Developer Contributions	0	
<b>Total Revenue Cost</b>	<b>0</b>	

## 2.6 VAT implications

Hobson House is leased to the Council at a peppercorn rent from United Cambridge Charities. There are no service charges and the Council does not receive an income from any third party for Hobson House. Therefore, there are no VAT implications.

## 2.7 Environmental Implications

Climate Change impact	
-----------------------	--

Nil – the proposed works are relatively minor and will not affect the climate change rating of the building

## 2.8 Other implications

The office accommodation currently includes the only disabled toilet in Hobson House. The plan is to retain this toilet and ensure that access to it is unhindered. If these proposals change the Technical Services Manager will be consulted to ensure that he is satisfied that there are adequate WC facilities and access to those facilities available throughout Hobson/Mandela House.

## 2.9 Staff required to deliver the project

Additional assistance will be required from SERCO and Estates and Facilities to ensure that staff are successfully decanted from the existing office space while the works are carried out.

## 2.10 Dependency on other work or projects

Not applicable

## 2.11 Background Papers

- *Quote from approved contractor, Richard Jasny*
- *Draft reconfiguration plan for office space - architect's drawings – at appendix B (separate pdf document)*

## 2.12 Inspection of papers

Author's Name	David Greening
Author's phone No.	01223 457997
Author's e-mail:	david.greening@cambridge.gov.uk
Date prepared:	25.5.12

## Capital Project Appraisal - Capital costs &amp; funding - Profiling

## Appendix A

**DOUBLE CLICK TO ACTIVATE THE SPREADSHEET**

**Make sure year headings match start date ...**

	2012/13	2013/14	2014/15	2015/16	2016/17	Comments
	£	£	£	£	£	
<b>Capital Costs</b>						
Building contractor / works	23,750					
Purchase of vehicles, plant & equipment						
Professional / Consultants fees	2,750					
Other capital expenditure:						
<i>insert rows as needed</i>						
<b>Total Capital cost</b>	<b>26,500</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Capital Income / Funding</b>						
Government Grant						
Developer Contributions						
R&R funding	1,500					from 11509
Earmarked Funds						
Existing capital programme funding	10,000					SC528
Revenue contributions						
<b>Total Income</b>	<b>11,500</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Net Capital Bid</b>	<b>15,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	



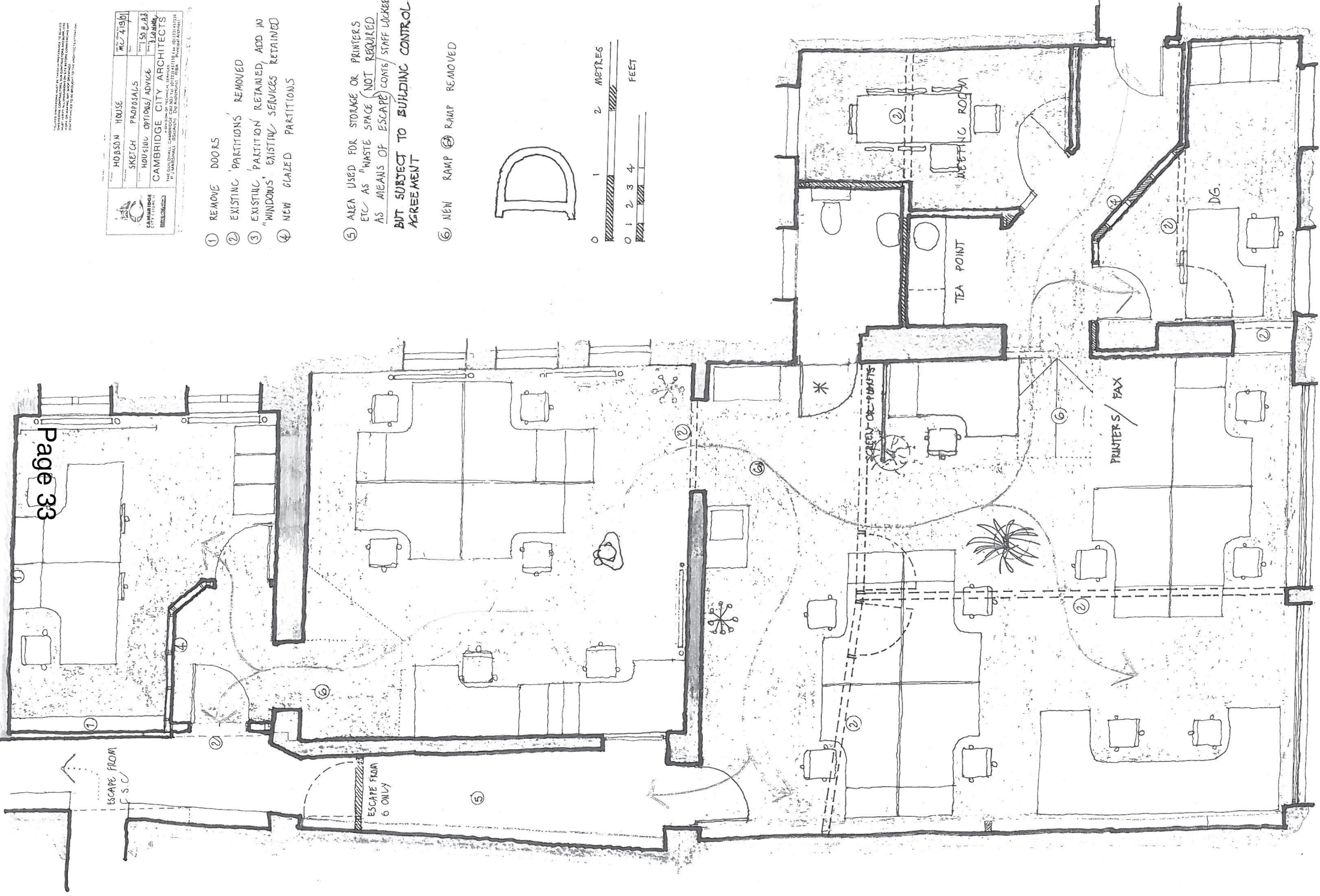
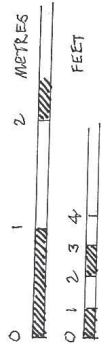
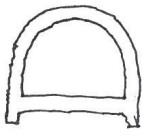
This page is intentionally left blank



Cambridge City Architects  
 100 GARDEN STREET, CAMBRIDGE CB2 3DQ  
 TEL: 01223 353999  
 WWW.CAMBRIDGE-CITY-ARCHITECTS.CO.UK

PROJECT	HOBBSON HOUSE	DATE	MAR 14 2011
TYPE	SKETCH PROPOSALS		
CLIENT	HOUSING OPTIONS/ADVICE	REF	LSO 0283
ARCHITECT	CAMBRIDGE CITY ARCHITECTS		
THE NATIONAL CAMBRIDGE AND SOUTH CAMBRIDGE LOCAL AUTHORITY 100 GARDEN STREET, CAMBRIDGE CB2 3DQ TEL: 01223 353999 WWW.CAMBRIDGE-CITY-ARCHITECTS.CO.UK			

- ① REMOVE DOORS
- ② EXISTING PARTITIONS REMOVED
- ③ EXISTING PARTITION RETAINED, ADD IN "WINDOWS" EXISTING SERVICES RETAINED
- ④ NEW GLAZED PARTITIONS
- ⑤ AREA USED FOR STORAGE OR PRINTERS ETC AS "WASTE SPACE" (NOT REQUIRED AS MEANS OF ESCAPE) CONTS/STAFF LOCKER BUT SUBJECT TO BUILDING CONTROL AGREEMENT
- ⑥ NEW RAMP RAMP REMOVED



This page is intentionally left blank



To Executive Councillor for Housing: Councillor Catherine Smart  
Report Director of Customer & Community Services, Director of  
by Environment, Director of Resources  
Relevant Scrutiny Community Services 26 June 2012  
Committee

## **2011/12 Revenue and Capital Outturn, Carry Forwards and Significant Variances**

### **Not a Key Decision**

### **1. Executive Summary**

1.1 This report presents a summary of the 2011/12 outturn position (actual income and expenditure) for services within the Housing portfolio, compared to the final budget for the year. The position for revenue and capital is reported and variances from budgets are highlighted, together with explanations. Requests to carry forward funding arising from certain budget underspends into 2012/13 are identified.

### **2. Recommendations**

The Executive Councillor is recommended:

- a) To agree which of the carry forward requests, totalling £128,260 as detailed in Appendix C, are to be recommended to Council for approval.
- b) To seek approval from Council to rephase capital expenditure of £1,074,000 from 2011/12 into 2012/13, in respect of the balance of investment required to create the Assessment Centre on East Road, as detailed in Appendices D and E.
- c) To seek approval from Council to carry forward net capital resources to fund rephased capital spending of £5,372,000 between 2011/12 and 2012/13, in relation to investment in the Housing Revenue Account, as part of the Housing Capital Investment Plan, as detailed in Appendices D and E and the associated notes, with the resulting need to increase the use of revenue funding of capital expenditure by £1,149,000 in 2012/13.

- d) To seek approval from Council to rephase the use of £68,000 of developer contributions for affordable housing, from 2011/12 to 2012/13, to assist in funding the re-development of the Seymour Court / Street site to deliver 20 units of affordable housing.

### 3. Background

#### Revenue Outturn

- 3.1 The outturn position for the Housing portfolio, compared to final revenue budget, is presented in detail in Appendix A.
- 3.2 Appendix B to this report provides explanations of the main variances.
- 3.3 Appendix C sets out the final list of items, for this service portfolio, for which approval is sought to carry forward unspent budget from 2011/12 to the next financial year, 2012/13.
- 3.4 The overall revenue budget outturn position for the Housing portfolio is set out in the table below:

<b>Housing Portfolio 2011/12 Revenue Summary</b>	<b>£</b>
Final Budget	2,936,530
Outturn	2,826,942
Variation – (Under)/Overspend for the year	(109,588)
Carry Forward Requests:	128,260
Net Variance	18,672

The variance represents 0.64% of the overall portfolio budget for 2011/12.

#### Capital Outturn

- 3.5 Appendix D shows the outturn position for schemes and programmes within the Housing portfolio, with explanations of variances.

- 3.6 An overall underspend of £6,577,000 has arisen, all of which relates to spend on the capital schemes covered by the Housing Capital Investment Plan.
- 3.7 Appendix E provides more detail for the capital schemes covered by the Housing Capital Investment Plan (Housing Revenue Account and Housing General Fund schemes funded from HRA resources).
- 3.8 Appendix E summarises the outturn position for the Housing Capital Investment Plan and the associated notes give brief explanations of the variances. A net underspend of £6,577,000 is evident, combining overspending in areas such as kitchens, bathrooms, central heating and boiler installations, with the requirement to carry forward £6,471,000 of rephased expenditure in capital schemes between 2011/12 and 2012/13, predominantly in relation to investment in the creation of an assessment centre (£1,074,000), investment in decent homes in our own stock (£1,144,000), other investment in HRA stock (£1,980,000), new build affordable housing (£688,000), Cambridge Standard works (£306,000), the refurbishment of and other works to the authority's sheltered schemes (£1,226,000) and other HRA capital investment (£53,000). Net re-phasing from 2011/12 into 2012/13 will be marginally reduced, to £6,446,000, as a direct result of incurring £25,000 of expenditure in relation to the development of Latimer Close earlier than anticipated.
- 3.9 Permission is also sought to re-phase the use of both direct revenue funding of capital expenditure from the Housing Revenue Account and developers contributions for affordable housing, to finance the re-phased capital expenditure identified in paragraph 3.8.
- 3.10 Both right to buy and other land related receipts were greater than anticipated in 2011/12, with 12 dwellings sold during the year.

#### **4. Implications**

- 4.1 The net variance from final budget, after approvals to carry forward £128,260 budget from 2011/12 to the next financial year, 2012/13, would result in an increased use of General Fund reserves of £18,672.

4.2 In relation to anticipated requests to carry forward revenue budgets into 2012/13 the decisions made may have a number of implications. A decision not to approve a carry forward request will impact on officers' ability to deliver the service or scheme in question and this could have staffing, equal opportunities, environmental and/or community safety implications.

## 5. Background Papers

These background papers were used in the preparation of this report:

- Closedown Working Files 2011/12
- Directors Variance Explanations – March 2012
- Capital Monitoring Reports – March 2012
- Budgetary Control Reports to 31 March 2012

## 6. Appendices

- Appendix A - Revenue Budget 2011/12 - Outturn
- Appendix B - Revenue Budget 2011/12 - Major Variances from Final Revenue Budgets
- Appendix C - Revenue Budget 2011/12 - Carry Forward Requests
- Appendix D - Capital Budget 2011/12 - Outturn
- Appendix E – Housing Capital Investment Plan 2011/12 – Outturn
- Appendix E Notes – Notes to the Housing Capital Investment Plan

## 7. Inspection of Papers

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

Authors' Names: Julia Hovells; Karen Whyatt  
Authors' Phone Numbers: Telephone: 01223 – 457822; 01223 - 458145;  
Authors' Email: [julia.hovells@cambridge.gov.uk](mailto:julia.hovells@cambridge.gov.uk)  
[karen.whyatt@cambridge.gov.uk](mailto:karen.whyatt@cambridge.gov.uk)

## Housing Portfolio / Community Services Scrutiny Committee

## Revenue Budget - 2011/12 Outturn

Service Grouping	Original Budget £	Final Budget £	Outturn	Variation Increase / (Decrease) £	Carry Forward Requests - see Appendix C £	Net Variance £
<b>Housing General Fund</b>						
<b>Housing Strategy, Development, Housing Aid/ Needs</b>						
Strategic Housing Overheads	0	965,980	1,012,137	46,157	0	46,157
Homelessness Costs	155,060	155,060	178,998	23,938	0	23,938
Housing Aid	445,810	324,120	316,545	(7,575)	0	(7,575)
Choice Based Lettings	76,150	(29,780)	(33,874)	(4,094)	0	(4,094)
Choice Based Lettings (Scheme Costs)	42,980	42,980	42,717	(263)	0	(263)
RSL Partnership Project	0	13,270	10,132	(3,138)	0	(3,138)
125 Newmarket Road - Revenue costs	(3,910)	5,300	16,979	11,679	0	11,679
Single Homeless / Rough Sleepers	138,320	128,110	128,863	753	0	753
Anti Social Behaviour	66,140	70,650	69,463	(1,188)	0	(1,188)
Housing Strategy	126,440	68,000	70,377	2,377	0	2,377
Growth - Community Services	91,180	46,290	39,097	(7,193)	0	(7,193)
Travellers	0			0	0	0
Rough Sleepers Strategy	0	94,100	(6,347)	(100,447)	100,440	(7)
Development	132,520	88,770	104,039	15,269		15,269
	<b>1,270,690</b>	<b>1,972,850</b>	<b>1,949,126</b>	<b>(23,724)</b>	<b>100,440</b>	<b>76,716</b>
<b>Private Sector Housing Renewal/ Voluntary Sector</b>						
Home Aid	151,940	84,450	16,554	(67,896)	20,000	(47,896)
Grants to Housing Agencies	167,380	165,380	163,840	(1,540)	0	(1,540)
	<b>319,320</b>	<b>249,830</b>	<b>180,394</b>	<b>(69,436)</b>	<b>20,000</b>	<b>(49,436)</b>
<b>Miscellaneous Housing</b>						
Bermuda Road Garages	(7,620)	(7,620)	(7,150)	470	0	470
Racial Harassment	48,200	28,020	28,418	398	0	398
Supporting People	4,720	4,720	0	(4,720)	0	(4,720)
Contribution to / from HRA	350,940	323,940	329,965	6,025	0	6,025
	<b>396,240</b>	<b>349,060</b>	<b>351,233</b>	<b>2,173</b>	<b>0</b>	<b>2,173</b>
<b>Total Housing General Fund</b>	<b>1,986,250</b>	<b>2,571,740</b>	<b>2,480,753</b>	<b>(90,987)</b>	<b>120,440</b>	<b>29,453</b>
<b>Environment - Refuse and Environment</b>						
Housing Standards	510,670	272,050	268,587	(3,463)	7,820	4,357
Property Accreditation	42,690	44,010	42,632	(1,378)	0	(1,378)
Energy Officer	50,390	63,440	49,756	(13,684)	0	(13,684)
Miscellaneous Licensing - Housing	22,470	(14,710)	(14,786)	(76)	0	(76)
<b>Total Environment</b>	<b>626,220</b>	<b>364,790</b>	<b>346,189</b>	<b>(18,601)</b>	<b>7,820</b>	<b>(10,781)</b>
<b>Total Net Budget</b>	<b>2,612,470</b>	<b>2,936,530</b>	<b>2,826,942</b>	<b>(109,588)</b>	<b>128,260</b>	<b>18,672</b>

## Housing Portfolio / Community Services Scrutiny Committee

### Revenue Budget 2011/12 - Major Variances from Final Revenue Budgets

Service Grouping	Reason for Variance	Amount £	Contact
<b>Customer &amp; Community Services - Housing Strategy, Development, Housing Aid / Needs, Private Sector Housing and Miscellaneous Housing</b>			
CLG Homelessness Grant	Underspending in DCLG Homelessness Grant for 2011/12, with some further expenditure committed, but not realised in respect of meeting identified priorities in homelessness prevention and support. The DCLG grant totalled £575,470 for 2011/12 and is part of a 4 year settlement for the spending review period. Local authorities are free to carry over underspent sums between financial years. A carry forward of this external grant balance is requested to allow use of the monies in line with DCLG expectations and existing commitments in respect of homelessness prevention work and support activity to be fully met.	(100,447)	D Greening
Home Aid	Underspending in 2011/12 was predominantly associated with the creation of a Shared HIA Service with South Cambridgeshire and Huntingdonshire District Councils. Fee income was over-achieved as fees were claimed on all work in progress by each authority before transfer of services. Not all of the costs of restructure have been fully met, with the need to carry forward £20,000, identified to meet redundancy costs, into 2012/13 when the cost will be incurred.	(67,896)	D Irving
Strategic Housing Overheads	Overhead costs were greater than anticipated as the charges for Legal Services have been changed from a historic Service Level Agreement to an actual time-recording basis for 2011/12 so, although these charges have been met from Council budgets overall, there may be variances within individual services and in this case the charges appear as a budget variance of £51,670. This is partially offset by underspending in other general overheads.	46,157	A Carter
Homelessness Costs	Spending on bed and breakfast provision was higher than anticipated in 2011/12, despite the introduction of alternative provision using our own housing stock. Spending at the higher level was due to a marked increase in people presenting as homeless.	23,938	D Greening
Minor Variations		7,261	
<b>Total</b>		<b>(90,987)</b>	
<b>Environment - Refuse and Environment</b>			
Minor Variations		(18,601)	
<b>Total</b>		<b>(18,601)</b>	
<b>Total for Housing Portfolio / Community Services Scrutiny Committee</b>		<b>(109,588)</b>	



## Housing Portfolio / Community Services Scrutiny Committee

### Revenue Budget 2011/12 - Carry Forward Requests

Request to Carry Forward Budgets from 2011/12 into 2012/13 and future years

Item		Request £	Contact
	<b>Director of Customer &amp; Community Services</b>		
1	CLG Homelessness Grant - A carry forward of this external grant balance is requested to allow existing commitments in respect of homelessness prevention work and support activity to be fully met. This grant is no longer ring-fenced, but local authorities are strongly encouraged to utilise the resource for the purpose it was awarded.	100,440	D Greening
2	Following the creation of a new Shared HIA Service with South Cambridgeshire and Huntingdonshire District Councils, a resulting restructure will incur redundancy costs, which will not now be realised until early in 2012/13.	20,000	A Carter
	<b>Director of Environment</b>		
3	A carry forward of the underspend of the Housing Management Orders budget to 2011/12 is requested in order to carry out CPO work, if necessary, next year.	7,820	R Lord
	<b>Total Carry Forward Requests for Housing Portfolio / Community Services Scrutiny Committee</b>	<b>128,260</b>	

## Housing Portfolio / Community Services Scrutiny Committee

## Capital Budget 2011/12 - Outturn

Capital Ref	Description	Lead Officer	Original Budget £000	Final Budget £000	Outturn £000	Variance - Outturn compared to Final Budget £000	Re-phase Spend £000	Over / (Under) Spend £000	Variance Explanation / Comments
SC163	Compulsory Purchase Orders (CPOs)	R Lord	400	0	0	0	0	0	Currently no properties are prioritised for CPO action. Revising policy and reviewing long term vacants.
SC386	HMOs - Management Orders	R Lord	50	0	0	0	0	0	No properties are currently identified for action. Basis of protocol agreed with City Homes who will manage properties where action is taken
SC414	Property Accreditation Scheme	J Dicks	65	72	72	0	0	0	
	<b>Total Projects</b>		<b>515</b>	<b>72</b>	<b>72</b>	<b>0</b>	<b>0</b>	<b>0</b>	
PR001	Housing Capital Investment Programme	J Hovells	13,930	19,321	12,744	(6,577)	6,446	(131)	See Appendix E and associated notes in respect of the Housing Capital Investment Plan
	<b>Total Programmes</b>		<b>13,930</b>	<b>19,321</b>	<b>12,744</b>	<b>(6,577)</b>	<b>6,446</b>	<b>(131)</b>	
	<b>Total for Housing</b>		<b>14,445</b>	<b>19,393</b>	<b>12,816</b>	<b>(6,577)</b>	<b>6,446</b>	<b>(131)</b>	

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

- rephased capital spend from the previous financial year
- rephased capital spend into future financial periods
- approval of new capital programmes and projects

and are detailed and approved:

- in the June committee cycle (outturn reporting and carry forward requests)
- in September (as part of the Medium Term Strategy (MTS))
- in the January committee cycle (as part of the budget setting report)

## 2011/12 Housing Capital Investment Plan - HRA &amp; GF

	Original Budget £000's	Current Budget £000's	Outturn £000's	Variance £000's	Re-phase Spend £000's	Notes	2012/13 £000's
<b>General Fund Housing Capital Spend</b>							
Investment in Affordable Housing	0	0	0	0	0		0
Other General Fund Housing	2,977	3,557	2,397	(1,160)	1,074	1	1,876
<b>Total General Fund Housing Capital Spend</b>	<b>2,977</b>	<b>3,557</b>	<b>2,397</b>	<b>(1,160)</b>	<b>1,074</b>		<b>1,876</b>
<b>HRA Capital Spend</b>							
Decent Homes Programme	4,907	5,806	4,337	(1,469)	1,144	2	10,198
Other Spend on HRA Stock	3,029	3,550	2,003	(1,547)	1,980	3	5,190
HRA New Build	1,047	1,771	1,103	(668)	663	4	5,751
Cambridge Standard Works	200	455	140	(315)	306	5	506
Sheltered Housing Capital Investment	1,440	3,780	2,557	(1,223)	1,226	6	4,450
Other HRA Capital Spend	330	402	207	(195)	53	7	952
<b>Total HRA Capital Spend</b>	<b>10,953</b>	<b>15,764</b>	<b>10,347</b>	<b>(5,417)</b>	<b>5,372</b>		<b>27,047</b>
<b>Total Housing Capital Spend</b>	<b>13,930</b>	<b>19,321</b>	<b>12,744</b>	<b>(6,577)</b>	<b>6,446</b>		<b>28,923</b>
<b>Housing Capital Resources</b>							
Right to Buy Receipts	(327)	(344)	(488)	(144)	0	8	0
Other Capital Receipts (Land and Dwellings)	0	0	(37)	(37)	0	8	0
MRA / MRR	(5,119)	(5,119)	(5,119)	0	0		(7,673)
Client Contributions	0	0	(63)	(63)	0	9	0
Direct Revenue Financing of Capital	(2,021)	(2,972)	(1,823)	1,149	(1,149)	10	(10,482)
Other Capital Resources (Grants / Shared Ownership / Loan Repayments)	(562)	(611)	(437)	174	0	11	(3,769)
Section 106 (Affordable Housing)	(331)	(331)	(158)	173	(68)	12	(68)
Prudential Borrowing	0	(283)	(283)	0	0		0
<b>Total Housing Capital Resources</b>	<b>(8,360)</b>	<b>(9,660)</b>	<b>(8,408)</b>	<b>1,252</b>	<b>(1,217)</b>		<b>(21,992)</b>
<b>Net (Surplus) / Deficit of Resources</b>	<b>5,570</b>	<b>9,661</b>	<b>4,336</b>	<b>(5,325)</b>			<b>6,931</b>
<b>Capital Balances b/f</b>	<b>(13,794)</b>	<b>(13,794)</b>	<b>(13,794)</b>				<b>(9,877)</b>
<b>Use of / (Contribution to) Balances in Year</b>	<b>5,570</b>	<b>9,661</b>	<b>4,336</b>	<b>(5,325)</b>			<b>6,931</b>
Ear-Marked for Future Investment in HRA stock	0	0	0	0			0
Ear-Marked for Future Investment in Affordable Housing	(903)	(903)	(419)	484		13	(484)
<b>Capital resources remaining to fund future Housing Investment Programme</b>	<b>(9,127)</b>	<b>(5,036)</b>	<b>(9,877)</b>	<b>(4,841)</b>			<b>(3,430)</b>

### Notes to the Housing Capital Investment Plan

Note	Reason for Variance
1	<p>The underspending of £1,160,000 is a combination of lower demand than anticipated in respect of Disabled Facilities Grants and Private Sector Housing Grants and Loans (£66,000), no requirement for use of the funding to tackle unfit housing in the private sector and underspending against the profile to date for the creation of the Assessment Centre on East Road (£1,074,000)</p> <p>Work to create the Assessment Centre is now nearing completion, with a request to rephase £1,074,000 of resource into 2012/13, to meet a revised anticipated practical completion date of June 2012.</p>
2	<p>Overspending predominantly in kitchens, bathrooms and heating installations due to the work package given to the new planned maintenance contractor for the first year of the contract from July 2011. Overspending was more than offset by underspending in other areas of the decent homes programme, where re-phasing of resources is required to allow completion the annual programme to July 2012, which currently spans two financial years. This includes re-phasing in respect of PVCU (£33,000), re-wiring (£47,000), re-roofing works (£144,000), roof structures (£80,000), door (£163,000) wall finishes (£447,000), energy works (£8,000), damp works (£4,000), sulphate works (£102,000) and health and safety standard works (£116,000).</p>
3	<p>Re-phasing is requested in relation to garage improvement works (£16,000), tenants incentive schemes (£7,000), hard surfacing works on HRA land (£62,000), hard surfacing works for recycling areas (£198,000), works to communal flooring (£176,000), works to balconies (£460,000), works to the laundry at Hanover Court (£3,000), asbestos removal (£60,000), lifts (£13,000) and disabled adaptations (£46,000), where works had begun but not been completed by 31st March 2012 due to implementation of a new contractor and a change in contract year. Resources of £939,000 are also required to be re-phased in respect of fire safety works, where a large proportion of the works will be carried out by the secondary planned maintenance contractor.</p>
4	<p>Resources of £554,000 are requested to be re-phased into 2012/13 in respect of the project to re-develop the Seymour Court site, where work was delayed while vacant possession of the site was achieved. Resources of £114,000 are requested to be carried forward in respect of the redevelopment of the Roman Court site, where preliminary works and discussions with a registered provider are progressing well. Re-phasing of the final fees and retention sums due in respect of the new build dwellings in Church End and Teversham Drift is also required, with £16,000 and £4,000 required respectively. The above is partially offset by the authority incurring up front costs in respect of Latimer Close, where £25,000 of resource was required earlier than profiled, with less now needed in 2012/13.</p>
5	<p>Approval was given for the 2010/11 and 2011/12 Cambridge Standard allocations to be spent on a variety of environmental and parking projects across the city. Some of these projects are yet to be completed and resources of £306,000 are requested to be carried forward into 2012/13 to allow this to take place.</p>

6	<p>Re-phasing of £508,000 in respect of the refurbishment of Brandon Court is requested to allow completion of the scheme in early 2012/13. The remaining allocation for upgrading the emergency alarm systems in sheltered schemes (£96,000) and the final sum for residual works to Talbot House (£4,000) are also requested to be carried forward into 2012/13. Initial funding in respect of the refurbishment of Ditchburn Place, profiled to be spent in 2011/12, is now required to be re-phased in part (£618,000) into 2012/13. This will allow an appropriate decision to be made in respect of the refurbishment of the scheme following a period of planning and option appraisal, taking into consideration any potential alternative use for the site if required.</p>
7	<p>Capital resources of £38,000, identified to meet the costs of upgrading the hardware and software that deploys the Orchard Housing Management Information System to pc's and the server associated with the reporting software that operates alongside, were not fully spent in 2011/12, with a requirement to re-phase £21,000 into 2012/13 to complete both projects.</p> <p>Resources of £32,000 are also requested to be rephased to complete the work to convert ECCHO House, an ex-estate office which has been let for many years generating minimal return, into a dwelling that can be let within the HRA as an affordable housing unit.</p>
8	<p>Capital receipts from right to buy sales were higher than anticipated, with 12 properties sold during 2011/12. Unanticipated receipts of £37,000 were also received, in respect of the granting of an easement over housing land.</p>
9	<p>Income was due from leaseholders in 2011/12 in relation to their share of the cost of major improvements undertaken as part of the decent homes programme (£28,000) and was also received from private residents in relation to contributions towards, or repayments of, private sector housing repair grants (£33,000). Other small sums of unanticipated income totalling £2,000 were also received in year.</p>
10	<p>Due to slippage in the housing capital plan in 2011/12, the use of revenue funding for capital purposes was significantly less than anticipated. A request to increase the use of revenue funding of capital expenditure in 2012/13 by the £1,149,000 not required in 2011/12, will ensure that there is sufficient funding to meet the rephased expenditure requested above.</p>
11	<p>The authority was able to retain less resource in respect of shared ownership sales than anticipated in 2011/12, with both staircasing payments (sales of additional property shares) and the outright sale of the balance of any share owned by the Council to the resident, being required to be paid to CLG as part of the capital receipts pooling arrangements.</p>
12	<p>Due to the need to repay an element of the interest relating to a developer contribution during 2011/12, funding available to be re-phased into 2012/13 will be less than anticipated, with £68,000 anticipated to be used towards the cost of the Seymour Court development, where the scheme has been delayed while vacant possession of the site was achieved.</p>
13	<p>The reduced level of resource ear-marked for future investment in affordable housing remains committed to meet the cost of the redevelopment of the Seymour Court / Street site to deliver 20 units of additional affordable housing. The current resource is anticipated to be fully utilised by the completion of this project.</p>

This page is intentionally left blank



To: Executive Councillor for Housing (and Deputy Leader): Councillor Catherine Smart  
Report by: Liz Bisset, Director of Customer & Community Services  
Relevant scrutiny committee: Community 28/6/2012 Services Scrutiny Committee  
Wards affected: All Wards

## TENANCY STRATEGY Key Decision

### 1. Executive summary

- 1.1 This report seeks approval for a Tenancy Strategy which Registered Providers (RPs) of housing operating in Cambridge must have regard to in deciding: the type of tenancies to offer; the circumstances in which they will offer a tenancy of a particular kind; the length of any fixed term tenancy; and the circumstances in which they will grant a new tenancy when a fixed term tenancy comes to an end.
- 1.2 Having a Tenancy Strategy is a legal requirement under the Localism Act, to be developed in the context of the new national Affordable Rents regime, and new flexibilities available to RPs to offer fixed term rather than lifetime tenancies.

### 2. Recommendations

- 2.1 The Executive Councillor is recommended:
  - 2.1.1 To approve the Tenancy Strategy for Cambridge

### 3. Background

#### 3.1 National Policy Context

- 3.1.1 In the past, Registered Providers (RPs) of housing (including Housing Associations and stock-holding Local Authorities) have been required to let

their rented homes with long-term security of tenure, at a rent level calculated according to a nationally prescribed formula.

3.1.2 A new form of Affordable Housing tenure has now been introduced, known as Affordable Rent. Affordable Rent levels are to be set at up to 80% of local market rents, with the additional revenue raised from these increased rents to be invested in new Affordable Housing. To access Affordable Housing grant from the Homes and Communities Agency (HCA), RPs will be required to let the new grant-funded homes at Affordable Rents. Existing homes may also be converted to Affordable Rent when they are re-let, subject to agreement with the HCA.

3.1.3 New flexibilities have also been introduced to enable RPs to offer fixed term tenancies, rather than being required to give tenants lifetime security of tenure.

3.1.4 In this context, the Localism Act 2011 requires each local authority, in its strategic housing role, to have a Tenancy Strategy setting out the issues which Registered Providers operating in the local area must have regard to when deciding: the type of tenancies to offer; the circumstances in which they will offer a tenancy of a particular kind; the length of any fixed term tenancy; and the circumstances in which they will grant a new tenancy when a fixed term tenancy comes to an end.

3.1.5 The Strategy should not be too prescriptive – RPs only have to ‘have regard to’ it - but it is important that we have a Strategy in place, as RPs who don’t take it into account could be open to challenge from tenants who are unhappy about the terms on which their tenancies are let.

## **3.2 Cambridge City Council’s Tenancy Strategy**

3.2.1 This Strategy has been developed at the same time as, and in the context of, the Council’s Housing Strategy 2012-15, which is also being submitted for approval by the Executive Councillor and Community Services Scrutiny during this Scrutiny Committee cycle. The proposed Tenancy Strategy is at Appendix A to this report.

3.2.2 (A Tenancy Policy for the Council’s own homes has also been developed within the context of the Housing Strategy and Tenancy Strategy, and is being submitted for approval by the Executive Councillor and Housing Management Board, again during this Scrutiny Committee cycle. This is attached for information at Appendix B to this report).

3.2.3 The main themes of the Tenancy Strategy are:



3.2.3.1 That Affordable Housing should be as affordable as possible to local people, taking into account developer viability, and that RPs should take affordability into account when deciding on the rent and service levels to apply. (Although higher rents may be partly offset by high levels of energy efficiency, providing good levels of affordable warmth).

3.2.3.2 The Council's would prefer that funding raised from Affordable Rents in the City is re-invested in new Affordable Homes within and/or on the urban fringes of Cambridge.

3.2.3.3 The Council would prefer the letting of lifetime tenancies, to promote settled lifestyles and achieve and maintain balanced communities.

3.2.3.4 Where fixed term tenancies are used, the statutory minimum of two-years should only be used in exceptional circumstances, and in all other cases should be for five years or more and preferably longer.

3.2.3.5 Where a fixed term comes to an end, the Council will expect the tenancy to be renewed other than in exceptional specified circumstances.

3.2.3.6 Where a tenancy is not to be renewed, RPs should provide advice and support to the tenant in finding suitable alternative accommodation, which could be in the private sector for tenants considered not to be vulnerable.

3.2.3.7 If existing homes are converted to Affordable Rent, a mix of size, type and tenure should be maintained in different parts of the City, and housing should remain, as far as possible, affordable to local people.

3.2.3.8 The Council supports positive action by RPs to help tenants to move to smaller accommodation where they wish to do so.

3.2.4 South Cambridgeshire District Council is developing its own Tenancy Strategy. For development on the fringes of Cambridge which is being managed jointly between the two authorities, rent levels should be consistent across each phase of development, regardless of where each home is located in relation to the district boundary. Arrangements around use of fixed term tenancies, length of tenancy and tenancy renewal on these sites will be agreed separately as part of the Local Lettings Plan for each site.

3.2.5 The sub-regional and local lettings policies are currently being reviewed, as is the process for letting the new types of tenancies through the Cambridge sub-regional Home-Link housing register.

3.2.6 The Council is keen to work with RPs in implementation and future review of the Strategy.

#### **4. Implications**

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

There are no financial implications.

##### **(b) Staffing Implications** (if not covered in Consultations Section)

There are no staffing implications.

##### **(c) Equal Opportunities Implications**

The Strategy seeks to ensure that vulnerable people continue to be able to remain in their homes long-term, either through being offered lifetime tenancies or through renewal of any fixed term tenancy.

An Equality Impact Assessment is being carried out.

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

There are no environmental implications. A Nil climate change rating is assigned.

##### **(e) Consultation**

Registered Providers operating in the City have been consulted, and responses have been used to inform the Strategy.

##### **(f) Community Safety**

There are no Community Safety Implications.

#### **5. Background papers**

These background papers were used in the preparation of this report:

- National Housing Strategy – Laying the Foundations;
- Localism Act 2011;
- Homes and Communities Agency (formerly Tenant Services Authority) Regulatory Framework.

## **6. Appendices**

Appendix A – Tenancy Strategy

Appendix B – Tenancy Policy

## **7. Inspection of papers**

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

Author's Name: Helen Reed, Housing Strategy Manager

Author's Phone Number: 01223 - 457842

Author's Email: [helen.reed@cambridge.gov.uk](mailto:helen.reed@cambridge.gov.uk)

This page is intentionally left blank

# Cambridge City Council

## Tenancy Strategy 2012 Onwards

## INDEX

1. Introduction .....	1
2. Government Policy .....	1
3. Cambridge City Council's Strategic Aims.....	2
4. Cambridge City – Local Context .....	4
5. Affordability of Housing .....	4
6. Increasing the Supply of Affordable Housing in Cambridge.....	5
7. Type of Tenancy .....	6
8. Length of Tenancy .....	6
9. Renewal of Fixed Term Tenancy .....	7
10. Where a tenancy is not to be renewed.....	7
11. Conversions to Affordable Rent .....	8
12. Under-Occupancy .....	9
13. Lettings Policy and Operation of Home-Link.....	9
14. Local Lettings Plans .....	9
15. Developments on Growth Sites on the Fringes of Cambridge .....	10
16. Appeals and Complaints .....	10
17. Monitoring and Review.....	10
18. Improving Joint Working.....	11
19. Equalities .....	11
Appendix 1: Glossary of Terms.....	13
Appendix 2: Data (see separate sheet).....	16

## 1. Introduction

The coalition government has given Registered Providers (RPs) the power to grant fixed term tenancies on new Affordable Rents, at up to 80% of market rents.

The Localism Act 2011 requires each local authority, in its strategic housing role, to have a Tenancy Strategy setting out the issues which Registered Providers operating in the local area must have regard to when deciding: the type of tenancies to offer; the circumstances in which they will offer a tenancy of a particular kind; the length of any fixed term tenancy; and the circumstances in which they will grant a new tenancy when a fixed term tenancy comes to an end.<sup>1</sup>

Each Registered Provider must in turn have its own Tenancy Policy which outlines its approach to letting tenancies, having regard to the Local Authority's Tenancy Strategy.<sup>2</sup> Cambridge City Council, as a stock-holding authority and the largest RP in the City, is developing its own Tenancy Policy within the context of this broader Tenancy Strategy.

Appendix 1 to this Strategy is a glossary of terms, and Appendix 2 gives additional data used in developing the Strategy

## 2. Government Policy

In November 2011 the government published a new national housing strategy, Laying the Foundations.<sup>3</sup> It is aimed at investing in housing for the purposes of social mobility, health and well-being, and to stimulate economic growth.

---

<sup>1</sup> Localism Act, Chapter 2:

<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>

<sup>2</sup> Tenant Services Authority Regulatory Framework:

<http://www.tenantservicesauthority.org/server/show/ConWebDoc.20175>

<sup>3</sup> Laying the Foundations, national housing strategy:

<http://www.communities.gov.uk/publications/housing/housingstrategy2011>

Affordable Rents have been introduced to help meet these aims. These are to be set at up to 80% of local market rents, with the additional revenue raised to be re-invested in providing new Affordable Housing. To access Affordable Housing grant through the Homes and Communities Agency (HCA), Registered Providers will be required to let the new homes at Affordable Rents. Existing homes may also be converted to Affordable Rents when they are re-let, subject to agreement with the HCA.

The government has also introduced new flexibilities to enable RPs to offer Fixed Term Tenancies, rather than having to give tenants security of tenure.

At the same time, the government is implementing fundamental reforms to the welfare benefits system, including reductions in the Local Housing Allowance payable to tenants in the private rented sector, reductions in benefits available to social tenants who are deemed to be under-occupying their homes, and the introduction of a new Universal Credit as a single welfare payment for benefit claimants of working age.

### **3. Cambridge City Council's Strategic Aims**

Part of the Council's vision is for a City which recognises and meets the need for housing of all kinds.

This Tenancy Strategy has been developed alongside a review of the Council's Housing Strategy, and within the context of the following key objectives, to:

- Increase the supply of good quality, energy efficient affordable housing in a range of sizes, types and tenures
- Create mixed and sustainable communities
- Make best use of existing homes
- Promote community cohesion



- Prevent homelessness and rough sleeping
- Promote sustained and settled lifestyles and minimise social exclusion
- Ensure that housing meets a range of specialist needs
- Understand the dynamics of the local housing market and use that information to influence the delivery of new homes and housing related services

Within the context of these objectives, the following priorities in the revised Housing Strategy are relevant to this Tenancy Strategy:

- Maintain an appropriate balance of sizes, types and tenures of homes
- Ensure that Affordable Housing remains as affordable as possible to local people
- Maximise the positive and minimise the negative impact of growth on existing homes and communities
- Increase access to the private rented sector for those who are homeless or at risk of homelessness and those on welfare benefits
- Support vulnerable households and chronically excluded adults in accessing and retaining suitable housing and in moving on from temporary accommodation
- Ensure appropriate housing is available so that older people who wish to move have a range of housing options to choose from
- Promote and support home energy improvements across all tenures
- Support the improvement of health outcomes for older and vulnerable people

- Develop methods of forecasting and measuring the impact of national change on the local housing market – particularly in relation to Welfare Reform and Affordable Rents.
- Develop a Tenancy Strategy advising local Registered Providers on what the Council expects in relation to use of Affordable Rents and fixed term tenancies

#### **4. Cambridge City – Local Context**

Cambridge has a thriving, buoyant and dynamic economy, with high house prices, high private rental costs, and high demand for housing of all tenures.

Housing in Cambridge has an important part to play in supporting both the local and national economy, as well as being critical in promoting well-being and achieving positive health outcomes. It is important to maintain a mix of different sizes, types and tenures of housing, including Affordable Housing, to meet a wide range housing needs.

Statistical information used to inform this Tenancy Strategy is given in the text, and in more detail at Appendix 2. Further details are available in the Cambridge Sub-regional Strategic Housing Market Assessment.

#### **5. Affordability of Housing**

- Around 60% of applicants on the Home-Link housing register are thought to have household incomes of under £15,000 per year, and with average income levels considerably lower than the Cambridge population as a whole.
- Only 18% of Housing Register applicants are estimated to have sufficient incomes to be able to afford 80% of the market rent on a one-bedroom home, reducing to 13% for a two-bedroom and 9% for a three-bedroom home.

The Council recognises that Affordable Rents are being introduced to raise funds for the delivery of new Affordable Housing, and that developer viability will be a factor in the setting of rent levels. The Council wants to continue to ensure that RPs are able to provide appropriate levels of Affordable Housing.

However, the Council also wants to ensure that Affordable Housing is as affordable as possible to local people. Although we recognise that the Council cannot specify rent levels, we expect RPs to take affordability into account when deciding on the rent and service charge levels to apply.

At the same time the Council recognises that the cost of running a home may also be relevant when assessing affordability, and that higher rents may be partly offset by high levels of energy efficiency providing good levels of affordable warmth.

The Council itself, through its own new-build programme, has demonstrated to the Homes and Communities Agency that 80% of market rents in the City would be unaffordable to most people on the Housing Register, and that rent levels should be around 65% of market rents and Local Housing Allowance rates.

The impact of welfare reform will also affect affordability of housing, and the Council will, with its sub-regional partners, continue to review and improve its affordability data.

The Council is keen to work with RPs and the HCA to achieve a balance between increasing supply and ensuring that rented homes are affordable to applicants on the Housing Register.

## **6. Increasing the Supply of Affordable Housing in Cambridge**

- The ratio of average house prices to average incomes in Cambridge City stands at around 9:2
- Private rent levels are also high, with median rents being around £725 per month on a one bedroom property, and £875 on a two

bedroom home. Local Housing Allowance is not sufficient to cover the rent on homes in any parts of the City.

- 2,140 new Affordable Homes would need to be built in the City each year over the next five years to meet existing and newly arising housing need.

The Council recognises that many RPs in the City operate in other parts of the Eastern Region and beyond, and that they will want to provide homes outside of the City. However, with high levels of Housing Need in Cambridge the Council's preference would be for the funding raised through charging Affordable Rents in the City to be used to fund new Affordable Homes within and/or on the urban fringes of Cambridge.

## **7. Type of Tenancy**

The Council's preference is for Lifetime tenancies, to promote settled lifestyles and achieve and maintain sustainable communities. However, we do recognise that some RPs may wish to use flexible tenancies in order to re-base rents after a period of time.

## **8. Length of Tenancy**

- Although nationally there is relatively high turnover of social housing in the first four years, at around 36% (including transfers), 65% of tenants nationally have remained in their homes for five years or more, and 43% have stayed for ten years or more

Two-year tenancies should be an absolute exception – eg for designated supported move-on accommodation where it is anticipated that the tenant will be able to live independently after two years, or where the home is in a regeneration area and has been identified as having a limited life-span. In all other cases, tenancies should be for a minimum of five years, and preferably longer.

## **9. Renewal of Fixed Term Tenancy**

The Council expects fixed term tenancies to be renewed at the end of the fixed term, other than in exceptional circumstances. It would be acceptable to decide **not** to renew a tenancy in the following circumstances:

- Where the tenant wishes to end the tenancy at that point
- In the case of homes with 4 or more bedrooms, where the home is now larger than required by the household
- The home contains significant disabled adaptations which are no longer required by that household, and the adapted home would meet the needs of another household on the housing register
- In the case of designated move-on accommodation, where the tenant is now able to live independently in more permanent accommodation

The Council would prefer RPs not to base decisions on whether to renew tenancies on grounds of breach of tenancy conditions, as there are other tools available to RPs to tackle such issues.

The Council does not want tenants to be disincentivised from bettering their circumstances, and therefore would not be supportive of the approach of deciding not to renew a tenancy on the basis that the tenant had gained work or otherwise improved their financial circumstances.

## **10. Where a tenancy is not to be renewed**

Where a tenancy is not to be renewed, the Council expects the RP to provide advice and support to the tenant in finding suitable alternative accommodation. The Council would be supportive of RPs using the private rented sector to meet housing needs, provided the tenant or a member of his/her household is not considered vulnerable. The Council plans to do more work with landlords, letting agencies and other partners

to identify private sector housing options for people in housing need, and would welcome the involvement of RPs in this work.

## 11. Conversions to Affordable Rent

- There are an estimated 11,700 social homes in Cambridge; around 62% are owned by Cambridge City Council, and 38% by Private Registered Providers (Housing Associations).
- As well as 9,924 general needs homes to let owned by RPs in the City (including the Council), there are also 1,099 homes for older people, and 677 homes let as supported and/or or temporary accommodation. Temporary accommodation and some of the supported housing may be let on licences, and therefore not eligible to be let at Affordable Rents.

The Council recognises that RPs may wish to convert some existing homes to Affordable Rent to raise money for new Affordable Housing. In doing so, the Council expects RPs to do the following:

- Maintain a mix of tenure types in different parts of the City
- Maintain a mixture of sizes and types of housing available in different parts of the City so that existing tenants with security of tenure are able to move locally or to other areas without losing that security
- Ensure, as far as possible, that housing remains affordable to local people (see above)

We will continue to assess what is an appropriate mix in the context of local housing need. We do not intend, at this stage, to specify a maximum percentage of homes to be converted to Affordable Rents. However, we intend to monitor the impact of Affordable Rents combined with other national and local policies, and do not rule out specifying a maximum conversion rate in the future.

## **12. Under-Occupancy**

- Nationally around 670,000 households of working age are expected to be affected by reductions in housing benefit for those deemed to be under-occupying their homes. It is unclear how many social rented homes in Cambridge are currently 'under-occupied', or how many will be affected by the welfare benefit change.

Whilst, in tackling under-occupancy, the Council wants to restrict the decision not to renew a fixed term tenancy to homes of 4 bedrooms or more, we do support RPs in taking positive action to help tenants to move to smaller accommodation where tenants wish to do so. This will become increasingly important in the light of planned reductions in benefits for those deemed to be under-occupying their homes. The Council would like to work more closely with RPs in the City in tackling under-occupancy in order to make better use of existing homes.

## **13. Lettings Policy and Operation of Home-Link**

The sub-regional lettings policy, and the lettings policy for Cambridge are currently being reviewed, and will need to take into account the introduction of Affordable Rents and Fixed Term Tenancies, as well as other national policy issues.

The Home-Link application and lettings process is also being reviewed to allow for the new types of tenancy to be let appropriately.

## **14. Local Lettings Plans**

The Council will continue to use local lettings plans to inform the letting of homes on new developments.

## **15. Developments on Growth Sites on the Fringes of Cambridge**

There are a number of sites on the edges of Cambridge, the development of which is being managed jointly between Cambridge City and South Cambridgeshire District Councils. For new homes on these sites, rent levels should be consistent across each phase of development, regardless of where each home is located in relation to the district boundary.

Arrangements around use of fixed term tenancies, length of tenancy and tenancy renewal on sites where nomination rights are shared between the two Councils will be agreed in the local Lettings Plan developed for each area, which may differ in some respects to this Strategy. Where differences arise, the local Lettings Plan will take precedence in relation to those differences.

## **16. Appeals and Complaints**

The Regulator requires RPs to set out the way in which a tenant or prospective tenant may appeal against or complain about the length of any fixed term tenancy offered and the type of tenancy offered, and against a decision not to grant another tenancy on the expiry of the fixed term.

The Council expects RP's Tenancy Policies to include details on:

- The appeals/ complaints process to be followed
- Timescales for reviewing appeals/ complaints
- How the tenant can take their appeal or review further if they are dissatisfied with the response (eg to a Tenant Panel or the Housing Ombudsman)

## **17. Monitoring and Review**

The Council will continue to monitor the impact of Affordable Rents, fixed term tenancies and other national and local policies on the housing market, both internally and through the sub-regional Strategic Housing



Market Assessment. We will actively encourage the input of providers into this process, to ensure that sufficient and appropriate information is available.

This Strategy will be reviewed periodically in light of this market information.

## **18. Improving Joint Working**

The Council has historically had a good working relationship with Registered Providers operating in the City. However, we want to improve this further, and involve RPs more closely in the implementation and future review of this strategy. We would also welcome views from RPs on whether there are particular areas where better joint working would be beneficial.

## **19. Equalities**

The public sector equality duty under the Equality Act 2010 requires public bodies, in exercising their functions, to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
- Advance equality of opportunity between people who share a protected characteristic and those who do not; and
- Foster good relations between people who share a protected characteristic and those who do not.

The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief, sex and sexual orientation

Under case-law<sup>4</sup> it is likely that most RPs are carrying out public functions in rent setting, managing and terminating social housing

---

<sup>4</sup> Weaver v London & Quadrant 2009

tenancies, and Cambridge City Council expects RPs to carry out Equality Impact Assessments on their own Tenancy Policies.

An Equality Impact Assessment is being carried out on this Strategy to ensure that the needs of all groups are taken into account in the Strategy, and that particular groups of people are not adversely affected by it.

## Appendix 1: Glossary of Terms

Term	Definition
<b>Affordable Housing</b>	<p>Affordable Housing includes Social Rented, Affordable Rented and Intermediate housing, provided to eligible households whose needs are not met by the market. Affordable housing should:</p> <ul style="list-style-type: none"> <li>▪ Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices</li> <li>▪ Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.</li> </ul> <p>(See definition in the National Planning Policy Framework)</p>
<b>Affordable Rent</b>	<p>Rented housing provided by Local Authorities and Private Registered Providers of social housing to households that are eligible for Social Rented housing. 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>From April 2012, most new homes funded by government grant have to be offered at Affordable Rents, to generate funding for further new Affordable Housing. Some existing Social Rent homes may also be</p>

	converted to Affordable Rents in agreement with the Homes and Communities Agency.
<b>Fixed Term Tenancy</b>	A tenancy which runs for a fixed period of time and is reviewed, and either renewed or terminated, at the end of the fixed term. From April 2012, Councils and Housing Associations are able to offer fixed term tenancies instead of having to offer long-term security of tenure as previously required.
<b>Local Housing Allowance (LHA)</b>	LHA is used to calculate how much Housing Benefit a tenant in the private rented sector will be entitled to. LHA rates are set at different rates for different sizes of accommodation in different local areas.
<b>Local Lettings Plan</b>	Details how homes will be let in a particular area or development
<b>Registered Provider (RP)</b>	Providers of social housing. Includes Private Registered Providers (Housing Associations) and Councils – including Cambridge City - who still have their own housing stock.
<b>Strategic Housing Market Assessment</b>	A collection of data and survey information about all parts of the local housing market. The Cambridge SHMA covers the Cambridge housing sub-region, and helps in planning for housing and related services in the area.
<b>Tenancy Policy</b>	A policy which, under the Regulatory Framework for Social Housing in England, Registered Providers are required to have in place showing various information, including: the types of tenancy they will grant, the length of any fixed terms, circumstances in which fixed term

	tenancies will/ will not be renewed etc
<b>Tenancy Strategy</b>	<p>A document which, under the Localism Act, all local housing authorities are required to produce, setting out the matters to which Registered Providers operating in the area are to have regard to in formulating policies relating to:</p> <ul style="list-style-type: none"> <li>▪ The kinds of tenancies they grant</li> <li>▪ The circumstances in which they will grant a tenancy of a particular kind</li> <li>▪ Where they grant a tenancy for a 'term certain' (ie a fixed term), the lengths of the terms, and</li> <li>▪ The circumstances in which they will grant a further tenancy at the end of a fixed term.</li> </ul>
<b>Universal Credit</b>	A single welfare payment for working age claimants, to be introduced from 2013 to replace the range of existing benefits payable

**Appendix 2: Data (see separate sheet)**

## Appendix 2 - Supporting Data

### 1. Introduction

Data about social housing stock, tenants and affordability are shown in the tables below for each of the seven districts in the sub-region.

#### 1.1 Data sources

A brief summary of the main data sources used:

##### 1.1.1 RSR (Regulatory and Statistical Returns)

Data is freely available for download from <http://www.tenantservicesauthority.org/server/show/ConWebDoc.21432>. It is based on the annual Regulatory and Statistical Return. This is an annual census of all Housing Association which gathers data about stock, lettings, rents, sales and acquisitions.

##### 1.1.2 CORE (COntinuous REcording)

Data is available from the same source as NROSH, however a password is required to access it. It records information on the features of the tenants of both housing associations and local authority new social housing and the homes they rent and buy.

This is the main source of data about households moving into social rented homes and the data used covers 2007/8-2009/10. Please note there is no local authority data for Cambridge City for 2009/10

##### 1.1.3 Locata

Locata is the database storing information about the sub-regional housing needs register, properties available for let etc.

We have some concerns about Locata income data downloaded March 2012. The data selected was "current gross **weekly** household income not including housing and council tax benefits". If this data is taken as written, there are 87 households with a gross annual income of more than £1,000,000 currently on the housing needs register. While the sub-region is expensive, this is highly unlikely. Some of those providing this data are providing monthly or annual data instead.

For the affordability testing and income distribution graphs we have assumed that households claiming an income greater than £8,000/week are providing **annual** income data and households claiming an income of between £1,000 and £2,000 per week are providing **monthly** income data (unless otherwise stated). We have excluded the data for households claiming to have an income of between £2,000 and £8,000 per week as this could be monthly or annual income, but it is difficult to know which.

#### 1.1.4 Orbit

Orbit is the HomeBuy Agent for the sub-region and holds data about households applying for intermediate properties (shared ownership/equity).



## 2. Cambridge City

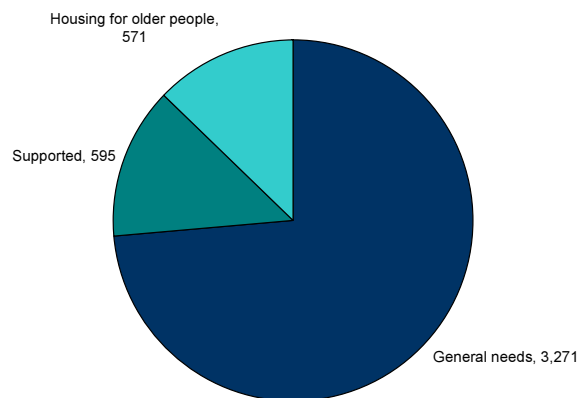
### 2.1 Stock and turnover

#### 2.1.1 Total HA and LA rented stock

	2007	2008	2009	2010	2011
HA stock	3,975	4,078	4,211	4,175	4,437
LA stock	7,602	7,360	7,309	7,364	7,263
<i>Total social stock</i>	<i>11,577</i>	<i>11,438</i>	<i>11,520</i>	<i>11,539</i>	<i>11,700</i>

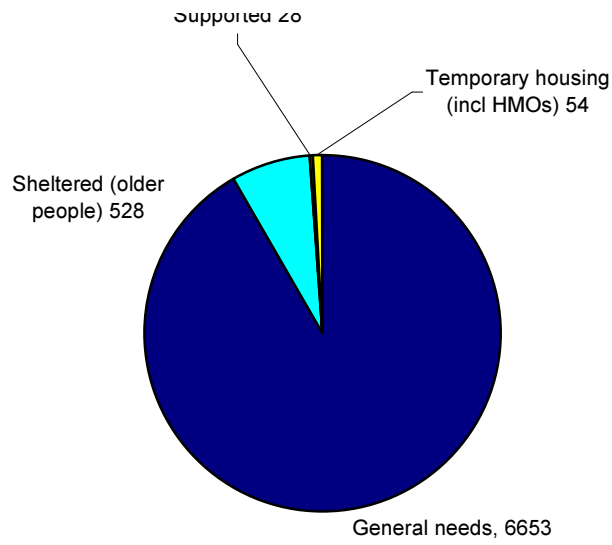
[CLG Table 115 and Table 116](#) and Cambridge City Council stock data

#### 2.1.2 HA rented stock by type

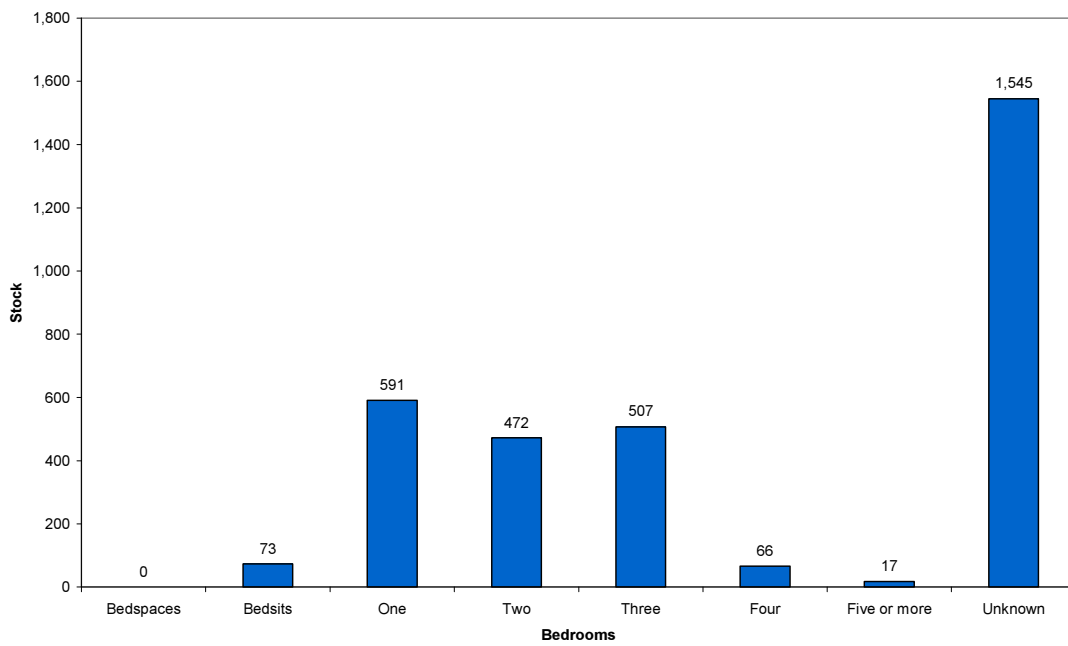


[RSR \(2011\)](#)

### 2.1.3 Local Authority rented stock by type



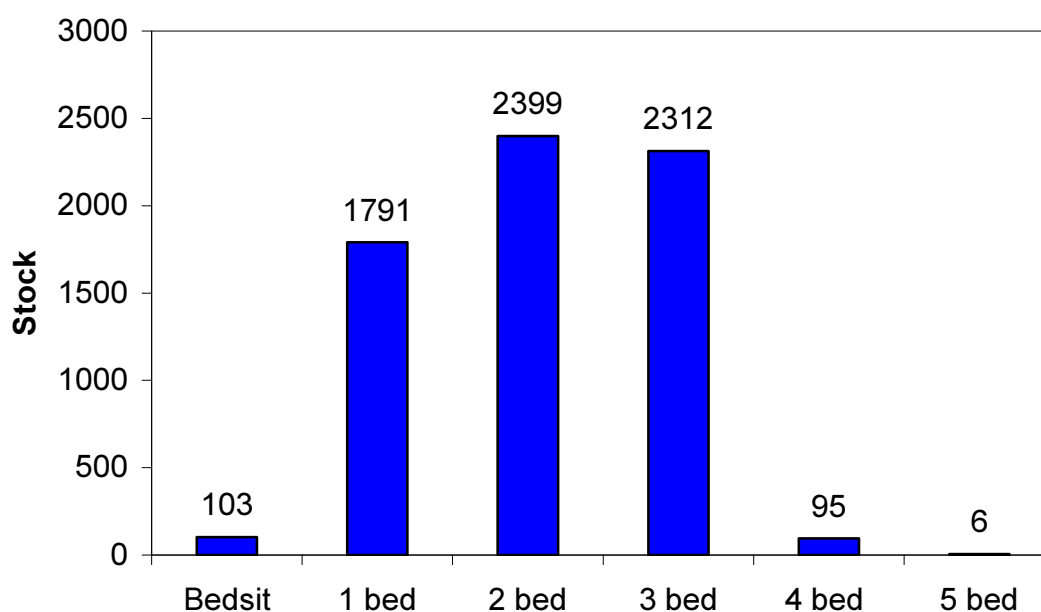
### 2.1.4 General needs HA stock by size



[RSR \(2011\)](#)

### 2.1.5 General needs Local Authority stock by size

**General Needs LA Stock by Size**



*Cambridge City Council (Orchard) 2011*

### 2.1.6 General Needs Lettings and turnover 2007-2011

	2007	2008	2009	2010	2011
Lettings per year	312	462	366	266	310
Turnover	11%	16%	12%	9%	9%

[RSR \(2011\)](#)

### 2.1.7 Reason for social rented vacancies

	Number	Percentage
First let	101	11%
Vacant due to transfers	392	44%
Vacant for other reasons	398	45%

*CORE (2007/8-2009/10)*

## 2.2 Households moving into social rented homes

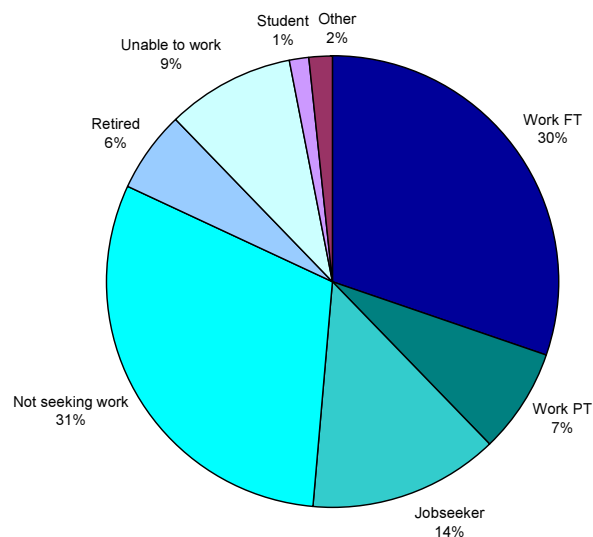
### 2.2.1 Total records of households moving into social rented homes, 2007/8-2009/10

	2007/8	2008/9	2009/10	Total
HA	146	115	117	378
LA	261	252		513
Total	407	367	117	891

CORE (2007/8-2009/10)

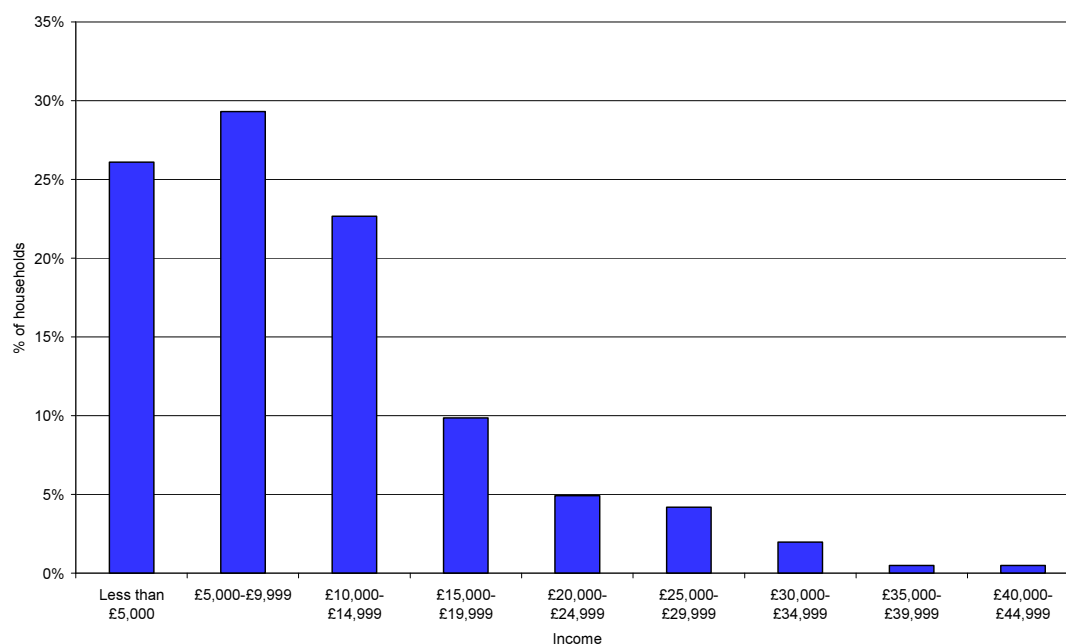
Note: there were no records for LA tenants in 2009/10.

### 2.2.2 Economic status of households moving into social rented homes, 2007/8-2009/10



CORE (2007/8-2009/10)

### 2.2.3 Net annual income of households moving into social rented homes, 2007/8-2009/10



*CORE (2007/8-2009/10)*

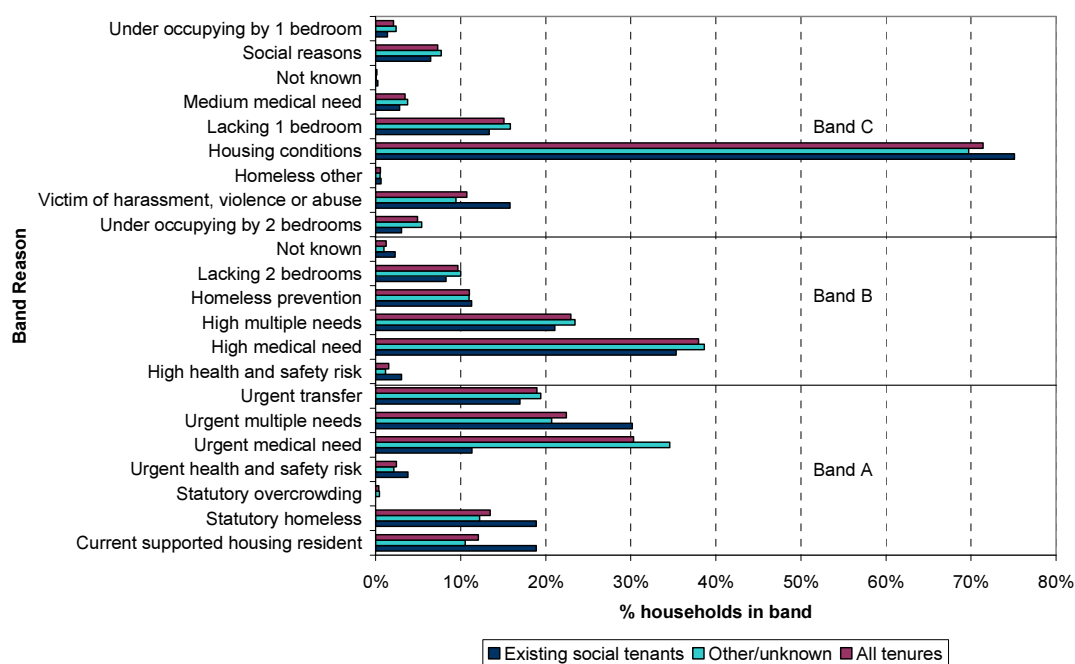
## 2.3 Housing needs register

### 2.3.1 District housing needs register by band and existing tenure, 20<sup>th</sup> March 2012

	Existing social tenant	Other	Unknown	All	%
Band A	129	105	56	290	4%
Band B	249	300	104	653	8%
Band C	533	3,122	468	4,123	51%
Band D	945	1,723	361	3,029	37%
All bands	1,856	5,250	989	8,095	100%
%	23%	65%	12%	100%	

*Locata (20<sup>th</sup> Mar 2012)*

## 2.3.2 Households by tenure and primary band reason (Bands A-C, Band D = Low housing need), 20<sup>th</sup> March 2012



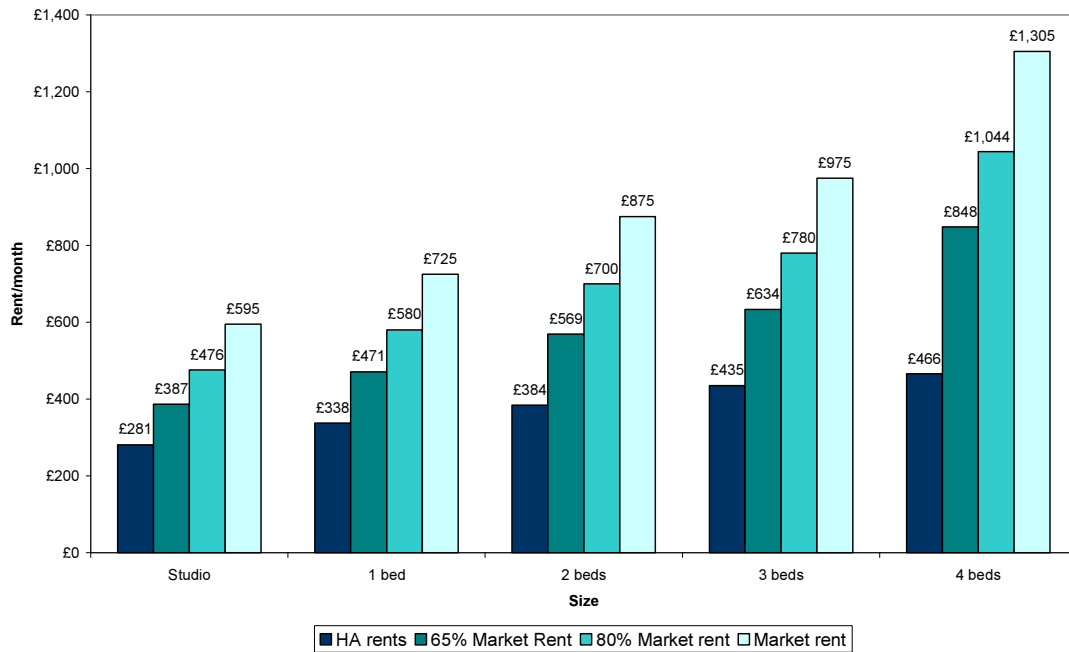
*Locata (20<sup>th</sup> Mar 2012)*

## 2.4 Costs and affordability

### 2.4.1 Ratio of average house prices to average incomes

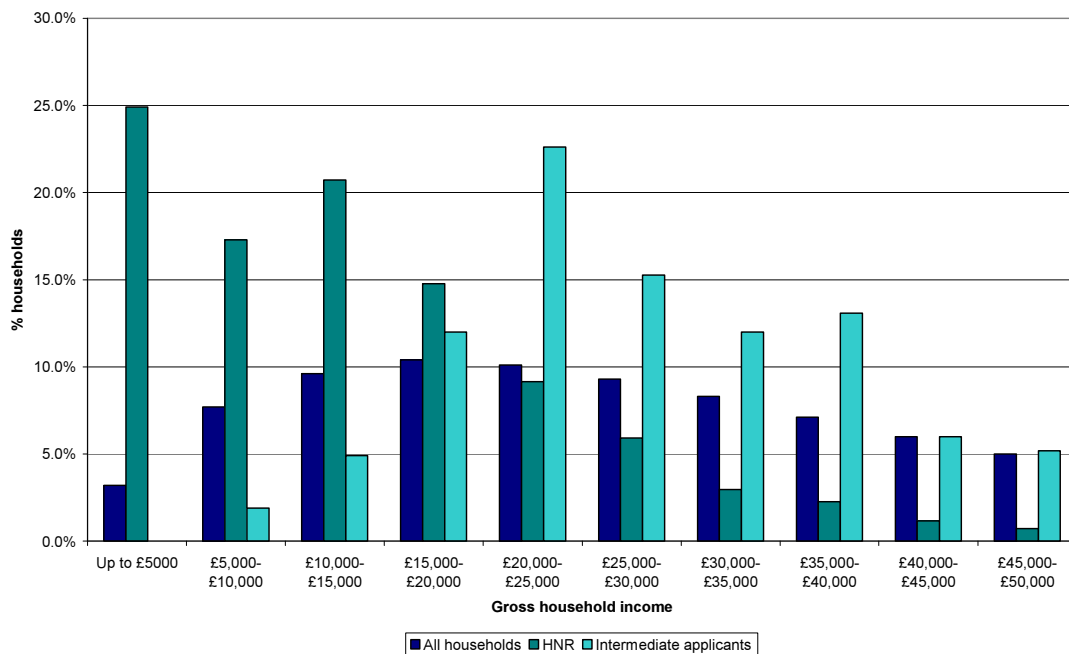
Jun 09	Sep 09	Feb 10	Mar 10	Jun 10	Sep 10	Dec 10	Mar 11	Jul 11	Sep 11	Dec 11
7.9	8.1	8.7	8.7	8.8	8.9	9.2	9.2	9.1	9.1	9.2

### 2.4.2 Rent per month (HA, median market rent and estimated affordable rents)



[RSR \(2011\)](#) and [VOA \(Jan 2012\)](#)

### 2.4.3 Gross annual income by household type



*CACI (2010), Orbit (March 2012) and Locata (March 2012) – Please see below for cautionary note about this data*

#### 2.4.4 Income required to afford different tenures based on 1/3<sup>rd</sup> gross household income on housing costs

	<b>HA rents</b>	<b>65% Market Rent</b>	<b>80% Market rent</b>	<b>Market rent</b>
Studio	£10,123	£13,923	£17,136	£21,420
1 bed	£12,152	£16,965	£20,880	£26,100
2 beds	£13,840	£20,475	£25,200	£31,500
3 beds	£15,659	£21,060	£28,080	£35,100
4 beds	£16,772	£28,188	£37,584	£46,980

[RSR \(2011\)](#), [VOA \(Jan 2012\)](#)

#### 2.4.5 Percentage of all households able to afford different tenures

	<b>HA rents</b>	<b>65% Market Rent</b>	<b>80% Market rent</b>	<b>Market rent</b>
Studio	89%	81%	75%	67%
1 bed	85%	75%	67%	57%
2 beds	81%	69%	59%	46%
3 beds	77%	63%	53%	41%
4 beds	75%	48%	37%	26%

[RSR \(2011\)](#), [VOA \(Jan 2012\)](#) and [CACI \(2010\)](#)

#### 2.4.6 Percentage of HNR applicant households able to afford different tenures

	<b>HA rents</b>	<b>65% Market Rent</b>	<b>80% Market rent</b>	<b>Market rent</b>
Studio	58%	40%	29%	18%
1 bed	48%	29%	18%	10%
2 beds	40%	22%	13%	6%
3 beds	31%	16%	9%	4%
4 beds	29%	7%	3%	0.5%

[RSR \(2011\)](#), [VOA \(Jan 2012\)](#) and [Locata \(Mar 2012\)](#)

#### 2.4.7 Percentage of intermediate applicant households able to afford different tenures

	<b>HA rents</b>	<b>65% Market Rent</b>	<b>80% Market rent</b>	<b>Market rent</b>
Studio	98%	95%	89%	78%
1 bed	98%	89%	78%	54%
2 beds	95%	81%	59%	37%
3 beds	92%	69%	48%	31%



4 beds	89%	41%	23%	11%
--------	-----	-----	-----	-----

[RSR \(2011\)](#), [VOA \(Jan 2012\)](#) and *Orbit (Mar 2012)*

### 3. Additional data and data issues

#### 3.1 Additional Information

##### 3.1.1 Length of residence at current address by tenure, England 2008/9

	Owner occupiers	Social tenants	Private tenants	All tenures
Less than 12 months	3%	8%	35%	9%
13-23 months	3%	7%	19%	6%
24-35 months	4%	8%	13%	6%
3-4 years	11%	13%	14%	12%
5-9 years	20%	22%	9%	19%
10-19 years	24%	23%	5%	21%
20-29 years	17%	10%	2%	13%
30 years +	18%	10%	3%	14%
Mean (years)	16.7	11.5	3.7	13.6
Median (years)	12.0	7.0	1.0	9.0

[English Housing Survey \(2010/11\)](#)

##### 3.1.2 Households with a gross household income of more than £50,000 by type (Districts in Cambridge Sub-Region)

	CCC	ECDC	FDC	HDC	SCDC	FHDC	SEBC	Sub-Region
All households	23.3%	27.6%	18.1%	31.3%	33.5%	20.5%	23.9%	26.6%
Intermediate applicants	7.1%	5.0%	0.0%	5.6%	4.7%	0.0%	2.0%	5.1%
HNR applicants	0.1%	0%	0%	0.4%	0.1%	0%	0%	0.1%

*CACI (2010), Orbit (March 2012) and Locata (March 2012) CCC = Cambridge City*

3.1.3 2,140 new affordable homes would need to be built per year over the next five years in Cambridge City to meet existing and newly arising need

*SHMA Affordable Housing Need Calculation March 2012*

This page is intentionally left blank

## **Appendix B**

### **Draft Tenancy Policy for Cambridge City Council**

Under the new Tenant Services Authority (TSA) Regulatory Framework for Social Housing in England, all Registered Providers, including Cambridge City Council as a provider of Council housing, are required to issue 'clear and accessible policies which outline their approach to tenancy management', including, amongst other things, their approach to granting tenancies.

This proposed Tenancy Policy outlines Cambridge City Council's approach to the types and length of tenure to be offered within the context of the new national Affordable Rents regime and new powers to offer fixed term rather than secure tenancies. It has been drawn up in the context of a proposed Tenancy Strategy for Registered Providers operating in the City, which is being considered by the Executive Councillor and Community Services Scrutiny during this committee cycle and is attached as Appendix 1.

This Tenancy Policy does not include the granting of licences to occupants of the Council's designated temporary or move-on accommodation for homeless households. The Council's approach to other aspects of tenancy management can be found in its range of other tenancy management policies.

A Tenancy Policy on the approach to granting tenancies is required to be in place during 2012, but owing to the short timescales given there hasn't been time to fully explore the issues or consult on it in a meaningful way. Therefore, this proposed Policy will be reviewed during 2012 -13, giving tenants and applicants on the housing register the opportunity to influence the policy in an informed way. As well as reviewing the type and length of tenancies to be used in the future, a decision will also be made at that stage on how frequently the policy should be reviewed.

The following outlines our policy on the type and length of tenure to be used for Council tenancies. Most of it is already

encompassed in the Council's existing policies. This Policy should be read within the context of the proposed Tenancy Strategy, Cambridge sub-regional Policy, and Cambridge City Council's own Lettings Policies.

### **Introductory Tenancies**

Except for where transferring from a secure tenancy, or an assured tenancy with a registered social landlord (but not an assured shorthold tenancy), new tenants will be offered an Introductory Tenancy for a period of one year.

### **Security of Tenure**

On satisfactory completion of an Introductory Tenancy, or on transfer from another secure or assured tenancy (although not a secure shorthold tenancy) the Council will continue to offer all of its tenants a secure tenancy. The Council will not offer short-term flexible tenancies, although this decision, and the Tenancy Policy as a whole, will be subject to future review during 2012 -13.

### **Affordable Rents**

New homes built by the Council with grant funding from the Homes and Communities Agency will, in most cases, as a condition of the grant, need to be offered at an Affordable Rent. The Council will continue, as far as possible, to let its homes on Social Rents, as they are currently more affordable than Affordable Rents. Existing homes built without the grant requirement to offer Affordable Rents will continue to be let at Social Rents, unless it's considered appropriate, in exceptional circumstances, to negotiate arrangements with the HCA to convert some existing homes to Affordable Rents in place of offering all new homes built by the Council at Affordable Rents. An example of where this may be considered appropriate could be where the sustainability of a new development is significantly threatened by all the homes being let at Affordable Rents, or where a scheme is built with the intention of enabling tenants to down-size to a smaller home but the rent levels are likely to significantly discourage this from happening.

### **Succession rights**

The following arrangements will continue to apply if a tenant dies:

For secure tenants: For secure tenants with a joint tenancy, if one tenant dies then the surviving tenant(s) will automatically take on the tenancy.

For a secure tenant who is a sole tenant who has not succeeded to the tenancy, the tenancy can be passed on to the tenant's spouse or civil partner, provided they are living with the tenant when the tenant dies. If there is no spouse or civil partner, then certain members of the family may succeed to the tenancy, provided they have been living with the tenant for at least 12 months at the date of the tenant's death.

For introductory tenants: For introductory tenants with a joint tenancy, if one tenant dies the surviving tenant(s) will automatically take on the tenancy.

For an introductory tenant with a sole tenancy who has not succeeded to the tenancy, the tenancy can be passed on to the spouse or civil partner provided they are living with the tenant when the tenant dies. If there is no spouse or civil partner, then certain members of the family may succeed to the tenancy provided they have been living with the tenant for at least 12 months at the date of death.

The tenancy will become secure at the end of the introductory period (or any extension of the introductory period) provided that no steps have been taken to end the tenancy.

For demoted tenants: For demoted tenants with a joint tenancy, one tenant dies the surviving tenant(s) will automatically take on the tenancy.

For a demoted tenant with a sole tenancy who has not succeeded to the tenancy then the tenancy can be passed to the spouse or civil partner, provided they have been living with the tenant for at least 12 months at the date of death. If there is no spouse or civil partner, then certain members of the family may succeed to the tenancy provided they have been living with the tenant for at least 12 months at the date of death.

The tenancy will become a secure tenancy at the end of the demotion period provided that no steps have been taken to end the tenancy.

For all tenants: If there is no right of succession under the above policy, the Council will offer advice and support to help the person or household to find suitable alternative accommodation, taking into account the circumstances of the people concerned. The Council may consider, where appropriate, re-letting the home or offering a new home to a vulnerable occupant through the Council's Lettings Policy.





To: Executive Councillor for Housing (and Deputy Leader): Councillor Catherine Smart  
Report by: Liz Bisset, Director of Customer & Community Services  
Relevant scrutiny committee: Community Services Scrutiny Committee 28/6/2012  
Wards affected: All Wards

## **HOUSING STRATEGY 2012-2015 Key Decision**

### **1. Executive summary**

1.1 This report seeks approval for a Housing Strategy to run from 2012 to 2015, to replace the existing Housing Strategy 2009-2012.

1.2 The strategy sets out eleven objectives, and a number of priorities under those objectives. A more detailed action plan is being developed to implement the strategy in conjunction with partners.

1.3 The proposed Strategy is at Appendix A to this report.

### **2. Recommendations**

2.1 The Executive Councillor is recommended:

2.1.1 To approve the Council's Housing Strategy for 2012-15.

### **3. Background**

#### **Context**

3.1 Cambridge is recognised as one of the fastest growing and dynamic areas in the UK, with high demand for housing, and high house prices and private rental costs.

3.2 With major growth planned over the coming years, it is important that the planned new housing includes appropriate provision of Affordable

Housing to meet the needs of people living and/or working locally. New communities need to be delivered in a way that minimises any negative impact on the environment, benefits existing communities, and contributes to the Council's priorities around tackling and responding to climate change.

3.3 It is also important to invest in existing homes within the City to ensure that people can live in safe, decent, energy efficient homes, and that best use is made of existing housing. The Council has a key role in helping to prevent people from becoming homeless, and in ensuring that there is a range of housing options available to meet a wide range of housing needs.

3.4 Having good quality housing of different sizes and types, in sustainable communities, and which people can afford to live in, is critical to the economy and to achieving positive health and well-being outcomes for residents.

### **Housing Strategy 2012-15**

3.5 The new Housing Strategy is a review of the existing Housing Strategy 2009-12. The revised Strategy has been developed during a period of economic uncertainty, and at a time of significant national policy change.

3.6 It draws on a range of housing market information, including the Cambridge Sub-regional Housing Market Assessment which keeps a watching brief on the state of the housing market in Cambridge and surrounding areas.

3.7 The Strategy is based around five main themes:

- 3.7.1 Understanding the housing market;
- 3.7.2 Increasing housing supply;
- 3.7.3 Existing homes and communities;
- 3.7.4 Housing advice, homelessness and housing options;
- 3.7.5 Specialist housing, supported housing and specialist needs.

3.8 Under these themes, the Strategy includes the following objectives:

- 3.8.1 Increase the supply of good quality, energy efficient Affordable Housing in a range of sizes, types and tenures;
- 3.8.2 Create green, mixed and sustainable new communities, which benefit existing communities;
- 3.8.3 Ensure homes are Healthy, Safe and Energy Efficient ;
- 3.8.4 Make the best use of existing homes;
- 3.8.5 Promote community cohesion;
- 3.8.6 Prevent homelessness and rough sleeping;

3.8.7 Minimise use of temporary accommodation and maximise use of longer-term housing solutions;

3.8.8 Enable people to make informed choices about their housing;

3.8.9 Promote sustained and settled lifestyles and minimise social exclusion;

3.8.10 Ensure that housing and related services meet a range of specialist needs;

3.8.11 Understand the dynamics of the housing market in Cambridge and the surrounding area, and use that information to influence the delivery of new homes and housing related services.

3.9 Under these objectives are a number of priorities, and a more detailed action plan is being developed to implement the strategy in conjunction with other partners.

3.10 Details of the consultation carried out are shown in paragraph 4(e) below

## **4. Implications**

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

The Housing Strategy will form part of the framework within which decisions are made on the allocation of Council resources through the Medium Term Strategy and annual budget rounds.

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

There are no staffing implications.

### **(c) Equal Opportunities Implications**

The Strategy is aimed at meeting the housing and housing-related service needs of a wide range of people with differing needs. An Equality Impact Assessment has been carried out, and the Strategy has been amended to reflect some of the issues raised.

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

Improving energy efficiency and the creation of green, sustainable communities are included in the objectives to this strategy, and although the planned growth in the number of homes means some negative impact on the environment is inevitable, there will also be positive impacts. The Strategy seeks to maximise the positive and minimise any negative effects.

The Strategy includes continuing to use planning policies to help minimise carbon emissions and pursue the use of sources of renewable energy, as well as implementing measures to improve surface water drainage. The Council's sustainability requirements for new housing will be rationalised as part of the work on reviewing the Local Plan, and the Council will continue to seek high levels of energy efficiency in the new Affordable Homes being built.

Promoting and supporting home energy improvements across all tenures is a key priority, including improvements to the Council's own housing stock and actively supporting home-owners in accessing home energy improvement funding.

**(e) Consultation**

An internet survey questionnaire was run, asking questions about various elements of the existing strategy to gauge whether they were the right ones, and what residents themselves felt was important.

A separate questionnaire was included in the Council's Tenant and Leaseholder magazine 'Open Door', and a telephone survey was carried out with some Housing Advice service customers as part of the standards satisfaction survey.

Results of this consultation and how it has influenced the Strategy are at Appendix 2 of the Strategy.

Staff from a range of services across the Council have also been asked for their views.

Partners and stakeholders were consulted on the draft Strategy, which was also made available for comment on the Council's website, and amendments have been made to the Strategy as a result.

**(f) Community Safety**

Community Safety is being taken into account in the design of new developments.

A number of the objectives in the strategy will contribute to promoting community safety, in particular the objectives to:

- Create green, mixed and sustainable new communities
- Promote community cohesion,
- Prevent homelessness and rough sleeping,
- Promote sustained and settled lifestyles, and minimise social exclusion

## **5. Background papers**

These background papers were used in the preparation of this report:

- Cambridge Sub-Regional Strategic Housing Market Assessment
- A number of national, regional, county-wide and local strategies, policies and research documents (referred to in the Strategy)
- Equality Impact Assessment

## **6. Appendices**

Appendix A – Housing Strategy 2012-2015

## **7. Inspection of papers**

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

Author's Name:	Helen Reed
Author's Phone Number:	01223 - 457842
Author's Email:	<a href="mailto:helen.reed@cambridge.gov.uk">helen.reed@cambridge.gov.uk</a>

This page is intentionally left blank

# *Appendix A*

## CAMBRIDGE CITY COUNCIL

### HOUSING STRATEGY

2012-2015

To obtain this document in other languages or in large print or other formats, please contact 01223 457842, or email [housing.information@cambridge.gov.uk](mailto:housing.information@cambridge.gov.uk)

The strategy will be on the internet at [www.cambridge.gov.uk/housing](http://www.cambridge.gov.uk/housing)

Leave this page blank



## Index

Foreword .....	1
Executive Summary .....	2
Part 1: Context	
Chapter 1: Introduction .....	12
Chapter 2: National, Regional and Local Policy Agenda.....	15
Chapter 3: Understanding the Housing Market.....	23
Part 2: Our Priorities	
Chapter 4: Increasing Housing Supply .....	31
Chapter 5: Existing Homes & Communities.....	42
Chapter 6: Housing Advice, Homelessness and Housing Options	55
Chapter 7: Specialist Housing, Supported Housing and Specialist Needs .....	64
Part 3: Implementation	
Chapter 8: Resourcing and Next Steps .....	74
Appendices	
Appendix 1: Action Plan .....	76
Appendix 2: Results of Consultation.....	77
Appendix 3: Glossary of Terms .....	111

Leave this page blank

## **Foreword**

*To Follow*

## **Executive Summary**

### **CONTEXT**

Cambridge has a strong and rapidly growing economy which has been relatively well protected from the economic downturn. With a growing population, demand for housing, and subsequently housing costs, are high, and many find it difficult to access and retain suitable housing in the City. This Strategy, which continues on from our 2009-12 Housing Strategy, as well as demonstrating progress made since the previous Strategy, shows what the Council plans to do to over the next three years to meet the diversity of need for housing and housing-related services in the City.

The Strategy has been reviewed at a time of unprecedented change in national housing policy, including: the abolition of regional planning structures with a shift in emphasis towards more local decision making; reforms to how social housing is provided and allocated; fundamental reform of the welfare benefits system, including significant changes to Housing Benefit and a move towards single benefit payments through Universal Credit; the introduction of a new National Planning Policy Framework; and changes to how Health and Social Care is Commissioned.

The Strategy has also been developed within the context of a range of local strategies and policies.

### **ACHIEVEMENTS SINCE THE PREVIOUS STRATEGY** **(further achievements are shown in the individual chapters)**

The Council has, working with partners, made some significant steps over the last three years, including the following:

- ✓ 410 new units of Affordable Housing have been delivered across the city, although progress has been slower than planned due to uncertain economic conditions.
- ✓ The Council has started its first new-build programme for over 20 years, with 8 new Affordable Homes for rent completed to date.
- ✓ Planning approval has been granted for phases of housing development on a number of major sites on the fringes of the City
- ✓ All the Council's own rented homes have been brought up to the national Decent Homes standard

- ✓ A range of energy efficiency works have been carried out, contributing to a significant reduction in carbon emissions and average energy costs across all tenures
- ✓ 123 homes in the private sector have been made safer through removal of serious ('Category 1') hazards
- ✓ Financial help has been given to 88 vulnerable owner-occupiers to carry out repairs and/or improvements to their homes
- ✓ 47 long-term empty homes in the private sector have been brought back into use.
- ✓ Around 700 households have been prevented from becoming homeless through the Council's intervention
- ✓ An Access Policy has been implemented to ensure that vulnerable applicants on the Home-Link housing register are able to bid effectively for available homes
- ✓ The redevelopment of Jimmy's night-shelter into self-contained accommodation for single homeless people with facilities to enable their needs to be assessed more effectively is almost complete.
- ✓ Further progress has been made in the Council's sheltered housing modernisation programme, including the development of a new extra-care scheme for older people (built to Level 5 of the Code for Sustainable Homes) and the refurbishment of another sheltered scheme, to provide modern, self-contained flats for older people
- ✓ Disabled Facilities Grants have been awarded to 212 households
- ✓ The Council has won the contract to continue to provide integrated care and support services at the Ditchburn Place extra care scheme

## **OUR STRATEGY FOR 2012-2015**

### **SUMMARY OF OBJECTIVES:**

- Increase the supply of good quality, energy efficient Affordable Housing in a range of sizes, types and tenures
- Create green, mixed and sustainable new communities which benefit existing communities
- Ensure homes are health, safe and energy efficient
- Make the best use of existing homes
- Promote community cohesion

- Prevent homelessness and rough sleeping
- Minimise use of temporary accommodation and maximise use of longer-term housing solutions
- Enable people to make informed choices about their housing
- Promote sustained and settled lifestyles and minimise social exclusion
- Ensure that housing and related services meet a range of specialist needs

A series of priorities has been developed to meet these objectives, and a more detailed action plan will be drawn up once consultation on the Strategy is complete.

## **KEY THEMES**

### **INCREASING HOUSING SUPPLY**

#### **Growth**

Cambridge is at the centre of an area of significant planned growth over the coming years. It is important that new housing and new communities are: of good quality; environmentally sustainable; safe; well-designed with appropriate services and infrastructure; and that they remain sustainable in the long-term. Housing needs to meet the needs of a wide range of people with a variety of incomes and needs.

A five-year supply of land suitable for housing has been identified. And following the removal of regional development targets, the total number of new homes planned to be built, and the standards to which they need to be provided, will be revised as part of the review of the Council's Local Plan.

As well as requiring a proportion of new housing to be provided as Affordable Housing (for rent or sale), the Council also continues to support appropriate development of purpose-built accommodation for the two Universities in the City.

The Council aims to ensure that existing communities can benefit positively from the planned housing growth, and that any negative impacts are kept to a minimum.

Whilst the Council will continue to promote sustainable new development, the building of new homes is very much driven by the market, and it needs to be recognised that there are limits to how much the Council can influence development – either of open-market or Affordable Housing.

## **Affordable Housing**

In view of the high levels of housing need, the Council aims for 40% of new housing on larger sites to be provided as Affordable Housing (as defined in the National Planning Policy Framework). It is committed to ensuring that Affordable Housing is provided in a range of sizes, types and tenures to meet a wide range of needs.

Current plans should enable the completion of around 1300 new Affordable Homes between 2011 and 2015. Most of the housing planned for the City will be provided by Private Registered Providers (Housing Associations). However, as well as working closely with those providers, the Council has also embarked on a programme of developing its own Affordable Housing, and has secured grant to build around 146 new homes by 2015, either on infill sites or to replace existing homes which are no longer considered fit for purpose.

Ensuring the ongoing provision of new Affordable Housing is becoming increasingly challenging with the reduction in government grant available and greater reliance on providers to meet the shortfall through their own resources. With the requirement that new rented Affordable Homes provided with government grant be let at Affordable Rents (of up to 80% of local market rents), and high development costs, the Council aims for new Affordable Housing to remain as affordable as possible to local people.

The Council's Affordable Housing requirements will be re-evaluated as part of the review of the Local Plan

## **EXISTING HOUSING**

### **Background**

The Council has a significant role to play in relation to existing homes across all tenures. The quality and condition of the housing stock is recognised as an important factor in supporting the economy and promoting good health outcomes, and with limited scope for housing growth relative to the high demand for housing, the Council needs to ensure that best use is made of existing homes.

## **Council Homes**

Unlike many other authorities in the country, the Council continues to own its own housing stock, and since April 2012 has been fully responsible for financing the management and maintenance of, and major improvements to, its housing, following the abolition of the national subsidy system. How this will be achieved is detailed in the Council's 30-year Housing Revenue Account Business and Asset Management Plans. Work to improve the environment around the Council's homes will continue in consultation with local residents.

Ensuring the Council's homes are energy efficient helps to minimise carbon emissions and keep tenants' fuel bills down, and work in this area will also continue, as well as seeking opportunities to introduce sources of renewable energy where appropriate.

We will review our approach to supporting people in moving to smaller homes where they wish to do so, particularly within the context of proposed reductions in housing benefit payable to those deemed to be 'under-occupying'.

We will also review: our Lettings Policy, in light of new flexibilities around deciding who can apply and who should have priority on the housing register; our approach to tenancy fraud; whether short-term tenancies should be offered in exceptional circumstances; and our approach to providing homes on a shared ownership basis, to ensure that we are making best use of the Council's homes.

## **Private Sector Homes**

The Council has an important role in ensuring that conditions are maintained in private sector housing as well as in its own stock. We need to ensure that all homes are safe and free from major hazards, through a combination of support to home owners and landlords and enforcement where necessary. We also need to ensure that long-term



empty homes are brought back into use (although this is not such a issue as in some other parts of the country), and that occupants are aware of and have access to schemes available to improve the energy efficiency of their homes.

The private rented sector is an important, and growing, part of Cambridge's housing market, and we need to continue to use the powers at our disposal to ensure that housing is safe for people to live in, and that overcrowding is tackled effectively. We also provide a Property Accreditation scheme to support landlords in improving the management of their homes, and are now offering financial support for landlords registered with the scheme to carry out energy efficiency works in their rented homes.

We will continue to provide grants and loans to vulnerable owner-occupiers to carry out home improvements, including safety and home-energy works, and to commission a Handyperson and Safer Homes scheme carrying out minor repairs and adaptation works for older people.

We will continue to monitor and use existing enforcement powers to deal with poorly managed HMOs.

We will continue to improve our approach to tackling anti-social behaviour, including seeking opportunities to work with health and social care commissioners and providers to try to ensure that vulnerable people are getting the support they need, and through engagement with landlords and letting agencies.

## **HOUSING ADVICE, HOMELESSNESS AND HOUSING OPTIONS**

### **Homelessness Prevention**

Over recent years the Council has shifted its resources from responding to homelessness, to active measures to help prevent homelessness from arising.

Although the Council has successfully reduced the use of temporary accommodation over recent years, demand for and length-of-stay in temporary accommodation has recently begun to rise again.

To help prevent homelessness and reduce the use of temporary accommodation, the Council needs to try to find new ways of making use of the private rented sector to find housing solutions for these groups.

Payment of housing benefit to tenants rather than direct to landlords will be a challenge if we are to make more use of private rented housing and we will work with the Department of Work and Pensions to try to ensure that vulnerable people can continue to have their benefits paid direct where appropriate.

We will review the priority and extent of choice given to homeless households on the housing register.

### **Rough sleeping**

Rough sleeping in Cambridge as in other towns and cities is on the rise again, and is expected to increase further as the economic downturn continues and spending cuts and welfare changes take hold. The Council needs to continue to work with partners to try to find suitable alternative housing solutions for adults who are chronically excluded from society and homeless or at risk of homelessness, to help this group to find and retain suitable employment, and to ensure that they are supported to remain in their homes – whatever tenure they live in. We also need to continue to try to reconnect rough sleepers from outside of the area with the areas from whence they came, and ensure that ex-offenders being released from prison receive the support they need.

The Council, with its sub-regional partners, is exploring the option of employing a sub-regional Single Homelessness Co-Ordinator to co-ordinate work across the housing sub-region and into Peterborough.

### **Ensuring a Range of Housing Options is Available**

Demand for housing through the housing register is continuing to rise, with 8,210 applicants on the register at April 2012, and the Council is reviewing its Lettings Policy to establish what level of priority should be given to different groups. The cost of intermediate tenure housing is also high, and there are over 300 applicants living in Cambridge and applying for intermediate housing on the Homebuy Register.

It is therefore important that the Council supports people in finding suitable housing options.

Internal reorganisation of the Council's Housing Advice service should help to provide a more effective and seamless service to customers, and we will consider whether to continue with our Employment Advice service longer-term to help people to access work and training opportunities.

## **SPECIALIST HOUSING, SUPPORTED HOUSING AND SPECIALIST NEEDS**

The Council recognises that local people have a wide range of housing needs, and that different groups and individuals with different needs need to be able to access housing and related services. This chapter shows the Council's approach to meeting the needs of people who are vulnerable or potentially vulnerable, or disadvantaged. (Many people will belong to more than one of the following groups).

### **Older People**

The Council's Older People's Housing Strategy outlines the Council's housing vision for older people. The Council will ensure that the needs of older people are considered in the development of new Affordable Housing and any new extra care schemes – including people with dementia - and try to ensure that rents are as affordable as possible (within the context of the new Affordable Rents regime), to enable older people to down-size if they wish to do so.

We will continue to signpost older people to appropriate services through our Sixty-Plus project, and bid for the Supporting People contract to continue to provide support services in our sheltered schemes.

### **Younger People**

This group is one suffering particularly from the shortage of housing in Cambridge. As well as increasing provision of Affordable Housing we also need to ensure that younger people are aware of the housing options and services available to them and that we can communicate appropriately with them in this area.

## **Disabled People**

The Council aims to continue to top-up Disabled Facilities Grant funding, subject to funding available from Right to Buy sales.

We will review our requirements around the Lifetime Homes standard for new Affordable Homes, the percentage of wheelchair accessible homes on new developments, and how we can ensure that new homes are designed in a way that disabled adaptations can easily be fitted in the future if required. We will continue to identify the need for specialist housing for people with physical and/or sensory disabilities, and explore, in the longer term, how better use can be made of the private sector in helping disabled people to access appropriate housing.

## **Black and Minority Ethnic (BME) Groups and Migrant Workers**

Cambridge has a relatively high proportion of BME residents compared to many other districts. Many of these residents are highly qualified and are not disproportionately disadvantaged in accessing housing and services, but for those who need extra help and support the Council will continue to monitor the extent to which they are accessing services, and promote engagement with those groups for specific projects. There has been an increase recently in the number of European migrant workers having to be housed temporarily in homeless accommodation, and we are exploring why this might be.

## **Gypsies and Travellers**

The Council has actively influenced the development of a county-wide Traveller Strategy, and a review of the sub-regional Gypsy and Traveller Accommodation Needs Assessment. We are working with South Cambridgeshire District Council to try to identify land for site accommodation for this group. The Council has developed some criteria to assess the suitability of land, and has been using this criteria to try to identify some land for a site or sites. Consultation on this criteria, and on any pieces of land identified, will be carried out as part of the issues and options consultation on the Local Plan.

## **Other Vulnerable Groups**

The Strategy also outlines the Council's approach to other groups who may need special consideration, including those with mental health issues, victims of domestic violence, single homeless people, those on welfare benefits, and people from the Lesbian, Gay, Bi-Sexual and Transgender community.

### **Housing Support and Health and Social Care Commissioning**

With ongoing cuts in public spending, including reductions in the amount of money available for care and support services for vulnerable people in their homes, the Council will continue to work with Health and Adult Social Care Commissioners to ensure that the importance of housing to health and well-being is fully recognised and given priority. The Council needs to try to ensure that residents of Cambridge get the home-based care and support they need to live independently.

The Council is working to influence the Health and Well-Being Strategy for Cambridgeshire which is currently being developed, and will strengthen engagement with the newly emerging commissioning partnerships as new arrangements develop.

### **RESOURCING AND NEXT STEPS**

Some public consultation on this Strategy has been carried out through a series of questionnaires, the results of which have been used to inform the draft Strategy. Consultation on the draft Strategy document is also being carried out and results of that will be used to inform the final Strategy.

How the various elements of this Strategy will be resourced is detailed in the Council's Medium Term Strategy.

## **Chapter 1: Introduction**

### **The Need for A Housing Strategy**

Cambridge and its surrounding area has a strong local economy and is recognised as one of the fastest growing and most dynamic areas in the UK, with a major increase in the number of homes planned between now and 2021 even in a time of financial uncertainty. This planned growth presents a number of opportunities as well as challenges.

We need to make sure that expansion takes place in a way that creates new homes and communities that people want to live in. House prices and rents remain high in Cambridge, even in the current economic climate, and so it is important that we provide a range of sizes and types of Affordable Housing to meet the needs of local residents.

Growth must not only provide new homes but appropriate facilities and infrastructure and be delivered in such a way that minimises any negative impact on the environment and contributes to our priorities around tackling and responding to climate change.

As well as new homes it is important that we continue to invest in the existing homes in the City. The Council has a role to play in ensuring that people of all ages can live in safe and decent housing conditions across all tenures, and that best use is made of the existing homes within the City - again taking into account the need to tackle climate change. It is also important that existing communities can benefit from the planned growth in and around Cambridge.

Pressure on existing housing means that homelessness and rough sleeping have historically been an issue for Cambridge, something which is becoming even more prominent during the current economic downturn. We must continue to develop measures to help to prevent people from becoming homeless, and ensure that people have access to a range of housing options to suit their needs.

Cambridge has an ethnically diverse population. It also has a number of vulnerable people with a range of housing and service needs, which will increase as the City grows and as the population ages. We need to ensure that we take into account a range of diverse needs in planning and providing housing and related services.

We must rise to the challenge presented by the downturn in the economy and the radical programme of reforms that the coalition government has introduced. We need to continue to find ways to meet our housing priorities within the resources available to us, including maximising access to external funding opportunities.

As a District Council we cannot do this on our own. We need to work closely with a range of partners and with residents themselves to ensure that we provide cost effective services and that resources are channelled to the areas where they are needed most.

This Strategy identifies how we can make a difference by working in partnership to meet these challenges. The Strategy:

- Identifies progress made against the Council's previous Housing Strategy;
- Provides a picture of housing within the City and identifies areas for action working in partnership with residents and other agencies;
- Highlights our medium-term priorities for action and investment; and
- Sets out our plans to address these priorities and how they will be resourced.

It has to be recognised that there are limits to the amount of control local authorities can have on issues such as housing delivery, affordability of housing, balance of tenures etc. However, Cambridge City Council is committed to using the powers and resources it has to aim to meet the City's housing needs.

### **Progress Since Our Previous Strategy**

We have made significant progress in meeting our strategic objectives since our previous Strategy was published, details of which are shown in the following chapters.

### **Our Revised Strategy**

This Housing Strategy replaces our previous one which ran from 2009-2012. The general direction of the Strategy has not changed

significantly from previously. Many of the issues Cambridge faces in relation to housing remain the same, and our consultation on this Strategy has confirmed that our strategic objectives continue to be the right ones for Cambridge.

The main change taking place since the previous Strategy has been the significant national reforms which have been introduced by the coalition government since 2010. Our Strategy has been reviewed within the context of the drive towards more local decision-making, and major reforms in social housing, planning, welfare and health & social care commissioning.



## Chapter 2: National, Regional and Local Policy Agenda

This Housing Strategy is set within a wider context of national, regional and local strategies, policies and plans. This chapter outlines and links to some of the main ones. Others that are directly relevant are referred to elsewhere in the document.

### National Policy Context

This Strategy has been developed in a period of significant national policy change, which is unprecedented both in the scale and pace at which change is being implemented. The coalition government has introduced a raft of reforms which will have a significant impact on the Council's approach to housing, with localism and the need to reinvigorate the economy being central themes. Some of these reforms are already in place, but many are either in the process of implementation or still being planned. These changes introduce both opportunities and challenges in ensuring that our Strategy is consistent with national policy as well as meeting local needs. As part of this Strategy the Council will need to continue to monitor and respond to the impact of these changes on local residents.

### Housing Strategy for England

In November 2011 the government published a new national housing strategy, *Laying the Foundations*.<sup>1</sup> It is aimed at investing in housing for the purposes of social mobility, health and well-being, and to stimulate economic growth. It includes a number of key initiatives, some of which were already under way when the strategy was published. These include:

- The introduction of new **Affordable Rents**, to be set at up to 80% of local market rents. The additional revenue raised will be re-invested in the provision of new Affordable Housing. To access Affordable Housing grant through the Homes and Communities Agency (HCA), Registered Providers will be required to let the new homes at Affordable Rents. Existing homes may also be converted to Affordable Rents when they are re-let, subject to agreement with the HCA. It is expected that Affordable Rent homes will attract a wider range of people who may not have

---

<sup>1</sup>National Housing Strategy:  
<http://www.communities.gov.uk/publications/housing/housingstrategy2011>

considered applying for social housing in the past, and it will be important to monitor the profile of people moving into these homes.

- New flexibilities enabling Registered Providers to offer **fixed term tenancies**, rather than having to offer tenants security of tenure.
- A new duty for Local Authorities, in their strategic housing role, to produce a **Tenancy Strategy**, outlining the issues Registered Providers must take into account in deciding on the type and length of tenancy to offer, and deciding whether fixed term tenancies should be renewed
- The power for local authorities to **house homeless households in the private rented sector** in order to discharge their homelessness duty
- More freedom for Local Authorities to decide who should be accepted onto to **housing needs registers**, and who should have priority for rehousing
- An end to the **Housing Revenue subsidy system**, with stock-retaining local authorities taking on responsibility for paying for the management and maintenance of their own housing through their own rental income, in exchange for taking on a proportion of the national housing debt.
- The reform of **social housing regulation**, giving social tenants more powers to hold their landlord to account.
- Increases in discounts for those purchasing under the **Right to Buy**, which whilst under government plans the likely increase in sales may enable one-for-one replacement to be funded across the country, could lead to a reduction in the number of Affordable Homes available locally for rent.

## Welfare Reform

Fundamental reforms are being introduced to the welfare benefits system with the aim of reducing expenditure on welfare benefits and getting people back into work. These include:

- The capping of Local Housing Allowance to tenants in the private rented sector, and paying it at the 30<sup>th</sup> percentile of local market rents, instead of the 50<sup>th</sup> percentile at which it was paid previously.
- Caps to the overall amount of benefit payable to individual households
- Increased deductions in payments for non-dependants

- Extension of the shared accommodation rate to those aged 26-35; (that group being previously eligible for the single room rate)
- The reduction of housing benefit payable to social housing tenants of working age deemed to have more bedrooms than their family size requires
- The proposed introduction of a new Universal Credit as a single welfare payment for working-age claimants to replace a range of existing benefits, with an overall cap on the amount payable.
- The localisation of Council Tax Benefit (CTB), including a reduction in the overall amount of CTB available to pay to working-age claimants.

Most of these reforms are being implemented through the Welfare Reform Act 2012.<sup>2</sup> The reforms will have a significant impact on many welfare benefit claimants, and on a number of objectives and priorities in this Strategy.

### **Planning Policy Reforms**

Fundamental reforms are being made in relation to planning policy, with the emphasis shifting from national control and regional targets, to more local decision-making. These include:

- The abolition of regional house-building targets set through the Regional Spatial Strategies (including the East of England Plan), with local authorities becoming responsible for setting their own targets for provision.
- The introduction of a new simplified National Planning Policy Framework (NPPF), to replace the existing Planning Policy Statements, to include a presumption in favour of sustainable development.<sup>3</sup>
- New rights for local people to take control over development in their local areas, through new Neighbourhood Development Plans, a Community Right to Build, etc
- Changes to the existing planning obligations system (section 106 agreements) with the introduction of a new Community Infrastructure Levy (CIL) on developers for the funding of strategic infrastructure.

---

<sup>2</sup> Welfare Reform Act: <http://services.parliament.uk/bills/2010-11/welfarereform.html>

<sup>3</sup> National Planning Policy Framework:

<http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicyframework/>

## **Health and Social Care Commissioning Reforms**

Housing plays an essential role in promoting health and well-being. The Health and Social Care Bill includes provisions to:

- Abolish Primary Care Trusts (PCT), transferring their public health functions to local authorities (including Cambridgeshire County Council), and their primary health service commissioning responsibilities to GP consortia.
- Require local authorities (including Cambridgeshire County Council) to: set up Health and Well-Being Boards to promote more joined up commissioning of health care, social care and public health; develop a local Health and Well-Being Strategy; and co-ordinate the production of Joint Strategic Needs Assessments (JSNAs).

There is currently a shadow Health and Wellbeing Board for Cambridgeshire, which is expected to become a statutory body from April 2013.<sup>4</sup>

## **Regional, Sub-Regional and County-Wide Policy Context**

### **Sub-Regional Housing Statement**

The Cambridge sub-Regional Housing Board (CRHB), made up of representatives from the seven districts in the Cambridge housing sub-region, has developed a sub-regional housing statement which identifies how authorities will work together with partners to address housing needs across the sub-region. The key priorities are to:

- Deliver new homes which support economic success
- Create mixed, balanced, sustainable communities
- Improve standards in existing homes
- Meet housing needs and tackle homelessness
- Enable better health through housing and support

---

<sup>4</sup> Cambridgeshire shadow Health and Wellbeing Board  
<http://www.cambridge.gov.uk/ccm/content/council-and-democracy/partnerships/shadow-health-and-wellbeing-board.en>

A number of other large-scale projects have been commissioned through CRHB, including a sub-regional Choice Based Lettings scheme (Home Link), and our sub-regional Strategic Housing Market Assessment.

### **Cambridge Sub-Regional Strategic Housing Market Assessment (SHMA)**

Our Strategic Housing Market Assessment brings together a range of information on the local housing market. The new draft National Planning Policy Framework identifies SHMAs as an important part of the evidence base for Local Authorities in developing their Local Plans.

### **Local Enterprise Partnership (LEP)**

The Greater Cambridge and Greater Peterborough LEP<sup>5</sup> has been set up to help local businesses, education providers, the third sector and the public sector to work together to drive sustainable economic growth in the area. Housing forms one of the key areas of focus for this partnership. The work of this partnership is in its early stages, but the Council will work through CRHB with the aim of supporting and influencing its work.

### **Cambridgeshire Local Investment Plan**

The Cambridgeshire Local Investment Plan seeks to show our local investment priorities, how those priorities meets key policy objectives, and how growth, housing and regeneration projects can be brought forward.<sup>6</sup>

### **Cambridgeshire Joint Strategic Needs Assessment (JSNA)<sup>7</sup>**

The Cambridgeshire JSNA brings together data and information from a number of different sources to identify the health and well-being needs of the county's population, to help to inform health and social care decisions on commissioning. Housing has an important role to play in promoting health and well-being, and a number of priority recommendations in the JSNA are relevant to this Housing Strategy.

---

<sup>5</sup> Greater Cambridge Greater Peterborough LEP <http://www.yourlocalenterprisepartnership.co.uk/>

<sup>6</sup> Cambridgeshire Local Investment Plan: <http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/cambridge-sub-regional-housing-board/crhb-publications-and-documents.en>

<sup>7</sup> Cambridgeshire JSNA <http://www.cambridgeshirejsna.org.uk/>

## **Cambridgeshire Health and Wellbeing Strategy**

The Council is actively supporting the development of a county-wide Health and Wellbeing Strategy, through the Cambridgeshire Health and Well-being Board. The future of commissioning of housing-related support through the Supporting People programme is also being reviewed in this context.

## **Local Strategic Context – Cambridge City**

### **Cambridge City Council's Vision**

The City Council's vision for future of the City is:

- Cambridge – where people matter
- Cambridge – a good place to live, learn and work
- Cambridge – caring for the planet

The Council's vision is for a City:

- Which celebrates its diversity, unites in its priority for the disadvantaged and strives for shared community wellbeing;
- Whose citizens feel they can influence public decision making and are equally keen to pursue individual and community initiatives;
- Where people behave with consideration for others and where harm and nuisance are confronted wherever possible without constraining the lives of all;
- Which recognises and meets needs for housing of all kinds – close to jobs and neighbourhood facilities;
- Which draws inspiration from its iconic historic centre and achieves a sense of place in all of its parts with generous urban open spaces and well- designed buildings;
- With a thriving local economy that benefits the whole community and builds on its global pre-eminence in learning and discovery;
- Where getting around is primarily by public transport, bike and on foot;
- In the forefront of low carbon living and minimising its impact on the environment from waste and pollution.

This Housing Strategy has a role to play in achieving all of the elements of this vision.

### **Medium Term Strategy (MTS)<sup>8</sup>**

The MTS is the Council's key financial planning document. It details the financial and wider context in which the Council operates, and identifies priorities for spending within that context.

### **The Cambridge Local Plan<sup>9</sup>**

The Cambridge Local Plan sets out the Council's vision, policies and proposals for future development and land use in Cambridge to 2016. It is currently being reviewed, with the revised Plan due to be adopted in April 2014.

Other relevant strategies and plans are referred to elsewhere in this Strategy

### **Climate Change Strategy and Carbon Management Plan**

The Council has recently agreed a new Climate Change Strategy which establishes the framework for the Council's action to address the causes and consequences of climate change over the next five years. Objectives include supporting residents to reduce their carbon emissions and manage climate risks, and working with partners to address the causes and effects of climate change.<sup>10</sup>

A Carbon Management Plan will also be adopted shortly, with a target to reduce carbon emissions from the Council's own operations and estate.

### **Comprehensive Equalities and Diversity Policy<sup>11</sup>**

---

<sup>8</sup> Cambridge City Council Medium Term Strategy: <http://www.cambridge.gov.uk/ccm/content/council-and-democracy/how-the-council-works/council-finance/budget-process.en>

<sup>9</sup> Cambridge Local Plan: <http://www.cambridge.gov.uk/ccm/content/planning-and-building-control/planning-policy/development-plan-for-cambridge/local-plan-2006.en>

<sup>10</sup> Climate Change Strategy: <http://www.cambridge.gov.uk/ccm/navigation/environment-and-recycling/sustainable-city/climate-change/>

<sup>11</sup> Comprehensive Equalities and Diversity Policy <http://www.cambridge.gov.uk/ccm/content/council-and-democracy/how-the-council-works/council-policies-and-plans/equality-and-diversity/equality-and-diversity-policies-and-plans.en>

The Council is committed to developing an anti-discriminatory organisational culture, placing equalities at the centre of all activities and key agendas, and celebrating diversity in its many forms. Our Comprehensive Equalities and Diversity Policy sets out a number of principles around tackling discrimination, promoting good relations, and ensuring that services and opportunities are open to everyone.

### **Single Equality Scheme**

The Council's Single Equality Scheme 2012-2015 sets out the objectives of the Council in relation to Equality & Diversity, which are:

- To continue to work to improve access to and take-up of Council services;
- To develop an improved level of understanding of Cambridge's communities and their needs through research, data gathering and equality mapping;
- To improve community engagement in the development and delivery of services;
- To ensure that people from different backgrounds living in the city continue to get on well together;
- To ensure that the City Council's employment policies and practices are non-discriminatory and compliant with equalities legislation as a minimum standard;
- To work towards a more representative workforce within the City Council.

A high-level Action Plan is included in the scheme, which includes key areas of focus for each Department.

An Equality Impact Assessment is being carried out on this Housing Strategy.



## Chapter 3: Understanding the Housing Market

### Objective:

- ★ Understand the dynamics of the housing market in Cambridge and the surrounding area, and use that information to influence the delivery of new homes and housing related services.

### Priorities:

Work with partners to:

- Continue to review and update the Cambridge sub-regional Strategic Housing Market Assessment (SHMA)
- Develop methods of forecasting and measuring the impact of national change on the local housing market – particularly in relation to Welfare Reform and Affordable Rents.

### Background

As previously stated, Cambridge has a thriving, buoyant and dynamic economy, with high house prices, high private rental costs, and high demand for housing of all tenures.

Housing has an important part to play in supporting both the local and national economy, as well as being critical in promoting well-being and achieving positive health outcomes. It is important to maintain a mix of different types of sizes, types and tenures of housing to meet a wide range housing needs.

Therefore we need to have a good understanding of the local housing market, and how it interacts with other housing markets. Our Strategic Housing Market Assessment (SHMA) for the Cambridge sub-region draws on a number of data sources and has been developed with a

range of partners.<sup>12</sup> We need to ensure that this remains up to date and continues to evolve, so that it provides the information we need to help understand the market and plan for and influence future change. It is also an important part of the evidence base for the development of the Cambridge Local Plan.

A number of significant changes are taking place nationally which are already starting to affect local housing markets. (See chapter 2 for more information).

These include:

- A global economic downturn, impacting on jobs, income levels, the cost of living and access to mortgages.
- The growth of the private rented sector
- The removal of national targets for housing growth, and the introduction of a new National Planning Policy Framework
- Changes to how new Affordable Housing will be funded, including a reduction in grant funding available.
- The introduction of new 'Affordable Rents' and fixed term tenancies for new and some existing social rented homes.
- Fundamental reform of the welfare system, including reductions in benefits payable – including those covering housing costs - and the proposed introduction of the new Universal Credit.
- Changes to how health services are commissioned,
- Other social housing reforms, including: abolition of the Housing Revenue Account subsidy system; more local influence on who social housing should be allocated to; more opportunity for tenants to buy their homes, etc

These, and other changes, have the potential to impact significantly on the balance of the housing market and on the ability of local people – including those on low and middle incomes - to access and retain appropriate housing in the City, as well as on the services that need to be provided. We will continue to work with partners to anticipate and keep abreast of the effects of those changes. We will also where we can, seek to influence those changes to try to maximise the positive and minimise the negative impacts on the City.

---

<sup>12</sup> Cambridge SHMA: <http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/cambridge-sub-regional-housing-board/crhb-publications-and-documents.en>

## Key Issues for Cambridge

### Demography:

- Of cities in England, the population of Cambridge is one of the fastest growing in the country – second only to Milton Keynes.<sup>13</sup> The population now stands at around 125,700 – up from 109,900 in 2001.
- An increase in all household sizes is expected, with the largest increase in the 30-59 age group, followed by 0-15 year olds.
- Numbers of older people are expected to increase, albeit to a lesser extent than in other parts of the Cambridge sub-region.
- 14.5% of Cambridge residents had a limiting long-term illness in 2001, increasing to 25% amongst Council tenants.
- The planned new growth in the City will impact on the demography of the City, and we need to continue to support the work of other agencies in monitoring change and the impact this will have on infrastructure and service requirements for the City.

### Economic Conditions:

- So far the City has been relatively well protected from the large-scale effects of the economic down-turn compared to many parts of the country, and even with quite a high proportion of public sector jobs this is expected to continue
- However, we know that many people from all walks of life are feeling the effects of a squeeze on household income, and we need to improve our approach to monitoring income trends and how they affect people's ability to access and retain appropriate housing.
- Unemployment, rising prices, pay freezes and benefit cuts will also affect people's ability to maintain their homes and keep them warm, and we need to understand where the greatest impact of this is felt in order to target resources effectively.
- Economic conditions have also led to a slow-down in the delivery of new homes, including new Affordable Homes.

---

<sup>13</sup> Centre for Cities: City Outlook 2012  
[http://centreforcities.cdn.meteoric.net/CITIES\\_OUTLOOK\\_2012.pdf](http://centreforcities.cdn.meteoric.net/CITIES_OUTLOOK_2012.pdf)

Further information on local economic conditions are available in the Cambridgeshire Economic Assessment.<sup>14</sup>

### **Welfare Benefit Reforms:**

- Cambridge is part of a large, mainly rural, Broad Market Rental Area (BRMA) used to calculate Local Housing Allowance rates. With the significantly higher rents in the City than in some other parts of the BRMA, and Local Housing Allowance now being calculated at the 30<sup>th</sup> percentile of market rents across that large area, LHA is now insufficient to cover even lower quartile private rents in the City. Other reforms, including the removal of the single-room rate for single people aged 25-34, increased deductions for non-dependants etc, are also starting to impact on a number of claimants.
- Welfare benefit changes will also impact on Council tenants, with reductions in payments for tenants 'under-occupying' their homes.
- Anecdotal information suggests that some benefit claimants have started to move out of the City to cheaper areas. As well as the effects on the people concerned, this could impact on recruitment by local businesses, on travel to work patterns, on the balance of communities, etc.
- The full impact of changes will not be known until the new Universal Credit has been in place for a while.

We need monitor the potential and actual impact of these changes to understand how they are affecting the housing market, and how any negative impacts can be mitigated.

### **Balance of Tenure, Size and Types of Homes:**

- There are a number of factors which are likely to lead to a shift in the balance between Affordable Housing tenure types. For example, changes in how new Affordable Housing is funded are expected to alter the balance between social and intermediate housing tenures. The introduction of the new Affordable Rent tenure will lead to a reduction in the number and proportion of homes available at Social Rent levels. We have done some sub-regional modelling on the potential impact of these changes, and we will continue to develop this further.

---

<sup>14</sup> Cambridgeshire Local Economic Assessment:  
<http://www.cambridgeshire.gov.uk/business/economicandcommunitydev/ecodevelopment/economicaassessment.htm>

- Factors such as changes in the economy and the new Planning Policy Framework could influence further changes in the overall tenure profile of the City.
- We don't yet know what the combined impact of the economic downturn and planning reforms will have on the overall balance of property sizes and types. We will need to take this into account in the review of our Local Plan to encourage and enable developers to provide new housing to meet a range of needs.
- We need to assess how many social housing tenants and housing applicants are likely to be affected by proposed reductions in welfare benefits, to help to inform plans for new-build, changes to our overall and local Lettings policies etc

**Affordability:**

- Access to housing which is affordable is a key issue for many people in Cambridge, as evidenced by responses to our recent Citizens Survey and consultation on this Housing Strategy.
- Affordability does not just affect those on low incomes – many people on middle-incomes are struggling to access housing in the City, to buy or rent, that they can afford to live in.
- Whilst the number of private sales has dropped over the last two to three years, house prices in Cambridge have remained relatively stable. The ratio of average house prices to average earnings has also remained fairly constant over the past three years, currently standing at 9:2.
- We do not anticipate a significant reduction in private rent levels in the foreseeable future. Cambridge has a relatively young mobile workforce and a high student population, so demand remains high.
- Landlords are showing limited interest at present in leasing properties for families who are homeless or at risk of homelessness.
- As well as new grant-funded homes, some local Registered Providers are planning to convert some existing social rented homes to the new Affordable Rent tenure. Although the Council has successfully negotiated with the Homes and Communities Agency that these should be at or around 65% of local market rents (as opposed to the proposed 'up to 80%'), the rents on these homes will be higher than on homes let on Social Rents. We need to improve the information we have on income levels, and to monitor closely the profile of tenants moving into the different types of tenure.

- We are also assessing the potential impact of higher Affordable Rents on the Housing Benefit bill.

### **Affordable Housing Need:**

- There were around 8,210 applicants on the housing register at April 2012, an increase of around 1500 (22%) since March 2011. Based on household size the greatest need is for one and two bed homes.
- The number of applicants for intermediate housing across Cambridgeshire has been increasing, with 367 Cambridge residents registered on the Homebuy Register for intermediate (shared ownership, shared equity etc) housing at March 2012.<sup>15</sup>
- Numbers of social housing re-lets have reduced over the last year, and any increase in the number of homes purchased following recent increases in Right to Buy discounts will reduce further the number of rented Affordable Homes available locally – at least in the short term and possibly in the long-term as well.
- Latest estimates (subject to confirmation) suggest that 2,140 new homes would need to be built per year over the next five years to meet existing and newly arising housing need. This has increased steadily year on year from 1,509 when the 2008 Housing Strategy was published.

### **Diversity of Housing Need:**

- The importance of housing in promoting health and well-being is recognised in the Cambridgeshire Joint Strategic Needs Assessment.<sup>16</sup>
- There are around 9,000 students occupying housing other than bespoke student rooms, and both Universities in Cambridge aim to increase their own housing stock.
- The number of older people in the City is set to increase, including those who are physically and mentally frail, and there needs to be a range of types and tenures of housing suitable for older people to move to if they wish to do so.<sup>17</sup>
- The revised Gypsy and Traveller Accommodation Assessment for the Cambridge sub-region identifies the need for one new permanent pitch for Gypsies and Travellers in the City between

---

<sup>15</sup> Orbit Homebuy Agent: <http://www.orbithomebuyagents.co.uk/main.cfm>

<sup>16</sup> Cambridgeshire JSNA: <http://www.cambridgeshirejsna.org.uk/>

<sup>17</sup> Older People's Housing Strategy: <http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/housing-and-related-strategies.en>

now and 2031, as well as one (or more) sites for transit or emergency stopping provision in the Cambridge area.<sup>18</sup>

### **Private Sector Housing Conditions:<sup>19</sup>**

- Cambridge has a significantly higher proportion of private rented homes and Homes in Multiple Occupation than the national average, and a higher proportion of older homes (built pre-1919).
- Around 37% of the private sector housing stock fails the Decent Homes standard. The main reasons for non-Decency are Category 1 hazards and thermal comfort failure.
- Around 23% of private sector homes have serious ('Category 1') hazards under the Housing Health and Safety Rating System (HHSRS) attributed to excess cold. Risk of falls is also a significant contributor to Category 1 Hazards. Those with disabilities and in receipt of benefits are particularly affected.
- Non-Decency and Category 1 hazards are highest in privately rented homes and older homes.
- Disrepair is highest in older properties, owner-occupied and private rented homes, and amongst those in receipt of benefit and over 65.

### **Making Best Use of Existing Homes:**

- The number of homes in the City which have been empty for more than 6 months at any one time has remained fairly steady over recent years at around 70.
- We need to improve our understanding of how many Social Rented homes are under-occupied by number of bedrooms, particularly in light of government proposals to limit housing benefit entitlement to under-occupiers.

### **Conclusion**

Understanding our housing market, how it affects a wide of groups of people, and how it might change in future is becoming increasingly complex. As well as monitoring and responding to change as it happens, we need to continue to improve our approach to anticipating change to maximise our ability to influence that change.

---

<sup>18</sup> GTANA 2011: <http://www.peterborough.gov.uk/pdf/env-plan-evibase%202011%20GTANA.pdf>

<sup>19</sup> Private Sector Housing Condition Survey 2009  
<http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/housing-research.en>

Our Strategic Housing Market Assessment provides a strong basis for much of this information, and we will continue to develop this, with sub-regional partners, to ensure it provides appropriate and timely information to meet a wide range of needs.



## Chapter 4: Increasing Housing Supply

### Objectives:

- ★ Increase the supply of good quality, energy efficient Affordable Housing in a range of sizes, types and tenures
- ★ Create green, mixed and sustainable new communities which benefit existing communities

### Priorities:

Work with partners to:

- Review housing targets and Affordable Housing requirements within our Local Plan
- Ensure high levels of provision of good quality new Affordable Housing
- Ensure that new homes and communities meet carbon reduction requirements and are environmentally sustainable
- Ensure that new developments are well-designed and provide appropriate and timely infrastructure, facilities and services
- Ensure that new Affordable Housing remains as affordable as possible to local people
- Maintain an appropriate balance of sizes, types and tenures of homes within new developments and across the City
- Continue with our programme of Council new-build Affordable Homes
- Maximise the positive and minimise the negative impact of growth on existing communities

### Introduction

With a strong economy, Cambridge is at the centre of an area of significant housing growth planned for the coming years. With high housing costs but only limited land available for housing, it is essential that as much Affordable Housing is provided as possible to meet local housing need and support the growth of the local economy. At the same time we need to ensure that new housing developments are well-designed and desirable places to live, and remain so in the long-term. Providing good housing is not just about providing good quality bricks and mortar – it is also important to ensure that appropriate infrastructure

and facilities are in place, and that every opportunity is taken to promote mixed communities.

It has to be recognised that although the Council has a key role to play in promoting an increase in housing supply, new housing development is very much market driven. A number of issues, including the state of the economy, national planning policy, and availability of funding for Affordable Housing, will affect the extent and type of new development which can take place. There is a limit to which local authorities can truly influence housing delivery, and therefore the objectives in this Strategy have to be realistic.

### **Progress Since Previous Strategy**

Over the last three years the Council has:

- ✓ Identified more than 5 years' supply of land for housing
- ✓ Secured planning approvals for phases of development on major growth sites on the fringes of Cambridge, including Trumpington Meadows, Clay Farm, Glebe Farm, and the NIAB frontage site, to include provision of Affordable Housing<sup>20</sup>
- ✓ Supported the delivery of 410 new Affordable homes through Private Registered Provider partners
- ✓ Started our own Affordable Housing build programme, completing 8 new homes and securing grant for a further 146 homes to be built over the next three years
- ✓ Improved our approach to working with Affordable Housing development partners, including appointing an Affordable Housing Development partner, and producing an Affordable Housing Charter and Affordable Housing Policy guide.

### **Key Strategies and Policies**

- Cambridge Local Plan
- Cambridgeshire Local Investment Plan
- Affordable Housing Supplementary Planning Document (SPD)
- Sustainable Development SPD
- Cambridgeshire Quality Charter for Growth
- Strategic Housing Land Availability Assessment (SHLAA)
- Climate Change Strategy

---

<sup>20</sup> Progress on growth sites: <http://www.cambridge.gov.uk/ccm/content/growth-and-new-neighbourhoods/find-out-more/progress-so-far.en>

## Key Issues to Address

### THE NEED FOR GROWTH

Cambridge, as well as being a regional centre for employment, is important both nationally and internationally as a University City with a strong economy focused on high-tech and bio-tech industries. Many employers and colleges are struggling to attract the best staff, and more housing, including more Affordable Housing, together with appropriate infrastructure, remains essential for long-term economic prosperity. Cambridge City is represented on the newly formed Greater Cambridge Greater Peterborough Local Enterprise Partnership, set up to drive forward economic growth in the wider local area.<sup>21</sup>

With the removal of regional housing targets the Council has reviewed its development forecasts down from 19,000 new homes by 2021, to 14,000 new homes by 2031 – equating to around 700 homes per year over that period. Although growth is a key priority for the City, this recognises the need to balance the importance of housing delivery with the deliverability of required infrastructure and the potential impact on the green belt. These figures are being reviewed again through consultation on our Local Plan, and a Council decision will need to be made on the future target. The decision by South Cambridgeshire District Council not to pursue a boundary change around the edges of the City, and the decision by Marshall Group not to relocate from Cambridge airport in the immediate future will inevitably have an impact on the number of new homes that can be built.

Growth is planned on a number of sites on the outskirts of Cambridge which straddle or are just outside the City boundary, in partnership with South Cambridgeshire District Council. These include development on land on the southern, north-western, eastern and north-eastern urban fringes, with further growth taking place around Cambridge Station.<sup>22</sup> Other, smaller developments are planned for and/or being built out within the City.

Beyond the City, we will continue to maintain a close interest in growth sites close to Cambridge which could present opportunities or

---

<sup>21</sup> Greater Cambridge Greater Peterborough Local Enterprise Partnership:  
<http://www.yourlocalenterprisepartnership.co.uk/>

<sup>22</sup> Growth web pages: <http://www.cambridge.gov.uk/ccm/navigation/growth-and-new-neighbourhoods/>

implications for Cambridge residents. This includes the further development of Cambourne and the proposed new settlement at Northstowe.

Growth is important to the City. However, this has to be balanced with the need to ensure that housing remains of high quality, in high quality sustainable environments. We support the role of the independent Cambridgeshire Quality Panel in assessing new schemes against the Cambridgeshire Quality Charter for Growth.<sup>23</sup> It is also critical that adequate infrastructure – including education, transport and green infrastructure – is provided at appropriate stages during the development of new communities.

The social infrastructure on new developments is also critical to the success of new communities. We need to continue to strengthen our work in this area, working with partners to support the development of appropriate services, including health and education, and to influence the planning process at an early stage to promote issues around maximising community safety and minimising the risk of anti-social behaviour – both in new and nearby existing communities.

New housing and infrastructure funding opportunities are emerging, and we will continue to work with partners to access funding streams as appropriate.

The Council is willing to consider alternative methods of housing delivery. For example, co-operative and self-build housing have been raised during consultation on this Strategy.

We are committed to ensuring that, wherever possible, developments include the provision of new Affordable Housing. We will also continue to support the appropriate development of purpose-built accommodation for the two Universities – University of Cambridge and Anglia Ruskin University.

## **AFFORDABLE HOUSING**

### **Supply of Land for Affordable Housing**

---

<sup>23</sup> Cambridgeshire Quality Charter for Growth <http://www.cambridge.gov.uk/ccm/content/growth-and-new-neighbourhoods/find-out-more/progress-so-far.en>

We have carried out a Strategic Housing Land Availability Assessment (SHLAA) to identify more than 5-years' supply of land for housing, and we will continue to prioritise the requirement for Affordable Housing when bringing sites forward for development.

We also now have a 3-year rolling programme of Affordable Housing Development on our own land, which we will continue to progress within the context of our 30-year Housing Revenue Account (HRA) Business Plan.<sup>24</sup>

### **Delivery and Affordability of Affordable Housing**

In order to maximise the provision of Affordable Housing we will continue to seek, as a minimum, the levels of Affordable Housing required in our Affordable Housing SPD; ie we currently require 40% of new homes on larger sites to be provided as Affordable Housing, subject to the review of our Local Plan.<sup>25</sup>

However, delivery of Affordable Housing through section 106 planning gain has slowed down during the last year - both nationally and locally – due to the economic downturn which has impacted both on scheme viability for developers as well as their capacity for borrowing. We will, under our Local Plan, continue to require developments to include appropriate provision of Affordable Housing, except where developers can demonstrate, through a full financial appraisal, that scheme viability would be jeopardised.

Grant funding available for new Affordable Housing has also reduced significantly, with developers required to supplement grant with their own resources, and new grant funded Affordable Housing for rent to be let at Affordable Rents. The Council recognises that 80% of market rent will be unaffordable to many local residents, and has negotiated with the HCA that for Cambridge, charging Affordable Rents at around 65% of market rents and below Local Housing Allowance Rates is more appropriate. However, the rent levels on these new homes will still be somewhat higher than for existing Social Rented homes – particularly in the case of larger homes. We will continue to work with the HCA to try

---

<sup>24</sup> HRA Business Plan:

[http://www.cambridge.gov.uk/democracy/documents/s8870/Special%20HMB%20CS%20February%202012%20-%20Whole%20Document%20Final%20Draft\\_1.pdf](http://www.cambridge.gov.uk/democracy/documents/s8870/Special%20HMB%20CS%20February%202012%20-%20Whole%20Document%20Final%20Draft_1.pdf)

<sup>25</sup> Affordable Housing SPD: <http://www.cambridge.gov.uk/ccm/content/planning-and-building-control/planning-policy/supplementary-planning-documents-and-guidance/affordable-housing-spd.en>

to ensure that new Affordable Rent homes remain as affordable as possible to local people within the constraints of the grant conditions.

The majority of respondents to one of our consultation questions said that up to 30% of take-home income was reasonable to pay on housing costs. Therefore we will continue to model affordability of housing using 25% and 30% of net income as a reasonable benchmark.

New national models of funding for Affordable Housing are being debated, including the potential use of Community Infrastructure Levy funding, and we will continue to monitor national developments in this area to understand how we can best promote the delivery of new Affordable Housing.

Our Affordable Housing Supplementary Planning Document recognises that co-operative housing may be an option for increasing Affordable Housing provision. The Council welcomes approaches from Co-Ops wishing to develop in Cambridge if funding can be secured.

We also need to look at opportunities which may arise from the government's proposals around promoting development of new privately rented homes.

The Council is continuing to work with partners on the development of new Affordable Housing, both on the urban fringes together with South Cambridgeshire District Council, and on land within the City.

We have embarked on a programme of developing on our own land, and have been successful in securing grant for 146 new Affordable Homes between 2010 and 2015, to follow on from the 8 which have been completed to date. As a condition of grant most of the remaining homes to be delivered are likely to be at Affordable Rents. The Council is also investigating whether it can develop 104 Affordable Homes on land at Clay Farm, and has aspirations to build a further 400 on its own housing land.

Current plans should enable the completion of around 1300 new Affordable Homes for the City between 2011 and 2015.

### **Mix and Size of New Affordable Housing**

The cost of housing, and the shortage of Affordable Housing, affects all age groups and household types, and there is an urgent need for new Affordable Housing of all sizes to meet a range of needs.

Under our Affordable Housing SPD, we aim for 75% of new Affordable Homes to be provided for rent. Based on evidence of need from our Strategic Housing Market Assessment, and tenure preferences stated in the response to our consultation questionnaire, we consider this to continue to be an appropriate mix for the time being. However, we recognise that the market is evolving, and further consideration of this will form part of the review of our Local Plan.

There is a tension between the higher levels of absolute need for one and two bedroom homes amongst applicants on the housing register, the relatively high level of existing supply of smaller homes, and the need to create a balanced and mixed communities and provide larger homes to enable families to grow without having to move on again. Sizes of homes and occupancy rates affect the infrastructure required, including levels of need for school places and health service provision. Welfare reforms restricting housing benefit to those under-occupying their homes may also affect the size of homes needing to be built in the future.

Applicants for intermediate low-cost home ownership tend to want to buy the largest size of property they can afford. This means that one-bedroom homes tend to be in lower demand, but fewer people are able to afford larger 3 and 4 bedroom homes.

Older people wanting to down-size are sometimes discouraged from doing so because of lack of floor-space in one and two bedroom homes, and smaller homes can be more difficult to adapt for disabled people.

Responses to our consultation questionnaire indicated a preference for larger homes.

This is a complex issue, and our approach to numbers of bedrooms and room sizes will be included in the review of our Local Plan.

## **Quality of Affordable Housing**

Quality of housing remains a high priority, and as well as compliance with the Cambridgeshire Quality Charter for Growth, we require new Affordable Housing to meet, as a minimum, the Homes and Communities Agency quality standards.<sup>26</sup> We also aim for a minimum standard of Sustainability Code level 4 - and higher where possible - and all new Affordable Homes to be built to the Lifetime Homes standard.

Further details of our policies and guidance, and our expectations around Affordable Housing delivery, are in our Affordable Housing Policy Guide.<sup>27</sup>

We will continue to use local lettings policies where required to provide mixed and balanced communities.

We fully recognise the need for specialist housing to meet the needs of particular groups; this is discussed further in Chapter 7.

### **Maintaining an appropriate balance of housing tenures**

The Council recognises the need for housing of all tenures to meet a range of housing needs.

In the past, the main Affordable Housing tenures in the City have been Social Rented and Intermediate housing (mainly shared ownership). Under the new national Affordable Rent model the proportion of housing available on a Social Rent will inevitably reduce as Registered Providers let new and some existing homes on Affordable Rents. Affordable Rents are expected to attract a wider group of people than those who have traditionally applied for social housing. We are working through our sub-regional Strategic Housing Market Assessment (SHMA) to model the potential effects of changes to the balance of tenure across the City and the rest of the housing sub-region.<sup>28</sup> This will help to inform our ongoing work with Registered Providers to try to ensure that future delivery meets housing need.

---

<sup>26</sup> HCA Quality standards: <http://www.homesandcommunities.co.uk/ourwork/design-and-sustainability-standards>

<sup>27</sup> Cambridge City Council's Affordable Housing Policy Guide  
<http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/development-enabling-and-growth.en>

<sup>28</sup> Future Affordable Housing Report: <http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/cambridge-sub-regional-housing-board/crhb-publications-and-documents.en>



## **Tenancy Strategy**

The Council is working on a Tenancy Strategy within the context of the new Affordable Rents and flexibilities around length of tenure. This will outline the issues which Registered Providers will need to take into account in assessing what sort of tenancies they will offer, assessing the lengths of tenancy to be offered, and deciding whether fixed term tenancies should be renewed at the end of the fixed term. The Council's approach is likely to be that homes should be as affordable as possible to local people, that secure tenancies are preferred over fixed term tenancies, and that if fixed terms are used, tenancies should be renewed at the end of the term other than in exceptional circumstances.

## **ENVIRONMENTAL ISSUES**

In line with the Council's Climate Change Strategy we will continue to work to reduce energy consumption and carbon emissions, and pursue the use of sources of renewable energy through the Planning process, within the context of legislation and government guidance.

We will also continue to promote the construction of new Affordable Homes to Code for Sustainable Homes Level 4 as a minimum, but still aiming for zero carbon where possible prior to the national policy anticipated from 2016.

We will continue to seek high levels of energy efficiency in the new homes the Council is developing under our Affordable Housing Development Programme.<sup>29</sup> Energy efficiency measures need to continue to be considered within the context of the need to keep long-term maintenance costs down.

Ensuring an adequate supply of water for the City and mitigating the risk of surface water flooding are significant challenges.

Grey-water recycling is being introduced as part of the refurbishment of the Council's Brandon Court sheltered scheme, and we are looking at possibilities for other new developments – including at Clay Farm.

---

<sup>29</sup> Affordable Housing Development Programme:  
<http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/development-enabling-and-growth.en>

Surface-water drainage is being improved to reduce the risk of flooding at the NIAB growth site development, and as part of the Council re-build of Seymour Court, and the Council aims to repeat this on other new developments.

Provision of appropriate green infrastructure in the development of new communities, which existing communities can also benefit from, will continue to be a high priority.

We will be rationalising our sustainability requirements for new housing as part of our work to review the Local Plan.

## **PLANNING POLICY ISSUES**

As stated in Chapter 2, the coalition government has introduced fundamental significant changes to planning policy, including the removal of regional targets in place of more local decision-making, and the introduction, through the new draft National Planning Policy Framework (NPPF) of a presumption in favour of sustainable development.

The Council is reviewing its Local Plan within this context, aiming for adoption in around spring 2014. This will include re-consideration, through consultation, of a number of issues around the future provision of housing in and around the City. As well as reviewing such issues as densities, mixes of tenure size etc, the review will also seek to strengthen, and better integrate, the Council's approach to environmental sustainability in relation to new development.

The Council is working with South Cambridgeshire District Council on a new co-housing initiative at Orchard Park. The Local Plan review will explore the extent to which other community-led solutions such as Neighbourhood Planning, Community Right to Build etc might be appropriate for Cambridge.

A review of our Affordable Housing SPD will be considered once the Local Plan has been adopted.

The New Homes Bonus awarded to the Council to match the Council Tax take on new homes is being used to revenue fund the work to facilitate planned growth.

## **IMPACT OF GROWTH ON EXISTING HOMES AND COMMUNITIES**

We will continue to work to maximise the positive, and minimise the negative impacts on existing communities of the planned growth for the City and surrounding area. We will take this into account in the review of our Local Plan, and continue to implement local lettings policies where appropriate.

Our work on the Strategic Housing Market Assessment and the review of our Lettings Policy will need to take into account the impact of the new Affordable Rents in new developments on lettings to existing homes.

We will work with Residents Associations to understand and respond to the potential existing impacts of growth in different parts of the City.

## Chapter 5: Existing Homes & Communities

### Objectives:

- ★ Ensure homes are Healthy, Safe and Energy Efficient
- ★ Make the best use of existing homes
- ★ Promote community cohesion

### Priorities:

#### Council Housing

Work with tenants to:

- Manage, maintain and improve the Council's housing stock
- Review the Cambridge Standard to help prioritise future investment in homes and surrounding areas
- Improve energy efficiency and promote affordable warmth
- Explore greater use of renewable energy in sheltered schemes
- Review our approach to supporting people to move to smaller homes if they wish to do so
- Review whether to continue with our current shared ownership scheme
- Explore whether new Fixed Term Tenancies should be used in exceptional circumstances.

#### Private Sector Housing

Work with residents and partners to:

- Review our Private Sector House Condition Survey
- Improve the safety and management of private rented homes
- Continue to use enforcement powers to ensure that private sector homes meet required safety standards
- Promote and support home energy improvements across all tenures
- Support the improvement of health outcomes for older and vulnerable people
- Bring long-term empty homes back into use
- Explore whether we can improve our approach to tackling anti-social behaviour in private sector housing.

## **Key Local Strategies and Policies**

- Housing Revenue Account (HRA) Business Plan
- HRA Asset Management Plan
- Climate Change Strategy
- Sheltered Housing Carbon Reduction Action Plan
- Carbon Management Plan
- Affordable Warmth Strategy/ Action Plan
- The Cambridge Standard
- Private Sector Housing Strategy 2006-2011
- Private Sector Stock Condition Survey 2008
- Empty Homes policy
- Lettings Policy
- Anti-Social Behaviour Policy
- Anti-Social Behaviour Charter
- Enforcement Policy

## **Introduction**

As well as building new homes, the Council also has a significant role to play in relation to existing homes

Good quality, safe, well-maintained and energy efficient housing across all tenures is recognised as an important factor in supporting the economy and promoting good health. And with high demand for and limited supply of housing in the City, it is important to try to make the best of the existing housing stock.

Addressing the causes and effects of climate change and supporting residents to reduce carbon emissions and manage climate change risks are key objectives in the Council's Climate Change Strategy. Also, with the ongoing rise in fuel costs, and the squeeze on household budgets, many people are finding it increasingly difficult to heat their homes. So we need to continue to work to tackle fuel poverty and improve the thermal efficiency of the City's homes.

The Council has a strong record of tenant involvement in decision-making and will continue to actively develop and promote involvement

activity within the context of the Homes & Communities Agency Regulatory Framework.<sup>30</sup>

## Progress Since Previous Strategy

Over the last three years the Council has:

- ✓ Brought all the Council's rented homes up to the national Decent Homes Standard
- ✓ Increased the average SAP rating of the Council's housing stock by 10 points over the last five years, to a rating of 75 (calculated using SAP 2001)<sup>31</sup>. Measures have included improved thermal insulation and installation of energy efficient boilers.
- ✓ Helped to reduce domestic gas and electricity consumption across Cambridge by 11% and 9% respectively over the past 5 years, equivalent to an average fuel bill reduction of £210 per household (at today's prices), and an average of 800kg of carbon dioxide per household.<sup>32</sup>
- ✓ Improved the energy efficiency of our sheltered schemes, including improving insulation, installing energy efficient boilers and lighting, and working with tenants to conserve energy in communal areas
- ✓ Ensured the removal of Category 1 hazards from 123 homes in the private sector, making those homes safer for their occupants
- ✓ Given financial assistance to 88 vulnerable owner-occupiers on low incomes, to carry out necessary repairs and improvements to their homes
- ✓ Registered 476 private rented homes to the Council's Property Accreditation scheme, to ensure that those homes meet an agreed set of standards
- ✓ Brought 47 long-term empty homes back into use in the private sector
- ✓ Issued 195 mandatory licences to larger Houses in Multiple Occupation (HMOs), to ensure that they continue to be effectively managed.

## Key Issues to Address

### COUNCIL HOMES

---

<sup>30</sup> TSA Regulatory framework:  
<http://www.tenantservicesauthority.org/server/show/ConWebDoc.20175>

<sup>31</sup> How SAP rating is calculated

<sup>32</sup> Department of Energy and Climate Change <http://www.decc.gov.uk/>

The Council is a stock-holding authority with around 7,000 rented, and around 1,100 leasehold and shared ownership, homes. Under the government's Social Housing reform programme the national Housing Revenue Account (HRA) subsidy system has been abolished from April 2012, making the Council fully responsible for financing the management and maintenance of, and major improvements to, the Council's homes. The Council has taken on a one-off share of the national housing debt – just under £214 million - in return for retaining all the rental income from the Council's homes and having more freedom to decide, with residents, how that income is spent.

A 30-year business plan has been agreed, which details the Council's priorities and how the business will be managed over that period. This will be kept under regular review. Alongside this an Asset Management Plan has been agreed, detailing the anticipated investment required in the stock.<sup>33</sup>

The consultation questionnaire on this Housing Strategy that we ran through our tenant and leaseholder magazine Open Door identified that as well as affordability of housing, quality of housing and energy efficiency were high priorities for residents. Tenancy management and environmental issues were also considered important.

Tenant priorities for investment in the Council's homes and surrounding areas were identified through the development of a Cambridge Standard in 2004. A tenant satisfaction survey is being carried out in early 2012, the results of which will be used to inform a review of the Cambridge Standard, and the Council will continue to use this standard to prioritise improvements over and above statutory requirements.

## **Maintaining Council Homes**

The Council has now successfully brought all of its rented homes up to the national Decent Homes standard, and will continue to ensure that the housing stock is maintained to this standard as a minimum.<sup>34</sup>

---

<sup>33</sup> HRA Business Plan & Asset Management Plan:  
[http://www.cambridge.gov.uk/democracy/documents/s8870/Special%20HMB%20CS%20February%202012%20-%20Whole%20Document%20Final%20Draft\\_1.pdf](http://www.cambridge.gov.uk/democracy/documents/s8870/Special%20HMB%20CS%20February%202012%20-%20Whole%20Document%20Final%20Draft_1.pdf)

<sup>34</sup> Decent Homes Standard: <http://www.cambridge.gov.uk/ccm/content/housing/advice-for-tenants-and-residents/information-for-council-tenants/decent-homes-standard.en>

The Council is implementing a range of improvements to its repairs and maintenance services to improve the service to customers and achieve better value for money.

We will monitor the outcomes of the national Tenant Cashback Scheme pilots to assess the extent to which repairs in the home and surrounding area might be carried out by tenants, and how the scheme might be used to promote employment opportunities for tenants.<sup>35</sup>

### **Warm, Energy Efficient Homes**

Carbon reduction and managing climate change risks are key priorities for the Council, and we need to demonstrate more clearly to tenants the extent to which work carried out in this area can contribute to keeping tenants' fuel bills down.

Whilst significant improvements have been made over the last five years, it is probably inevitable that the rate of improvement will slow down now that many simple energy efficiency measures have been completed. The Council will continue to make improvements in this area through exploring thermal insulation options for homes with solid walls and boiler replacements, and in the longer term through a new programme of uPVC window replacement, as detailed in our HRA Asset Management Plan.

We are working with tenants and licensees to reduce the amount of energy used in the communal areas of our sheltered schemes through our Sheltered Housing Carbon Reduction Plan, and further projects are planned in our sheltered and temporary housing as part of our proposed Carbon Management Plan. We will also continue to look for opportunities to introduce sources of renewable energy - again particularly in our sheltered schemes.

In deciding on future investment in this area we will use the lessons learnt from a recent project to retrofit one of the Council's homes to Exemplar standards.

The Council is required to produce Energy Performance Certificates when re-letting its homes, and we need to consider how to speed up

---

<sup>35</sup> Tenant Cashback Scheme: <http://www.communities.gov.uk/news/housing/1882271>



this process to help to inform the choices made by applicants bidding for homes through Home-Link.

## **Environment Around Council Homes**

Although there is no longer a requirement to carry out a regular satisfaction survey with tenants, we consider this a useful tool in helping to understand what the priorities are for tenants. We will be using the results of the survey carried out in early 2012 to help us to assess the on-going need for environmental works around the Council's homes as part of the Cambridge Standard.

Estate management issues came out as an issue in our consultation survey with tenants and leaseholders, and we will continue to work with residents and other partners to tackle anti-social behaviour and ensure the safety and cleanliness of the Council's housing estates.

## **Making best use of Council Homes**

We will continue to keep void times to a minimum to maximise rental income and ensure that homes are swiftly made available for those who need them.

We offer financial incentives to Council tenants who have larger homes than they need to move to smaller homes if they wish to do so. We aim to review our approach in this area, particularly in the context of welfare changes which will restrict the amount of benefit payable based on the number of bedrooms deemed to be required for different household sizes. We will consider how we provide information to people wanting to move, and whether we can increase the support available to those who wish to move but for whom the effort and upheaval is a barrier to moving. We aim to explore opportunities with other Registered Providers operating in the City, and will consider the benefits of joining Huntingdonshire's Under-Occupation Partnership.

We will continue to try to ensure, wherever possible, that when disabled adapted homes become available they are re-let to households with similar adaptation needs.

We are reviewing our Lettings Policy in light of the new Affordable Rents regime and current government proposals in this area.

We will also consider the implications of the government's proposals around tackling tenancy fraud, and consider how we might use the proposed new powers to tackle fraud, including the sub-letting of Council homes.

## **Shared Ownership Homes**

The Council has around 90 homes which it sells to applicants on a shared ownership basis. Demand for these homes has diminished over the last few years, having to compete with newer homes on longer leases provided by other RPs. We need to assess whether to continue to provide shared ownership homes in the longer term, or whether better use could be made of these homes to meet housing need.

## **Affordability of Council Housing**

In our questionnaire to tenants on the priorities for this Strategy, affordability of housing came out as a high priority. It was also highlighted as an important issue through the Council's latest Citizens' Survey.<sup>36</sup> Whilst recognising the need to keep Council rents at affordable levels, the Council also needs to take into account the impact of rent levels on the HRA business model. The government clearly expects that rent levels will continue to be set in line with national guidelines, and any decision to increase them at a lower rate than assumed in the HRA debt settlement would inevitably have a negative impact on the business model.

Maximising energy efficiency of the Council's homes is, again, an important element in ensuring that tenants can afford to run their homes, as is keeping service charge increases to a minimum for leaseholders.

Although new grant funded homes being built by the Council will need to be let on Affordable Rents, the Council will endeavour to keep these rents as low as possible within the constraints of the Affordable Rents scheme and the requirements of the HRA Business Plan.

Affordability is a particular issue for those on low incomes and welfare benefits, and we will explore options with our partners for supporting Council tenants to seek and retain employment.

---

<sup>36</sup> Citizens' Survey: <http://www.cambridge.gov.uk/ccm/content/consultations/residents-surveys.en>

## **Tenancy Policy**

The Council is developing a Tenancy Policy which will outline the types and lengths of tenancy to be offered to Council tenants in the light of Affordable Rents and new freedoms to introduce fixed term tenancies. This will be reviewed during 2012 in consultation with tenants and applicants to ensure that the Council is making best use of its housing stock.

## **PRIVATE SECTOR HOMES**

Over 80% of the City's homes are in the private sector – ie not owned by the Council. Around 53% are owner-occupied, and around 25% private rented – a percentage which, as in many urban areas across the country, is thought to be increasing. Most of the remainder are owned by Private Registered Providers (Housing Associations). Within the private rented sector there are an estimated 5,200 Homes in Multiple Occupation (HMOs).

The increase in the private rented sector is due to a combination of factors, including the difficulty of accessing home-ownership, a relatively mobile work-force, and demand for accommodation for students.

Private sector housing activity was previously covered in the Council's Private Sector Housing Strategy, which ran until 2011.

### **Private Sector Housing Conditions**

The importance of safe and decent homes in promoting positive health outcomes across all tenures should not be under-estimated.

Our 2008 Private Sector House Condition survey identified that around 37% of private sector homes did not meet the national Decent Homes standard, mainly due to excess cold.<sup>37</sup> The majority of homes classified as being non-decent and unsafe (ie having Category 1 hazards under

---

<sup>37</sup> Private Sector House Condition Survey:  
<http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/housing-research.en>

the Housing Health and Safety Rating System) were older homes and those in the private rented sector.<sup>38</sup>

The Council has an important role to play in dealing with enquiries and complaints about poor housing conditions, and has responded to over 680 service requests in this area over the last three years.

Where Category 1 hazards are identified, the Council is responsible for ensuring that these are remedied. The Council will provide advice and support to landlords and home-owners, and will use its enforcement powers if necessary to bring those homes up to the required standard.

### **Conditions in Private Rented Homes**

The Private Rented sector is an important part of the housing market in Cambridge, and we need to continue to use the powers at our disposal to support landlords in maintaining and improving housing standards for the growing number of private rented tenants in the City. We have recently reviewed our Guide for Landlords which gives advice on letting and managing properties.<sup>39</sup>

Where landlords are identified who are not meeting statutory requirements – eg in relation to the condition of the home, excess cold, overcrowding etc – we work with those landlords to support them in meeting the standards required to ensure the health, safety and well-being of their occupants. If they still do not comply we will use our enforcement powers to ensure compliance. From April 2012 the Council is levying a charge where enforcement notices are served, to cover some of the administrative costs.

We are continuing to develop and promote our Property Accreditation Scheme (formerly known as the Landlord Accreditation Scheme) whereby landlords can apply for accreditation of private rented homes which comply with a locally agreed Code of Standards in relation to the condition and management of the home.<sup>40</sup> We now have 476 homes included in the scheme, and from 2012 we will offer financial support to

---

<sup>38</sup> Housing Health & Safety Rating System: <http://www.cambridge.gov.uk/ccm/content/housing/advice-for-tenants-and-residents/housing-health-and-safety-rating-system.en>

<sup>39</sup> Guide for Landlords: <http://www.cambridge.gov.uk/ccm/content/housing/advice-for-landlords-and-homeowners/property-accreditation-scheme.en>

<sup>40</sup> Property Accreditation Scheme: <http://www.cambridge.gov.uk/ccm/content/housing/advice-for-landlords-and-homeowners/property-accreditation-scheme.en>

landlords for energy efficiency works to bring their homes up to the required standards.

We also have a set of Amenity and Safety Standards for landlords of properties owned or managed by higher education establishments.<sup>41</sup>

### **Houses in Multiple Occupation (HMOs)**

Around 12.6% of the private rented homes in Cambridge are estimated to be HMOs, and this figure is expected to continue to rise.

Although some professionals and many students choose to live in HMOs, for many this is the only housing option available which is affordable to them.

With new rules around Local Housing Allowance being payable only at the shared-room rate for under 35s, more vulnerable people are likely to be seeking accommodation in HMOs. Poorer housing conditions – including excess cold, overcrowding and disrepair - are generally found in HMOs occupied by vulnerable people, which can impact on both their physical and their mental health.

The Council's approach to mandatory licensing of larger HMOs is outlined in our HMO Licensing Policy.<sup>42</sup> We currently have around 270 licensed HMOs. Where larger HMOs are not licensed, or the terms of a licence are breached, the Council may use its enforcement powers to ensure compliance.

The Council will continue to monitor the HMOs of which it is aware, and use enforcement powers to ensure that they are safe and decent to live in, and that any negative impact on the wider community arising from poor management can be minimised.

### **Energy Efficiency, Carbon Reduction and Affordable Warmth**

Supporting improvements to the energy efficiency of the City's private sector homes is a priority in terms of reducing carbon emissions, promoting positive health outcomes, and supporting economic growth.

---

<sup>41</sup> Amenity Standards for College Properties:  
<http://www.cambridge.gov.uk/ccm/content/housing/advice-for-landlords-and-homeowners/property-accreditation-scheme.en>

<sup>42</sup> HMO Licensing Policy: <http://www.cambridge.gov.uk/ccm/content/housing/advice-for-landlords-and-homeowners/houses-in-multiple-occupation.en>

With fuel bills rising, fuel poverty is also becoming an increasing issue for those on low incomes.

Poor thermal efficiency is a particular issue in private rented homes, with an estimated 23% of private rented homes being identified as having Category 1 hazards through excess cold. Where identified, the Council will use enforcement powers to have these hazards removed.

The new national Green Deal scheme will enable energy efficiency works to be funded up-front, and the costs recouped through occupiers' fuel bills. The new Energy Company Obligation to subsidise works will also be merged into the Green Deal. We will explore how the Council can work with partners and residents to support the scheme, to help maximise opportunities for improvement works within in the City and support the local economy. We may also need to reconsider our approach to enforcement in the private rented sector.

The Council is carrying out a thermal imaging 'Heatseekers' project to identify homes which could benefit from improved thermal insulation, and will encourage and support property owners – including landlords - in accessing available funding for improvements.

We will also continue our work to understand how older solid wall construction, and historic, homes can be better insulated.

Whilst our main focus will be on promoting energy efficiency works, we will also continue to signpost property owners to any available sources of funding for renewable energy schemes.

### **Improving Conditions for Older and Other Vulnerable People**

We currently run a private sector grants scheme for home improvements for vulnerable owner-occupiers, including safety and home energy works. Most people using the scheme opt for grants rather than loans, and with government grant no longer available for private sector renewal work, we need to explore alternative funding opportunities, including how we can support home owners to free up equity in their homes within the context of government proposals to stimulate more attractive financial products in this area.

We now jointly commission, with Huntingdonshire and South Cambridgeshire District Councils, a Handyman and Safer Homes

scheme which provides help to older people to make their homes safer and carry out small repair and adaptation works. We see this as important in helping people to remain in their own homes and in preventing accidents and hospital admissions, and we will continue to work with partners to try to secure ongoing funding for this scheme.

We will, through our newly formed joint Home Improvement Agency, explore opportunities to improve links with health and social care commissioners as national reforms are implemented, to strengthen the contribution of the Council's work to improving health outcomes for older and vulnerable people.

## **Empty Homes**

Although the number of long-term empty homes in Cambridge is well below the national average, dealing with empty homes was identified as a high priority by respondents to our questionnaires on this Strategy; and with such pressure on housing in and around Cambridge we need to continue to prioritise bringing long-term empty homes back into use.

We have recently reviewed our Empty Homes policy, clarifying the action we will take to ensure that homes are returned to use as quickly as possible. As part of this we will now consider buying back certain types of ex Council homes for letting as Affordable Housing, and provide low-cost loans to owners to carry out repairs to bring homes back into use. Landlords taking up these loans will be able to choose whether to lease to the Council for use as Affordable housing, or to rent or occupy privately.<sup>43</sup>

## **COMMUNITY COHESION**

The Council has always taken a strong approach to community safety through its work with the Cambridge Community Safety Partnership, and through working closely with minority communities in the City.<sup>44</sup> We have been successful in improving our approach to anti-social behaviour in recent years, particularly in relation to issues arising in and around the Council's homes. We will use the results of our Tenant

---

<sup>43</sup> Empty Homes Policy:

<http://www.cambridge.gov.uk/democracy/documents/s9350/empty%20homes%20policy%202012.pdf>

<sup>44</sup> Cambridge Community Safety Partnership: <http://www.cambridge.gov.uk/ccm/content/community-and-living/community-safety/cambridge-community-safety-partnership.en>

Satisfaction Survey to assess whether we need to improve further in this area.

We have, over the last couple of years, seen an increase in the number of anti-social behaviour cases involving vulnerable people who need support to live independently. As economic conditions, welfare reforms and shortage of appropriate housing put further pressure on households, we need to be prepared for potential further increases in the numbers of anti-social behaviour incidents which might arise. We will continue to seek opportunities to work with health and social care commissioners and providers to try to ensure that vulnerable people are getting the support that they need.

We also need to consider whether we can strengthen our approach to tackling and preventing anti-social behaviour in the private rented sector, through engagement with landlords and lettings agencies.



## Chapter 6: Housing Advice, Homelessness and Housing Options

### Objectives:

- ★ Prevent homelessness and rough sleeping
- ★ Minimise use of temporary accommodation and maximise use of longer-term housing solutions
- ★ Enable people to make informed choices about their housing
- ★ Promote sustained and settled lifestyles and minimise social exclusion

### Priorities:

Work with partners to:

- Increase access to the private rented sector for those who are homeless or at risk of homelessness and those on welfare benefits
- Review the sub-regional and local Lettings Policies to ensure that best use is being made of available homes
- Provide a more joined up service to people seeking housing advice and support
- Explore housing options for those living in overcrowded conditions
- Support vulnerable households and chronically excluded adults in accessing and retaining suitable housing and in moving on from temporary accommodation
- Reconnect single homeless people to their place of origin where appropriate support is available to them
- Develop a Single Homelessness and Rough Sleeping action plan for the City, and explore options around co-ordinating activity in relation to single homelessness across the sub-region
- Ensure that prison-leavers can be re-habilitated and integrated back into society
- Pilot support to people in housing need in finding suitable employment
- Develop a Tenancy Strategy advising local Registered Providers on what the Council expects in relation to use of Affordable Rents and fixed term tenancies

## **Key Local Strategies and Policies**

- Homelessness and Rough Sleeping Strategy 2009-2012
- Cambridgeshire's Homelessness JSNA
- Lettings Policy

## **Introduction**

As previously stated, the strong housing market in Cambridge makes it difficult for many to access appropriate housing. Delivery of new homes has slowed down significantly, and national economic conditions are contributing to housing stress for increasing numbers of households.

The Council has, working with partners, been successful in recent years in preventing homelessness and rough sleeping, and reducing the use of temporary accommodation including bed and breakfast.

However, over recent months we have seen an increase in the number of single people at risk of homelessness, and rough sleeping levels have risen.

A considerable reduction in the number of social rented homes becoming available to re-let during 2011-2012 has also meant that the Council has had to increase the use of temporary accommodation, including bed and breakfast, to meet short-term needs.

Other partners providing housing-related services are reporting an increase in demand for their services. This reflects the situation nationally, and such pressures are expected to continue for the foreseeable future, particularly as the impact of welfare reforms, and changes to Housing Benefit in particular, start to take hold. The Council aims to ensure that sufficient advice and support is available to ensure that those requiring re-housing are able to access appropriate housing to meet their needs.

## **Progress Since Previous Strategy**

Over the last three years the Council has:

- ✓ Intervened to help prevent around 700 households becoming homeless.

- ✓ Developed and implemented a Home-Link Access Policy, which ensures that vulnerable people are able to bid effectively for homes available through Home-Link, and that no groups are being unfairly disadvantaged by the arrangements
- ✓ Almost completed the re-development of Jimmy's Nightshelter, to provide improved temporary accommodation for single homeless people and facilities for their needs to be assessed more effectively
- ✓ Improved the information available to those suffering or at risk of domestic violence
- ✓ Successfully run a nationally funded pilot scheme for chronically excluded adults, improving health and well-being outcomes for service users and reducing the costs incurred by health and other services. Ongoing funding has been secured to continue the project beyond the pilot phase
- ✓ Established a debt and employment advice service to enhance our housing options advice service, providing positive outcomes for 15 clients to date, including support in accessing interviews, training and employment.

### **Key issues to address:**

#### **Homelessness Prevention**

The Council has a separate Homelessness Strategy, which expires in 2012.<sup>45</sup> The main themes are:

- Temporary accommodation
- Homelessness prevention
- Access to longer term housing options
- Sustaining settled lifestyles and tackling social exclusion

A revised Homelessness Action Plan is being developed within the context of this Housing Strategy.

Over recent years the Council has shifted more resources from accepting people as homeless, to more proactive intervention to help people to access appropriate housing and prevent homelessness from arising. This has included the provision of housing advice services through the Citizens Advice Bureau, improving access to employment

---

<sup>45</sup> Homelessness Strategy 2009-2012 <http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/housing-and-related-strategies.en>

and training advice for people in housing need, employing additional staff members to focus on homelessness prevention, and improving our internal recording systems.

We need to try to make better use of the private rented sector and empty homes to find housing solutions to tackle homelessness and meet housing need where appropriate. The Council has procured a Private Sector Leasing (PSL) scheme for this purpose. However, because of the already strong demand for private rented housing in the City, this scheme has not yet been able to identify landlords who are willing to participate. We need to engage with landlords to understand how they can be encouraged to let homes to people who are in housing need, either temporarily or on a longer-term basis.

As part of a review of our Lettings Policy, we are reviewing the priority and extent of choice given to homeless households for social housing in relation to other applicants. We need to work with homeless applicants to ensure that they have realistic expectations of the type and tenure of accommodation available to them.

We will continue to explore how existing funding can be better used to deliver housing solutions. For example, by exploring the wider use of local budgets shared across local agencies where appropriate. We will also continue to seek additional forms of funding, including government grant and the potential use of institutional investment to deliver housing solutions.

We will also work with the Department of Work and Pensions (DWP) to try to ensure that direct payments of housing benefit (and later Universal Credit) are available for appropriate groups of vulnerable clients, to help them to access private rented housing and to sustain their tenancies.

We are reorganising the Council's Housing Advice service, one of the aims being to further improve our focus on preventing homelessness from arising, and we will monitor the impact of these changes.

## **Rough Sleeping**

Having kept rough sleeping within the national target of 10 in recent years, the number of rough sleepers has started to rise again – with 12 rough sleepers at the last count. There is also anecdotal evidence of an increase in associated street drinking, begging and anti-social

behaviour. Contributory factors include the impact of the economic downturn, reduction in funding available for support, and changes to the welfare system. The problem is expected nationally to get worse, and we need to respond to this effectively.

The Council has been working with partners to reduce the use of temporary accommodation for single homeless people, and to re-divert resources into seeking permanent housing solutions for them, ensuring that they have the necessary support to live independently and retain their homes. Examples include the re-modelling of Jimmy's Night-shelter into an Assessment Centre, and a reduction in the number of bedspaces at the Victoria Road hostel.

However, finding permanent housing solutions is proving increasingly difficult, with a shortage of single person accommodation available through Home-Link, and lack of private rented accommodation which landlords are willing to let to homeless people at a low enough rent. We will need to work with partners to monitor the ongoing impact of this approach within the current economic climate and changes to the welfare system.

Many single homeless people experience multiple problems which can lead to them being chronically excluded from society. These may include physical and/or mental health problems, substance misuse etc. Some may also have been in and out of prison.

We already do a significant amount of work with partners to support chronically excluded adults, but we need to further strengthen our approach in this area to try to find more sustainable solutions for vulnerable single people who are chronically excluded and homeless or at risk of homelessness. We need to further explore options with partners such as voluntary agencies, faith groups, private landlords, Registered Providers, health and social care commissioners etc, to secure appropriate accommodation, help people to find and retain suitable employment, and support them to remain in their homes. We will also continue to strengthen our work with partners around moving people on from temporary accommodation, to ensure that they have the support that they need across all tenures.

We also want to work with local lettings agencies to understand the extent to which they can support lettings to those who are homeless or

at risk of homelessness, and those who are in receipt of welfare benefits.

For some single homeless people, shared accommodation may be the best option. We need to work with private landlords and Registered Providers to try to meet the needs of these individuals, taking into account the new restrictions on payment of Local Housing Allowance at the single-room rate for under-35s.

A significant proportion of rough sleepers in the City come from outside the area, and the Council will continue to use its reconnections policy to help people to reconnect with the areas from which they came. We also need to consider how to deal with the growing problem of European nationals who have no recourse to public funds and are therefore forced to sleep rough.

Some of the single homeless people in the City have come from other districts in the Cambridge sub-region where there is currently little or no provision for housing single people with support needs. We are exploring, with sub-regional partners, the option of using allocated grant funding to employ a sub-regional Single Homelessness Co-Ordinator to work with partners to co-ordinate the delivery of housing solutions for single homeless people across the sub-region, including Peterborough. We are also exploring whether support services can be commissioned more effectively on a sub-regional basis.

A prison-release protocol has been agreed, and home-visit links have now been made with Peterborough prison, to try to help to reduce the number of ex-offenders being released to no fixed abode in Cambridge, and we will monitor the impact of this work. We will explore further whether there are options for enabling ex-offenders to access housing in other parts of the country if they wish to do so, to help them to make a fresh start.

The Council is working with partners to develop a joint single homelessness and rough sleeping action plan, proposed to be around the overarching themes of managing the impact of welfare reforms, ensuring equality of services delivered to the client group, and service-user involvement in design and commissioning of services. It is likely to address such issues as reducing in-migration to the City, securing settled accommodation, early intervention to prevent homelessness from arising etc.

## **Use of Temporary Accommodation**

Whilst the Council has been working to reduce the use of temporary accommodation, demand has risen recently, and with the reduction in Council and Housing Association homes available to let, it is taking people longer to move on from temporary accommodation. Again, better access to homes in the private rented sector could help to relieve this pressure.

## **Choice Based Lettings**

Demand for housing through our sub-regional Choice Based Lettings Scheme - Home-Link – is continuing to rise, with 8,210 applicants on the register at April 2012.<sup>46</sup>

The sub-regional Lettings Policy is being reviewed in the light of government-led social housing and welfare reforms. We are also working with partners to establish how applicants can bid for the new Affordable Rent homes through Home-Link.

At the same time we are reviewing the Council's own Lettings Policy to establish what level of priority for housing should be given to different groups within the more local context. This will include consideration of a whole range of issues around increased freedoms to decide who can be accepted on the register, what levels of priority should be given to different groups, and whether homeless households should be rehoused in the private rented sector.

As part of this review we will need to assess whether, in line with government thinking, any extra priority should be given to households who are in work or to those with local connections, or whether income levels should be taken into account when deciding who should have access to social housing. We also need to review our approach to ex-service personnel with a local connection, to ensure that they have appropriate access to housing.

We will continue to work to ensure that all applicants have equal access to bidding for homes.

## **Ensuring a Range of Housing Options is Available**

---

<sup>46</sup> Home-Link website <http://www.home-link.org.uk/THO/>

The reorganisation of our Housing Advice service aims to provide a more integrated and seamless service and improve the advice and support we can give to service users to enable them to make more informed housing choices.

Ensuring that applicants on the housing register can access a range of housing options in addition to bidding through Home-Link, remains an important priority.

As already stated, we need to try to improve access to the private rented sector for those who are vulnerable or on low incomes. As part of this the Council is looking into whether there might be opportunities for attracting investment for new-build private rented homes for this group.

We will continue to require new developments to contain a mix of different sizes, types and tenures of housing to meet a range of different needs.

Ensuring that people have access to work opportunities is important in accessing and retaining suitable housing, and we will be evaluating our Employment Advice service for those in housing need to assess whether this should continue as a longer term project.

Maximising the use of existing homes (see Chapter 5) and ensuring options are available for people with specialist needs (see Chapter 7) also remain priorities.

Our Home Improvement Agency has recently transferred to a shared service between the City, South Cambridgeshire and Huntingdonshire District Councils, and this may present opportunities to investigate the viability of this service providing active support to older or vulnerable people wanting to move.

### **Overcrowding**

Overcrowding, whilst it does arise, has not been a major issue for Cambridge as a whole, although it is more prevalent in the private rented sector and in HMOs in particular. It can also be an issue for particularly large families.



With increasing pressure on the housing market and reductions in Local Allowance payable for those on low incomes, the Council anticipates that incidents of overcrowding are likely to increase – particularly in smaller accommodation (flats and bedsits).

Overcrowding can have serious health implications, and the Council will need to continue to use enforcement powers to tackle overcrowding in the private rented sector, and support tenants in finding alternative housing solutions. For larger families living in the private sector we will explore whether there are options available for helping them to extend their existing homes.

### **Use of Affordable Rent Tenancies**

We are in the process of developing a Tenancy Strategy in line with the requirements of the Localism Act, outlining the sorts of issues Registered Providers should take into account in deciding whether to offer lifetime or fixed term tenancies for new and existing homes, and in whether to renew tenancies at the end of any fixed term.

The Council, whilst recognising that new developments need to be viable, will be asking Registered Providers to take affordability into account when assessing Affordable Rent levels.

Whilst recognising the need for providers to offer fixed term tenancies on Affordable Rented homes in order to re-base the rents, the Council will expect tenancies to be renewed at the end of the fixed term except in exceptional circumstances.

The Council, as a housing provider, is also developing a Tenancy Policy outlining its approach to the letting of its homes in relation to Affordable Rents and new flexibilities available around tenancy succession.

## Chapter 7: Specialist Housing, Supported Housing and Specialist Needs

### Objectives:

- ★ Ensure that housing and related services meet a range of specialist needs

### Priorities:

Work with partners to:

- Ensure appropriate housing is available so that older people who wish to move have a range of housing options to choose from
- Improve use of social media to ensure that younger people are aware of housing issues and the services available to them
- Ensure appropriate housing options are available for disabled people
- Work with South Cambridgeshire District Council to deliver site accommodation for Gypsies / Travellers
- Monitor the impact of welfare benefit changes to ensure Discretionary Housing Payments are targeted at those most in need
- Implement the provision of a shared Home Improvement Agency service between Cambridge City, South Cambridgeshire and Huntingdonshire District Councils
- Review our requirements around new Affordable Homes being suitable for disabled people
- Identify and provide for the housing needs of people with physical and sensory disabilities
- Ensure that the Council is able to influence decision-making around the commissioning of services for older and vulnerable people under the new health and social care commissioning arrangements

## **Key Local Strategies and Policies**

- Older People's Housing Strategy 2009-14
- Cambridgeshire Supporting People Commissioning Strategy
- Cambridgeshire Extra Care Commissioning Strategy
- Cambridgeshire Travellers Strategy
- Cambridgeshire Disability Housing Strategy
- Developing Affordable Housing Policy Guide

## **Introduction**

People in Cambridge have a wide range of housing needs. It is important that the Council takes this into account when agreeing and implementing priorities, to ensure that different groups, and individuals with differing needs, can access housing and related services.

The Council provides a number of services and activities aimed specifically at groups who may need more support or may potentially be disadvantaged in some way, or who may be subject to harassment on the basis of race, disability, sexual orientation etc.

This chapter shows our approach to meeting the housing and housing-related service needs of individuals and groups who are vulnerable or potentially vulnerable, or disadvantaged. Although this chapter is split into different client groups, the Council recognises that many people will belong to more than one of these groups, as well as having more individual needs.

## **Progress since previous strategy**

Over the last three years the Council has:

- ✓ As part of a wider sheltered housing modernisation programme, worked in partnership with Cambridge Housing Society to redevelop one of the Council's old sheltered scheme into a new Extra-Care sheltered scheme for older people
- ✓ Almost completed the-refurbishment of Brandon Court Sheltered scheme to provide modern, self-contained, energy efficient accommodation
- ✓ Provided Disabled Facilities Grants to 212 households.

- ✓ Introduced a shared Home Improvement Agency service with South Cambridgeshire and Huntingdonshire District Councils, to improve value for money and create wider opportunities for improving and increasing services to older and disabled people
- ✓ Won the Supporting People contract to continue to provide high quality, integrated care and support services at the Ditchburn Place Extra-Care scheme
- ✓ Improved the information available to migrant workers to help them to access appropriate housing and understand what they can expect from their private landlord

## Key issues to address

### Older People

The number of older people is expected to increase significantly over the coming years, including the number of frail elderly. Our vision in the Council's Older People's Housing Strategy (aimed at people aged 50 and over) is for older people in Cambridge, with a range of diverse needs, to be able to:

- Live independently for as long as possible with support and/or adaptations if they need them;
- Live in safe, Decent, accessible, warm and energy efficient homes and to stay in their existing homes for as long as possible where they choose to do so;
- Have a range of housing options to choose from, preferably close to services and facilities, to meet their particular needs;
- Have access to high quality and appropriate information and support to enable them to make informed choices about their housing.

We have almost completed a large-scale programme of redeveloping and refurbishing sheltered schemes in the City.

We have worked with partners on the development of an Extra Care Commissioning Strategy for Cambridgeshire.<sup>47</sup> Extra Care housing needs to meet a range of needs, including those of an increasing number of older people with dementia and/or learning disabilities. More

---

<sup>47</sup> Cambridgeshire Extra Care Commissioning Strategy:  
<http://www.cambridgeshire.gov.uk/cmswebsite/apps/committees/AgendaItem.aspx?agendaItemID=4062>

extra care housing for older people in the City is a priority for us. However, we recognise that with the recent completion of Richard Newcombe Court as an Extra Care scheme, restrictions on the availability of Adult Social Care funding, and the wider existing availability in the City compared with other districts, provision of additional publicly funded extra care housing for Cambridge may not be possible within the period of this revised Strategy. We are keen to explore options for appropriate private sheltered and/or extra care provision where developers express an interest.

The support we provide to occupants of our sheltered housing is funded through the Supporting People programme. As part of their strategy to re-configure services to enable older people in the wider community to benefit from the limited funding available, the support service provided in sheltered housing is likely to be put out to competitive tender. The Council was successful in winning the contract to provide care and support at our Ditchburn Place extra care scheme, and plans to submit a bid to continue directly providing the support in our sheltered housing schemes and to people in the wider community.

We currently run a 'Sixty Plus Scheme' which provides advice, support and sign-posting to older people across all tenures in the wider community. We will continue to explore, with our partners, options for improving and extending this service.

We will continue to consider the housing needs of older people when enabling and developing new housing, including requiring Affordable Housing to be developed to Lifetime Homes standards, and promoting the development of high quality, accessible housing specifically designed for older people. Affordability of housing for older people wanting to down-size from larger homes is also an issue for those not on benefits and in the context of Affordable Rents, and we are working with the Homes and Communities Agency to try to ensure that rents on new homes suitable for older people are affordable to them.

Our approach to improving housing conditions for older and vulnerable people is detailed in Chapter 5 of this Strategy.

Further information is available in our Older People's Housing Strategy.

48

---

<sup>48</sup> Older People's Housing Strategy: <http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/housing-and-related-strategies.en>

## **Younger People**

Younger people (other than full-time students) are one of the groups particularly disadvantaged by the shortage of housing in the City, especially the shortage of Affordable Housing.

Few people aged under 25 responded to our on-line survey questionnaire, and we may need to improve our communication with this group, ensuring that they know what services are available. The Council is increasingly making use of different forms of social media to interact with residents and service users, and as younger people are more likely to use these than more traditional methods of communication it is important that we continue to improve in this area.

The Council carries out a range of community activities involving younger people, and we need to consider whether we can use these opportunities better to ensure that younger people are aware of the housing-related services available to them and the issues around accessing appropriate housing.

## **Disabled People**

The Cambridgeshire Physical and Sensory Impairment JSNA identifies housing as a major factor affecting the health and well-being of disabled people.

Our Home Improvement Agency arranges disabled adaptations and home improvements for vulnerable people living in the private sector. From April 2012 this service is being provided as a shared service between Cambridge City, South Cambridgeshire and Huntingdonshire District Councils. This will enable us to provide better value for money, and will help us to identify wider opportunities for partnership working and improve signposting to existing services.

We plan to continue to top-up Disabled Facilities Grant (DFG) funding to try to minimise the waiting time for disabled adaptation works, provided sufficient funding can be generated and made available from available Right to Buy receipts.

We require new Affordable Homes to be built to Lifetime Homes standard as a minimum, and for at least 2% of new Affordable Housing to be fully wheelchair accessible, with a further 8% provided to meet

other specialist needs. We will be reviewing our requirements in this area as part of the review of our Affordable Housing Policy Guide.<sup>49</sup> We will also explore with partners how we can better ensure that new Affordable Homes are designed so that disabled adaptations can be installed effectively in the future if required.

We will continue to work with partners to identify specialist housing needs for people with physical and sensory disabilities. For example we have been working to facilitate delivery of a small specialist scheme for people with Acquired Brain Injury.

The Council keeps a separate list of housing register applicants who need disabled adapted housing, and are given priority when suitable housing becomes available. We would like in the longer term to explore issues around how better use could be made of suitable private sector homes for disabled people on our housing register, and whether we could work more closely with developers of new homes in enabling bespoke private sector solutions for individuals.

## **Mental Health**

We have been working with Mental Health service commissioners, but to date have not identified any needs for housing specifically designed for people with mental health issues. Their preference is currently for ordinary housing with floating support going in, and we will continue to work, through the Home-Link register, to help meet these needs.

We will ensure that where opportunities arise in future for provision of Extra Care housing for older people, the needs of people with dementia are taken into account within the requirements of the Cambridgeshire Extra Care Commissioning Strategy.

## **Domestic Violence**

The Cambridgeshire Domestic Abuse and Sexual Violence Strategy has recently been reviewed. This aims to increase awareness of the issues, encourage the reporting of incidents of domestic violence, and support agencies to work together to provide support to victims and their families.

---

<sup>49</sup> Affordable Housing Policy Guide: <http://www.cambridge.gov.uk/ccm/content/housing/housing-strategy-and-research/development-enabling-and-growth.en>

We have recently improved the information available to victims and potential victims of domestic violence, through our Council housing tenancy conditions, lettings policy and website. We also plan to publish a question and answer sheet around access to housing for this group.

We will continue to work with partners to ensure that appropriate housing options are available for victims.

### **Vulnerable People on Welfare Benefits**

National changes to the welfare benefits system are already impacting on vulnerable people in receipt of benefits. The Council has been awarded an increase in its Discretionary Housing Payments (DHP) fund, but this will only cover a small proportion of the overall reduction in benefits payable to claimants.

We have been actively monitoring the potential impact of these changes, and will continue to do so as the changes are implemented, to understand where we need to direct the greatest level of DHP support.

As outlined previously, we are anticipating a potential increase in the number of benefit claimants becoming or being threatened with homelessness, and we need to work with partners to explore housing and support options, as well as potential employment opportunities for this group.

### **Black and Minority Ethnic (BME) Groups and Migrant Workers**

Whilst Cambridge's population has a high proportion of Black and Minority Ethnic residents, many of these people have high levels of qualifications and are not disproportionately disadvantaged in accessing housing and related services. However, for those who could potentially be at a disadvantage we will continue to monitor the extent to which people from BME groups are accessing our services, and satisfaction levels amongst those groups.

We will also continue to promote engagement with BME groups as appropriate for specific projects. The Council has procured a new Translation and Interpreting Service Framework, and will continue to monitor requests to ensure that translation into appropriate languages is available.



We are noticing an increase in European migrant workers having to be housed in our temporary homelessness accommodation, and we are looking into why this might be and how this issue might be addressed. Issues sometimes arise around migrant workers living in overcrowded or poor housing conditions, although less so than in other parts of the sub-region. We will continue to be vigilant in this area and deal with problems as they arise.

## **Gypsies and Travellers**

Gypsies and Travellers are amongst the most disadvantaged BME groups in the country, and we need to aim to meet the housing needs of this group.

We have worked with partners on the development of a Gypsy and Traveller Strategy for Cambridgeshire, with one of the main priorities being to increase site provision across the county.

We have also supported the production of a revised Gypsy and Traveller Accommodation Needs Assessment (GTANA)<sup>50</sup>. With the removal of regional targets under the Localism Act, this has identified limited need for permanent Traveller accommodation in the City, in contrast to need identified in other districts across the sub-region. We recognise that the review was based largely on Gypsies and Travellers already living on sites in each district, and therefore it is unsurprising that little need was identified within the City. However, the review has identified a need for some transit/ emergency stopping place provision in the Cambridge area.

The Council has developed some site-based criteria against which we have assessed the suitability of land available across the City, and we will be consulting on these criteria, and any potential sites identified, as part of the issues and options consultation on our Local Plan.

We have, jointly with South Cambridgeshire District Council, been successful in securing £500,000 of government grant to provide 10 pitches between now and 2015. We are working with them to try to identify some suitable land for a site in or close to the City.

---

<sup>50</sup> Gypsy & Traveller Accommodation Needs Assessment: <http://www.peterborough.gov.uk/pdf/env-plan-evibase%202011%20GTANA.pdf>

## **Lesbian, Gay, Bi-Sexual and Transgender (LGBT)**

We still need to improve the monitoring information we have on LGBT residents to understand whether our services are meeting the needs of these groups. However, we recognise that some people find monitoring questions in this area intrusive, so we need to ensure that questions are only asked where the response can be used to improve access to services, or eliminate discrimination for these groups.

The Councils Tenancy Conditions fully recognise the rights of civil partners.

Our consultation on the development of this Strategy raised the issue of LGBT residents needing to feel safe when living in hostel accommodation. Provision of self-contained accommodation at the new Assessment Centre should help to address this, as well as more comprehensive assessments of need when moving-on.

## **CROSS-CUTTING ISSUES**

### **Housing Support**

The national reduction in the amount of Supporting People funding available, and the removal of the ring-fence around the Supporting People budget, is likely to have a significant impact on the support services that can be provided to vulnerable people in their homes. Services are being re-modelled through implementation of the Supporting People Commissioning Strategy<sup>51</sup> to make them more cost-effective, but pressures in this area will continue to increase in the foreseeable future.

The floating support service for vulnerable adults, previously provided by the Council, was re-tendered by Supporting People and a new provider is now in place. Although the Council was unsuccessful in winning the tender, we did have an input into the specification for this service to try to ensure that service users continue to receive a quality service within the funding available. The Council will be bidding to continue to provide support services in the Council's sheltered and temporary housing.

---

<sup>51</sup> Cambridgeshire Supporting People Commissioning Strategy:  
<http://www.cambridgeshire.gov.uk/social/supportingpeople/schsupstratrevs.htm>

The Council needs to work with Adult Social Care Commissioners to continue to influence decision-making on commissioning of services in this area, in the context of the new health and social care commissioning arrangements.

### **Health and Social Care Commissioning**

With radical reform taking place to the commissioning of health and social care, the Council will need to engage effectively with the newly emerging partnerships to ensure that the care and support needs of Cambridge residents are met and that our housing activities are appropriately targeted. The new arrangements should present new opportunities for joint working to ensure that the housing needs of vulnerable people can be met effectively.

### **Monitoring and Signposting**

The Council already carries out monitoring to capture the profile of service users, and uses this information in a number of areas to ensure that it is not discriminating against different groups, and that strategies and services are developed to meet a wide range of needs. We need to continue to improve this monitoring to ensure that everyone can have equal access to housing and services.

The Cambridgeshire Joint Strategic Needs Assessment includes a range of mapping information in relation to vulnerable groups, and the Council will use this, and work with partners to improve the information available, to improve our understanding of the needs of different groups.

We will also continue to improve staff training in meeting the needs of vulnerable and disadvantaged groups.

We need to continue to work with other partners to ensure that people know how to access housing and know about the services the Council provides.

## Chapter 8: Resourcing and Next Steps

### Resourcing the Strategy

The Council's Housing Strategy has been reviewed during a time of significant financial uncertainty, and in the context of unprecedented cuts in public expenditure. The Council has been implementing a range of measures to reduce overall expenditure and improve value for money, including re-evaluating priorities, re-structuring services, and sharing some services with other authorities. This Strategy aims to set realistic objectives and priorities which can be delivered within available resources and in conjunction with a range of partners.

Implementation of the Strategy will be funded through a combination of the following:

- Revenue resources allocated to housing-related issues from the Council's General Fund.
- Council Housing revenue activity funded through rental and service charge income into the Housing Revenue Account, following the abolition of the HRA subsidy system. The new regime requires the Council to take on a proportion of the national housing debt - ie around £214 million - as a one-off settlement. Plans for funding housing activity and paying off the debt are detailed in the Council's HRA Business Plan.<sup>52</sup>
- Capital projects will be funded through our ring-fenced Housing Capital Programme, funded from the HRA and General Fund. This will be reviewed annually to take into account changes in the funding available for the programme. Additional borrowing capacity may be available, up to the overall value of the stock.
- National funding streams aimed at facilitating growth, including New Homes Bonus, the proposed new Community Infrastructure Levy etc.

---

<sup>52</sup> HRA Business Plan:

[http://www.cambridge.gov.uk/democracy/documents/s8870/Special%20HMB%20CS%20February%202012%20-%20Whole%20Document%20Final%20Draft\\_1.pdf](http://www.cambridge.gov.uk/democracy/documents/s8870/Special%20HMB%20CS%20February%202012%20-%20Whole%20Document%20Final%20Draft_1.pdf)

- Government grant available through the Homes and Communities Agency for new Affordable Housing and Gypsy and Traveller site development.
- Other government grant which may become available from time to time. For example, the Council has recently been successful in securing a share of national Homelessness Prevention and Discretionary Housing Payment grants to be spent locally.
- Developer contributions through planning obligations (section 106 agreements). This will generally be in the form of free land for Affordable Housing, although the Council may accept a financial contribution (commuted sum) instead, but only in exceptional circumstances.
- Supporting People funding for housing support services provided by the Council - currently to residents of sheltered and Extra-Care housing and temporary homelessness accommodation.

Further information on available funding and the potential impact of spending cuts is available in the Council's Medium Term Strategy.<sup>53</sup>

## **Next Steps**

This Housing Strategy, once approved, will be available to the public through the Council's website.

Actions to achieve the priorities within the Strategy will be developed with relevant partners. Progress will be monitored through our internal Housing Management Team, and updates published periodically on the Council's website.

---

<sup>53</sup> Medium Term Strategy: <http://www.cambridge.gov.uk/ccm/content/council-and-democracy/how-the-council-works/council-finance/budget-process.en>

## **Appendix 1: Action Plan**

***Being Developed***

## **Appendix 2: Results of Consultation**

### **ON-LINE QUESTIONNAIRE**

#### **Introduction**

A questionnaire was run on the Council's website from 5<sup>th</sup> December 2011 to 6<sup>th</sup> January 2012, publicised through the local press and radio and emailed to some local organisations. Hard copies were available for anyone who was not able to complete the questionnaire on-line. A £50 prize was offered to Cambridge City residents to encourage people to respond.

53 individuals, and 3 organisations operating in Cambridge responded, with 42 respondents completing the whole questionnaire. Of those who completed it as an individual, around 90% lived in Cambridge and the remaining 10% lived in surrounding areas (as identified from postcodes).

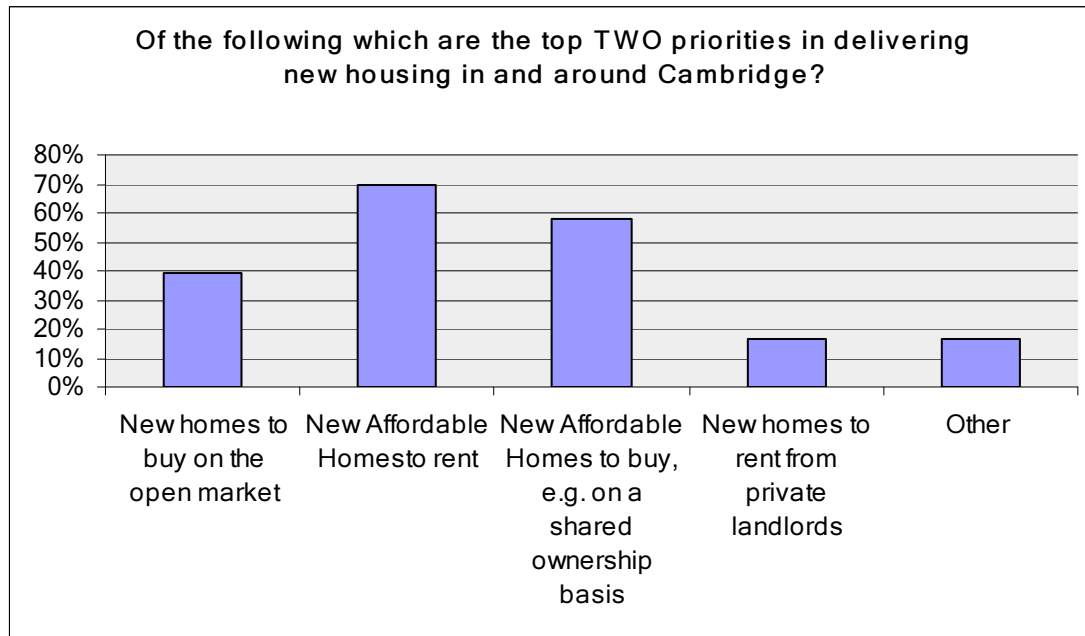
The decision was made at an early stage that the consultation would be carried out within existing resources, and it was recognised that that it was not going to give a statistically robust analysis of the views of residents in and around Cambridge. It was intended to give a flavour of what respondents think is important. The results have been used, alongside a range of other information, to inform the revised Housing Strategy.

A few respondents felt that the questionnaire asked 'leading' or inappropriate questions. The Housing Strategy, by its nature, covers a broad range of issues, but we needed to keep the questionnaire manageable and fairly straightforward for people to complete, and therefore focused on some fairly specific issues within the existing chapter headings. We did, however, give respondents the opportunity to add additional views on priorities, which have also been used to influence the Strategy.

We did not specifically ask questions about housing for older people, as we already have an Older People's Housing Strategy which links closely to the Housing Strategy.

## HOUSING RELATED QUESTIONS

### Q2. New Homes, New Growth: Housing Delivery



43 respondents answered this question.

The majority of respondents answering this question considered Affordable Housing - for rent and for sale - to be a high priority for delivering new housing in and around Cambridge, with new homes to rent from private landlords being the lower priority.

Responses to 'Other', included the importance of the quality of design of housing and neighbourhoods; the need for family homes, including houses, to deal with overcrowding; need for retirement housing for older people; the importance of Housing Associations; turning over empty homes more quickly, and tackling private sector empty homes. One respondent commented that Affordable Rents were not affordable.

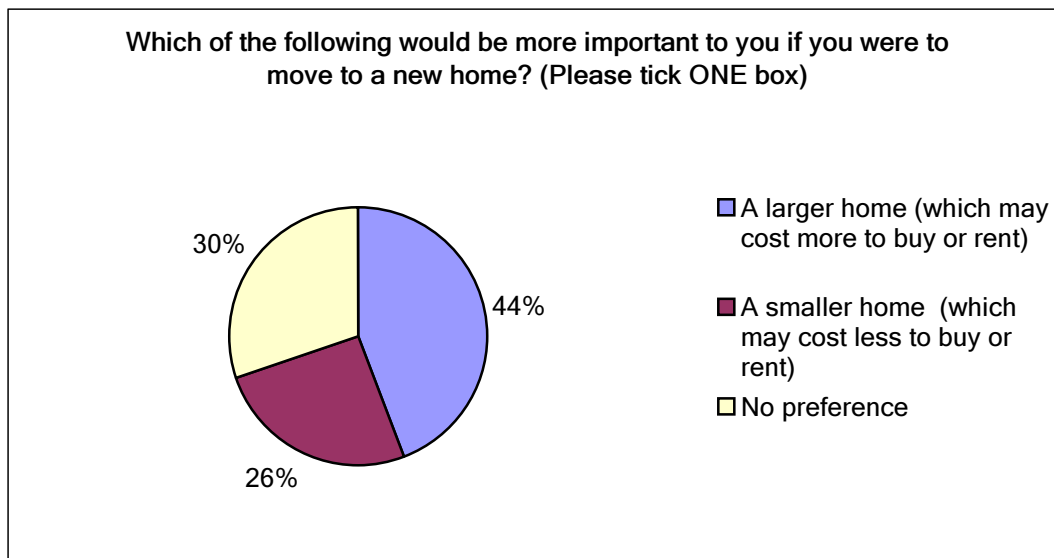
#### How this will be reflected in our strategy:

- Continue to seek a mix of types and tenures of Affordable Housing to meet a range of housing needs
- Feed views on the need for more family homes into the issues and options consultation on the Local Plan review (starting June 2012)



- Ensure a range of types and tenures of housing is available for older people to move to, including specialist and general needs housing
- Prioritise bringing empty homes back into use
- Have a requirement in our Tenancy Strategy for Registered Providers to ensure that new homes are as affordable as possible to local people

### Q3. New Homes, New Growth: Priorities in a New Home



43 respondents answered this question.

The intention of this question was to help us to assess whether the Council should be working to influence the building of larger homes, or whether smaller, cheaper homes are acceptable. This is a particular issue for Cambridge, with a large number of smaller homes being developed over recent years.

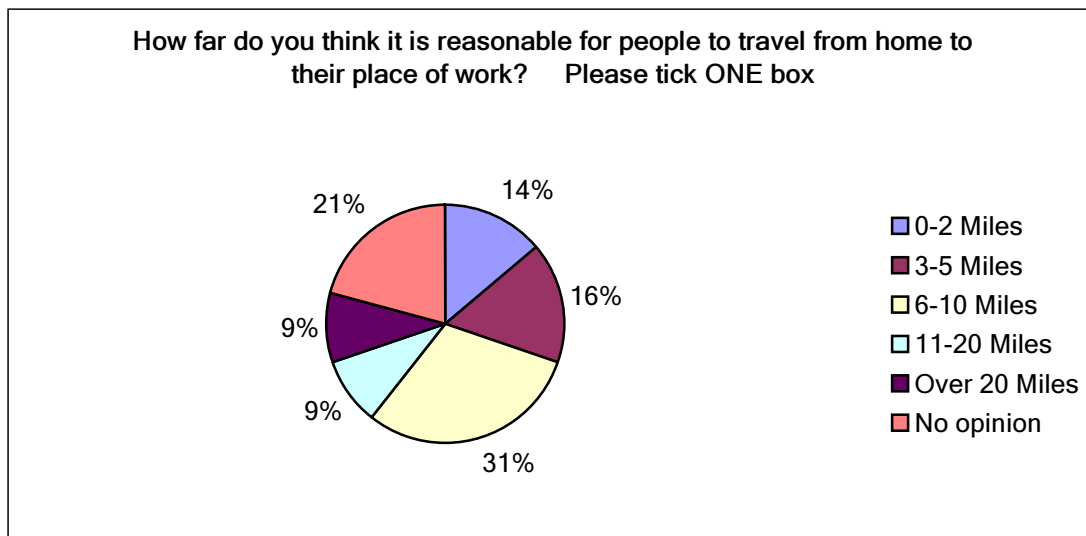
Although just under one third expressed no preference, this suggests that respondents consider larger homes to be somewhat more important than smaller homes which would keep the cost down.

Additional comments were mainly around the need for more spacious new homes for middle-aged and older people to move into – not just sheltered accommodation - which would help to free up family sized housing. Other issues which might be important in wanting to move included location, garden size and quality of housing.

**How this will be reflected in our strategy:**

- Feed views on the need for more family homes into the issues and options consultation on the Local Plan review (starting June 2012)
- Ensure a range of types and tenures of housing is available for older people to move to, including specialist and general needs housing

#### Q4. New Homes, New Growth: Travel to Work



43 people responded to this question. (NB as one respondent pointed out, this question would have been better if fields 0-2 miles, 0-5 miles, 0-10 miles etc had been used).

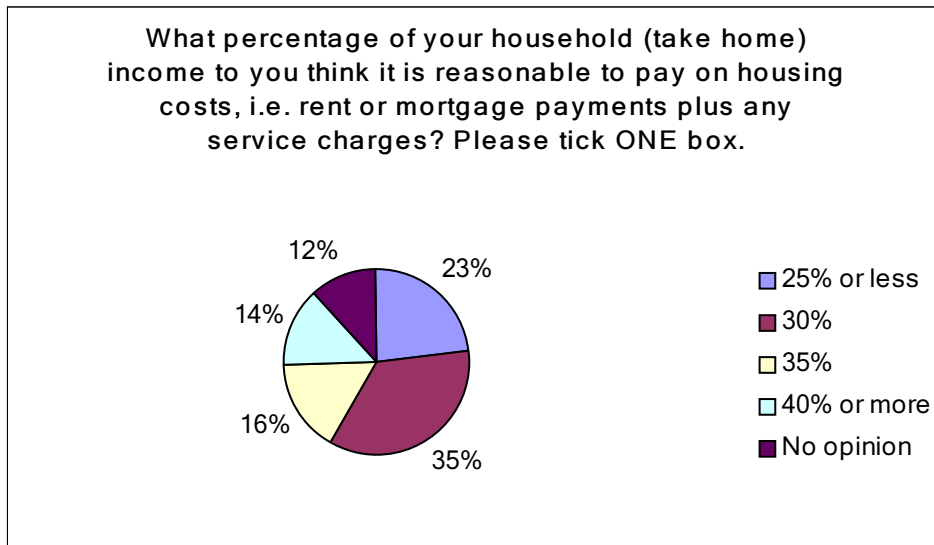
The vast majority (61%) felt that up to 10 miles was a reasonable commuting distance to work, with roughly half of those considering that up to five miles was reasonable.

Most of the additional comments referred to the need to be able to walk, cycle, or use public transport to get to work.

#### How this will be reflected in our strategy:

- This reinforces the aim in our existing Strategy that people should be able to make local journeys to work. The design and location of new housing developments, and access to public transport, should continue to be a priority.

## Q5. New Homes, New Growth: Affordability



43 people answered this question.

This question was to help us to understand what level of housing costs local people consider to be affordable, particularly within the context of the new Affordable Rents which are likely to be around 65% of local market rents.

We recognise that assessing housing affordability is a complex issue, and that different household circumstances will affect what level of housing expenditure is affordable to each household.

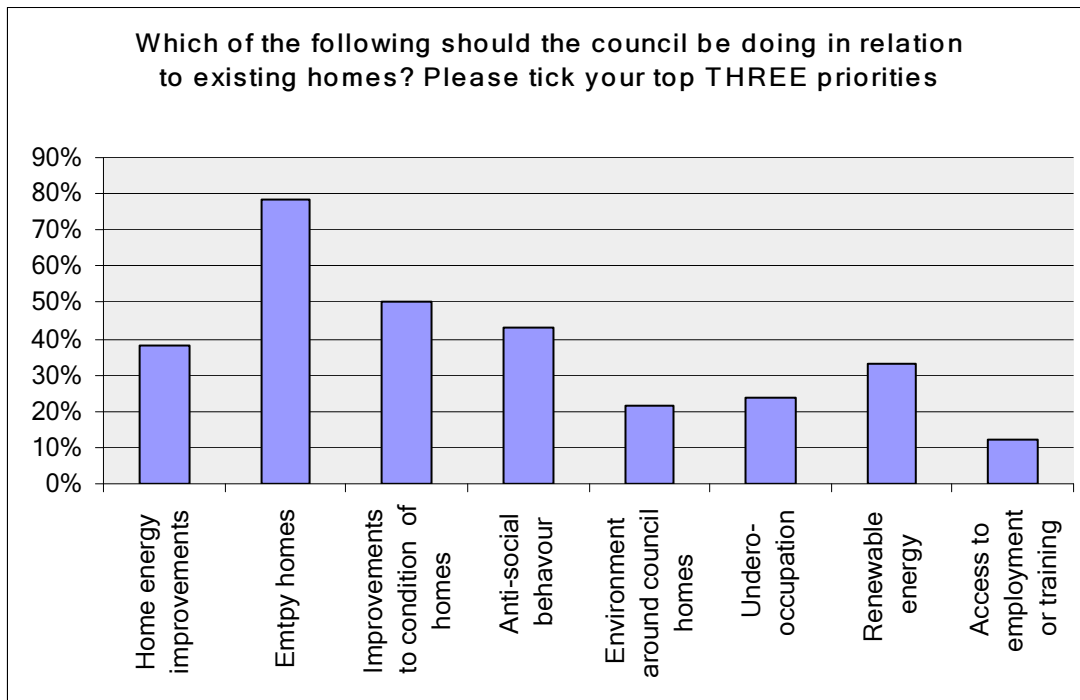
However, in general terms, most of those expressing an opinion felt that costs of up to 30% of take-home income was reasonable to spend on housing costs – with almost a quarter of respondents saying that up to 25% was reasonable. Around one-third felt that 35-40% of household income was reasonable. A higher proportion of owner-occupiers felt that 35% or more was reasonable than from other rented tenures.

Additional comments included: the influence that other costs – including travel costs – will have on what people think is reasonable; the extent to which people may prioritise mortgage costs at certain times in order to be mortgage free later; the effect of interest rates on mortgage payments; and the greater impact which any percentage will have on households on lower incomes as opposed to those on higher incomes.

**How this will be reflected in our strategy:**

- Continue to use 25-30% of household income as a basis for assessing affordability of housing, but recognising the impact that other factors have on affordability

**Q 6. Existing homes: Priorities**



42 respondents answered this question.

The question took some of the existing priorities in the ‘Existing Homes’ chapter of the Housing Strategy, and asked respondents to select the three main ones, and let us know of any other areas of priority. The intention was to help us to assess how investment might be balanced in relation to existing homes.

Ensuring that empty homes are brought back into use emerged as the most important priority of those listed, followed by improving the condition of existing homes, tackling anti-social behaviour, and home energy improvements and renewable energy. There were no issues which no respondent included in their top three priorities, and two respondents, in the additional comments box said that they were all important.

Other responses included: need to lobby for higher stamp duty exemptions to reflect high cost of housing in Cambridge; the importance

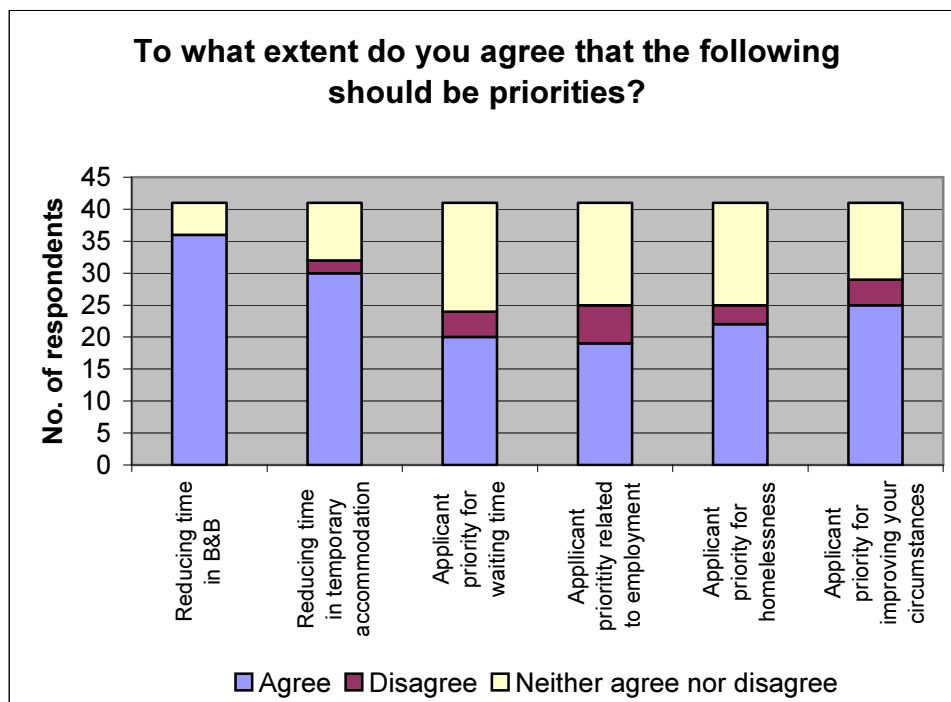
of a free housing market with limited landlord regulation and less housing restriction through conservation areas; and freeing up social housing by encouraging existing council tenants to purchase Affordable Homes.

One respondent said that improving the fabric of homes and the surrounding area in all tenures was more important than investing in new PVCU windows, and would reduce the incidence of Anti-Social-Behaviour.

**How this will be reflected in our strategy:**

- All of these factors to remain priorities
- Empty homes to be a high priority

**Q7. Housing Options and Preventing Homelessness: Priorities**



There were 41 responses to this question.

This question explores the relative priorities between elements of the existing Housing Options service and whether priority should be given to Housing Register applicants for a range of circumstances.

Reducing time in Bed and Breakfast and temporary accommodation were high priorities, with no-one disagreeing about reducing time in Bed and Breakfast. This reinforces the importance of our current approach in this area.

Of the categories given for applicant priority, high percentages of respondents who expressed a view said that priority should be given for waiting time, employment circumstances, homelessness and improving one's circumstances; although significant proportions expressed no opinion. This will be used to inform our work on reviewing the Lettings Policy.

Again, the additional comments on this question varied considerably. Most related to applicant priority, including giving priority to local people, and prioritising transfers/ mutual exchanges to 'rightsize' homes. One respondent said that social housing should not be used for 'social engineering'.

In relation to homelessness, one respondent highlighted the importance of taking into account the reasons why someone is homeless.

One response said that reducing crime should be a key consideration.

**How this will be reflected in our strategy:**

- Reducing time in bed and breakfast accommodation and temporary accommodation to remain key priorities
- Responses re applicant priorities to be fed into review of Lettings Policy

**Q8. Is there anything else you think is important about housing, or any other issues we need to take into account?**

13 respondents answered this question.

There were no predominant themes arising from this question, with almost all respondents citing different priorities and issues. The wide range of responses included:

- Importance of low-rise buildings, and houses as opposed to flats, in high quality public areas with amenities

- Importance of prioritising green space, cycling and walking over car use
- Keeping cost of social housing down
- Importance of setting housing priorities to protect vulnerable people from harm and costlier state intervention
- Ensuring all money raised from sale of Council homes is used to fund replacement Council housing
- Priority should be given to families with children, and disabled and vulnerable people
- Importance of housing related support and homelessness prevention
- Single people shouldn't be able to occupy more than one bedroom
- Dealing with low-standard rental properties and Houses in Multiple Occupation.
- Need to consider impact of poor housing on health and crime.
- Reviewing the quality of student housing

**How this will be reflected in our strategy:**

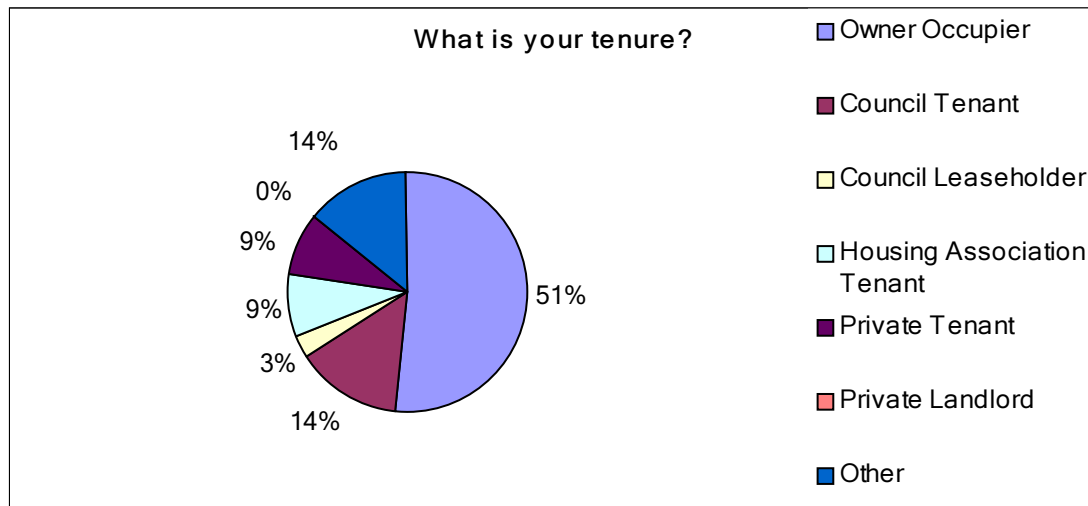
- No one additional issue coming out is accepted as confirmation that the objectives and priorities in our Strategy are the right ones

**Q9 & 10. Would you like to get more involved?**

Just over 25% of respondents said they would be interested in getting further involved. Of these, those who gave contact details have been contacted to discuss potential involvement.

**RESPONDENT PROFILE**

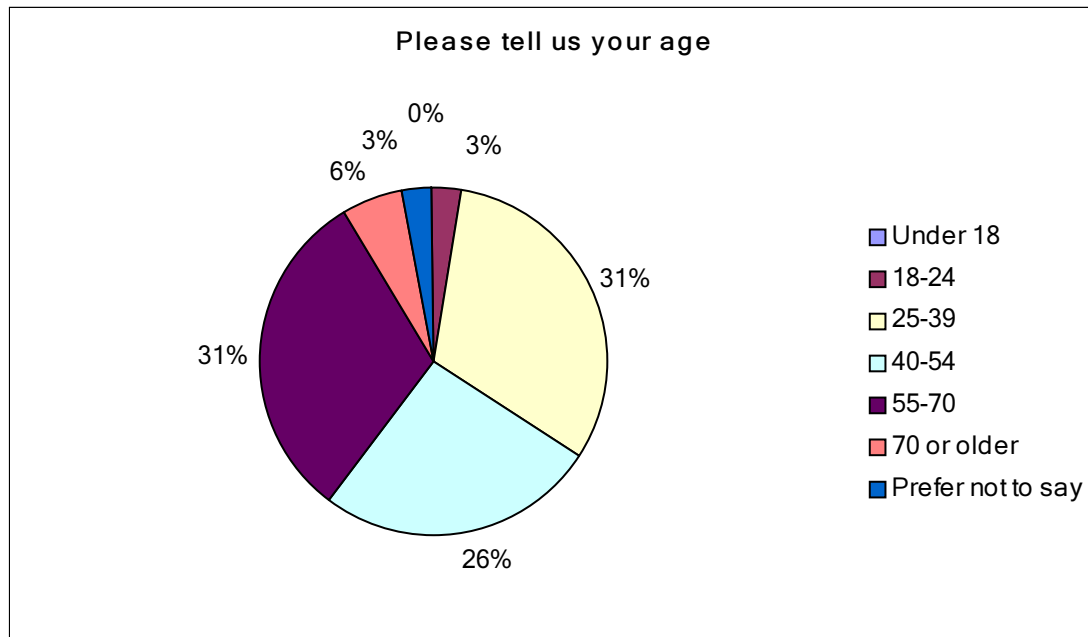
**Q11. What is your tenure?**



35 respondents answered this question. Of these, just over half were owner-occupiers, and 26% were social housing tenants and leaseholders, which matches the Census 2001 profile of the City. Only 9% were private tenants – this group being significantly under-represented compared with the estimated 25% of homes in the City being privately rented.

There were no private landlords. 4 of the 5 respondents who cited 'Other' were from local organisations.

### Q12. Please tell us your age



The majority of the 35 respondents to this question were fairly evenly split between 25-39s, 40-45s and 55-70s. There were no respondents under 18 years of age.



40-54 year olds were slightly over-represented at 26% compared with 18% city-wide in the Census.

55-70 year olds were significantly over-represented, at 31% compared with a Cambridge population of 13%.

The 18-24 age group were significantly under-represented compared to the City profile, (3% compared with a Cambridge population of 19% aged 20-24). As were the over 70s, at 6% compared with a census figure of 10%

**Q13 Ethnicity. Please click on the term that best describes you.**

25 respondents described themselves as White British (71%), which is lower than the overall White British population as measured in the 2001 Census. However, 7 respondents (20%) preferred not to reveal their ethnicity, some of whom may have been responding on behalf of organisations, so we are not able to identify whether the profile of respondents reflects the general ethnic make-up of Cambridge.

(The remaining 2 respondents were from unspecified White and Black backgrounds).

**Q14 Do you consider that you have a disability?**

Around 14% of respondents identified themselves as having a disability. As some of those without a disability will have been responding on behalf of organisations, it appears that a lower proportion of individual respondents had a disability than the 14.5% of the City population identified in the 2001 Census as having a long-term limiting illness, health problem or disability.

**Q15 Please tell us how you heard about the survey**

29 responses were received to this question as follows:

Council or Councillors' Websites 10  
Twitter 5  
Email 4  
Cambridge Past Present and Future 3

Local newspaper 3  
Local Radio 2  
Open Door 1  
Cambridge Matters 1

This suggests that internet-based publicity on the survey was the most effective way of reaching people, although the Council recognises that not all residents have on-line access so other forms of communication are also important.

## **OPEN DOOR SURVEY**

### **The Survey**

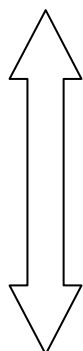
Prior to the on-line questionnaire being issued, a short survey was included in the magazine issued to Cambridge City Council tenants and leaseholders, 'Open Door'. A prize of £35 was offered as an incentive for responding.

The survey listed 7 issues in order of priority and asked respondents to put them in order of importance, with 1 being the most important and 7 the least important to them. 126 responses were received.

The rankings each respondent gave to each issue were added up. So the issue in the list that was most important ended up with the lowest number of points, and the issue which was least important to them had the highest number of points.

The order of priority for tenants and leaseholders was as follows:

### ***Most Important***

- 
1. Affordability of housing (276 points)
  2. Quality of housing and the surrounding environment (334 points)
  3. Energy efficiency in the home (373 points)
  4. Location of where to live (384 points)
  5. Making homes safer (479 points)
  6. Tackling anti-social behaviour (490 points)
  7. Sense of community and neighbourhood (554 points)

### ***Less important***

Affordability of housing came out as the number one priority, followed by quality of housing and the surrounding environment, energy efficiency in the home and location of where to live. Making homes safer, tackling anti-social behaviour and having a sense of community and neighbourhood were considered generally less important in relation to the other priorities.

### **Other Issues Identified Through the Survey**

Tenants and leaseholders were invited to say whether there were other things which they thought should be priorities for housing in Cambridge.

Much of the response to this was around housing management issues, including anti-social behaviour and community safety, litter and fly-tipping, caretaking, car parking, and dog fouling and barking.

The importance of providing new Affordable Housing, including housing built by the Council, especially for younger people, was also reinforced here as a number of people cited it as particularly important.

Environmental improvements cited included improved lighting, safer footpaths and recycling facilities. Improvements in the home included better home safety, draught reduction, and provision of external storage for cycles and mobility scooters.

Some people also expressed concerns that local people should have higher priority on the housing register.

Some issues raised were not directly related to housing – including more policing, better community facilities, improvements to public transport etc.

### **How this will be reflected in our strategy:**

- Delivery of new Affordable Housing will remain a key priority, and the Council will continue to work with the Homes and Communities Agency to ensure that Affordable Rents are kept as low as possible within the grant conditions.
- The Council's HRA debt settlement has been agreed within the context of the government's expectation that rents will continue

- to be set in line with government guidelines, which will inevitably lead to rent increases over time. However, the Council will continue to try to ensure that services charges represent value for money.
- The Council will work with tenants to review the Cambridge Standard to consider what investment should be made in the quality of the housing and surrounding environment over and above the Decent Homes standard, and the results of this survey will be fed into that work.
  - The Council will continue to work with residents to improve the management of the Council's housing and surrounding environment.
  - The Council will continue to invest in energy efficiency improvements, and to trial new forms of energy efficient heating, lighting and building systems.
  - Issues raised around priority on the housing register will be fed into the work to review our Lettings policy.

## **TELEPHONE SURVEY OF HOUSING ADVICE SERVICE USERS**

As part of a customer satisfaction survey carried out by telephone amongst our Housing Advice Service users, two additional questions were asked to help to inform the Housing Strategy. Unfortunately information could only be collected from 7 people, but it helps to enhance the information on what our strategic priorities should be.

### **Q1. What do you think are the main issues about housing in Cambridge?**

Again, the main answers to this were around high demand for housing. The shortage of Affordable Housing, and of homes to rent which were available to young people and those on Housing Benefit were highlighted as issues.

### **Q2. Tell us two things that you think the Council should be doing to tackle and resolve housing issues in Cambridge?**

The need for housing to be more affordable was highlighted, as well as the need for the Council to work with Letting Agencies to try to improve access to privately rented housing for people on Housing Benefit. One

respondent highlighted the need for shared hostel accommodation where Lesbian, Gay, Bi-Sexual or Transgender (LGBT) people would feel safe to stay.

### **How this will be reflected in our strategy**

- Our Strategy will continue to prioritise the provision of new Affordable Housing.
- We will work with Letting Agencies and other partners to try to make more private rented housing available to people on the Housing Register – including those on Housing Benefit.
- The provision of self-contained single homeless accommodation in the new Assessment Centre, and the introduction of more comprehensive needs assessments for people being moved on from temporary accommodation, should help to address safety issues for LGBT clients.

## **CONSULTATION ON DRAFT STRATEGY DOCUMENT**

The following is a summary of the issues raised by respondents to the consultation on the draft Strategy, and shows how or whether they can be addressed in the final version of the Strategy or through other means.

A number of the responses around new development involved issues which need to be picked up as part of the Local Plan review, rather than being able to be resolved through the revised Housing Strategy. Responses relating to Local Plan issues are being passed to the Council's Planning Policy team, and will be considered in general terms. However, respondents have been advised to respond separately to the Local Plan Issues and Options Statutory Consultation, so that their concerns can be considered in more detail. That consultation runs from 15<sup>th</sup> June to 27<sup>th</sup> July 2012.

Page 190

<b>Issue Raised</b>	<b>How addressed in Consultation Draft Strategy</b>	<b>Council's Response</b>
<b>Understanding the Housing Market</b>		
Strategic Housing Market Assessment (SHMA) should not be used as it does not include the right information. The evidence base used to inform the Strategy is out of date		SHMA includes information on the current situation and projections into the future in some areas, although it is recognised that some data will always be slightly out of date.  Priority in Chapter 3 has been strengthened:

Issue Raised	How addressed in Consultation Draft Strategy	Council's Response
		<p>'Continue to <b>review and</b> update the Cambridge SHMA'.</p> <p>As part of the review of the Local Plan, the Council has prepared a comprehensive range of evidence bases. Key sources of evidence which have informed and will continue to inform the future level of housing include the SHMA (including housing need), demographic projections, economic potential, Strategic Housing Land Availability Assessment (land capacity), housing delivery, community and strategic issues and infrastructure capacity.</p>
SHMA doesn't use examples of best practice across the country		This is not the role of the SHMA. Cambridge City works with sub-regional partners to recognise best practice, and regularly uses it in development of housing and services.
Need to engage pro-actively with all parties to identify local market needs.	<p>Development of SHMA will be carried out in conjunction with partners.</p> <p>Local Plan Issues and</p>	SHMA is a key source of market information, and a range of stakeholders are involved in its development and review. This approach needs to continue to improve. Stakeholder engagement on planning issues will be a

Issue Raised	How addressed in Consultation Draft Strategy	Council's Response
	Options consultation is being carried out.	key part of the Local Plan review process.
<b>Increasing Housing Supply</b>		
Council should not have reduced its overall development targets. Need more housing built.	Reviewing housing targets within the Local Plan is a priority	<p>Have re-worded paragraph in Chapter 4 to clarify that the review of housing targets will take into account a wider range of issues than the decision not to pursue boundary change and the decision by Marshall Group not to relocate.</p> <p>Targets were reduced before the new NPPF came in, because of shortage of land available. Availability of land and revised targets are being considered through the Local Plan review.</p> <p>There is limited land available in and around the City, and there will always need to be a balance between the number of homes developed and the need for high quality, sustainable, new and existing communities.</p>
Should increase the amount or Affordable Housing provided so that the need for Affordable	Ensuring high levels of provision of good quality Affordable Housing is a	The percentage of Affordable Housing required as part of new developments will be re-considered in the Local Plan Review.



<b>Issue Raised</b>	<b>How addressed in Consultation Draft Strategy</b>	<b>Council's Response</b>
<p>Housing is met fully.</p> <p>Percentage of Affordable Housing required on new sites should be increased, and the threshold reduced so that smaller sites require Affordable Housing.</p> <p>Affordable Housing needs to be delivered <u>now</u>.</p> <p>Affordable Housing quotas should cover all a developer's properties in the city collectively</p>	<p>priority.</p> <p>Affordable Housing Requirements will be reviewed through the Local Plan review.</p> <p>How much Affordable Housing can be developed on a site is inevitably affected by whether it is viable for the developer.</p> <p>We will continue to require developments to include appropriate provision of Affordable Housing, except where developers can fully demonstrate that scheme viability would be jeopardised.</p> <p>The Council is committed</p>	<p>The Planning Inspectorate would not allow the Council to require 50% Affordable Housing when the current Local Plan was adopted – 40% was the maximum.</p> <p>Developers will only build the amount of Affordable Housing that is viable, although the Council requires clear evidence of non-viability if requirements are to be relaxed on specific sites.</p> <p>With limited land available in the City, and limited funding, it is unlikely that the identified Affordable Housing could be fully met.</p> <p>The Strategy has to be realistic – development is market-driven, and Council powers to ensure that development takes place are limited.</p>

Issue Raised	How addressed in Consultation Draft Strategy	Council's Response
	to promoting new development in sustainable new communities.	
Viability of providing Affordable Housing should be weighed against need for other community facilities/ benefits, and should reflect local area or site specific considerations.	We will continue to require developments to include appropriate provision of Affordable Housing, except where developers can fully demonstrate that scheme viability would be jeopardised.	The current Local Plan allows for negotiation on each site.  Viability work is part of the Local Plan Review.
Opportunity to put in place an affordability ratio within the housing strategy eg set a long term target of reducing the ratio of house prices to incomes by a set figure every year for the period of the local plan.		Can't be done yet as Local Plan now being reviewed. But may be something to consider when the Strategy is reviewed again, once new Local Plan adopted.
Needs to be more discussion of how the local authority will use its planning powers through the Local		Needs to be addressed through the Local Plan Review.

Issue Raised	How addressed in Consultation Draft Strategy	Council's Response
Plan to build the number of new homes that are needed, including the steps that will be taken to work with surrounding local authorities to relieve the pressure upon Cambridge		
Percentage of Affordable Housing available to buy to should be increased from 25% to 50%.	Will be reviewed through the Local Plan	<p>Percentage split between rented and intermediate tenures is a Local Plan issue.</p> <p>Affordable Housing to buy has to be sold at a percentage of market value, and rent is also chargeable, so it is still unaffordable to many.</p>
No mention of co-operative housing in Strategy or Strategic Housing Market Assessment (SHMA), and no co-operative groups are SHMA stakeholders	N/A	<p>Statement added that the Council is willing to consider alternative methods of housing delivery and co-operative housing is recognised as a form of Affordable Housing delivery in the Council's Affordable Housing Supplementary Planning Document.</p> <p>Will raise this with sub-regional colleagues in context of further development of the SHMA.</p>
No mention of self-build		Statement added that the Council is willing

Issue Raised	How addressed in Consultation Draft Strategy	Council's Response
		to consider alternative methods of housing delivery – self-build came up through consultation.
<p>Strategy too focused on vulnerable, younger and older people, and doesn't address the needs of the group in the middle (35s and overs) who want to buy their own homes but can't afford to.</p> <p>Impact on personal care costs falling on local authorities in later life if no housing equity to pay for them.</p>	<p>Intermediate tenures (shared ownership etc) and Affordable Rents are aimed at people on middle incomes.</p> <p>This group weren't explicitly excluded, but probably not sufficiently emphasised in the Strategy.</p>	<p>Objective strengthened: 'Increase the supply of good quality energy efficient Affordable Housing <b>in a range of sizes, types and tenures</b>'</p> <p>Added data on applicants to Homebuy Register.</p> <p>Other references made in the text to the lack of affordability for people on a wide range of incomes.</p> <p>Re-worded the need to review 75/25 split between rented and intermediate tenures on new developments.</p> <p>Clarified that Affordable Rents are likely to be attractive to a new group of people who would not previously have considered joining the housing register.</p>

Issue Raised	How addressed in Consultation Draft Strategy	Council's Response
		The main emphasis in the Strategy still needs to be around vulnerable people and those on low incomes, as they are the people most severely affected by the housing shortage.
Opportunities to purchase Affordable Housing aren't communicated well enough to the public when they arise		This is an operational, rather than a strategic, issue.  Applicants on the Homebuy register will have access to the information. Developers are responsible for marketing, and it's in their interests to market effectively.
Percentage of wheelchair accessible new homes should be increased in line with number of wheelchair users in population	Percentage will be reviewed as part of review of Affordable Housing Policy Guide.	This will be dealt with as part of the review of the Council's Affordable Housing Policy Guide.  One issue to consider is that wheelchair accessible housing is more expensive to rent/buy, and not all wheelchair users want or need fully wheelchair accessible housing.
Strategy shouldn't make reference to 80% of market rents – seems to conflict with references to 30% of household income being affordable	The government has stipulated that Affordable Rents are to be set at up to 80% of local market	The Government's position needed to be explained in the Strategy

Issue Raised	How addressed in Consultation Draft Strategy	Council's Response
	<p>rents or close to Local Housing Allowance rates.</p> <p>The Council recognises that this is unaffordable to many in Cambridge, and has negotiated with the Homes and Communities Agency that rents should be closer to 65% of market rents in Cambridge</p>	
Concerns raised about quality of new developments –eg sound insulation	Grant funded Affordable Housing has to meet Homes and Communities Agency quality requirements.	New-build market housing has to meet national Building Control requirements, and the Council will use enforcement powers to address any high level hazards under the Housing Health and Safety Rating System. Otherwise this is outside of the Council's control.
Affordable Homes need to be affordable	The Council are advising Registered Providers that Affordable Rents need to be as affordable as possible to local people.	The Council is working in a number of ways to do this within the powers it has to do so, but has limited power to influence.

Issue Raised	How addressed in Consultation Draft Strategy	Council's Response
	Council rents will continue to be set in line with government guidelines	
Regulate housing developers		Council has limited powers to do this, other than what is allowable through local planning policy.
There should be minimum property sizes	Space standards are being reviewed through Local Plan Review	This will be dealt with through the Local Plan review.
New homes should be no larger than existing homes, with similar plot sizing and spacing	Space standards are being reviewed through Local Plan Review	This will be dealt with through the Local Plan review.
Noise and disturbance on new sites should be carefully weighed against need for development		This needs to be dealt with through the planning process for each site.
The Council should build new Affordable Housing for the rental market	Strategy makes reference to exploring government options around private	Sentence added in Chapter 4 to highlight that the Council is exploring options around investment in private rented homes for vulnerable people and those on low incomes

Issue Raised	How addressed in Consultation Draft Strategy	Council's Response
	investment in new privately rented homes	who are currently unable to access appropriate private rented housing.
Quarter-to-Six Quadrant have produced a vision for protecting south-west Cambridge from inappropriate development.		This is a planning issue for south-west Cambridge.
Development should not take place on recreational space	Objective to Create green, mixed and sustainable communities which benefit existing communities	This is a Local Plan issue, and needs to be dealt with through the planning process for each site.
Comments made on a particular parcel of land		Promotion of a particular site is an issue for the Local Plan rather than the Housing Strategy.
Housing Strategy lacks ambition and presents few solutions on how the City can build the number of homes it needs to re-balance the local housing market.		This needs to be addressed through the Local Plan review.
Strategy needs to recognise Cambridge as an internationally renowned university and high-tech City and that many employers and colleges are struggling to attract	Cambridge's position in the economy, and the importance of housing to long-term prosperity is recognised in the	Chapter 4 - have added that organisations are struggling to recruit staff.



<b>Issue Raised</b>	<b>How addressed in Consultation Draft Strategy</b>	<b>Council's Response</b>
the best staff due to high house prices, and that this impacts upon both the local economy and the economy of the UK.	Strategy.	
Should be more reference to need for infrastructure		References strengthened in Chapter 4. Added reference to impact that growth will have on demography, and need to continue to support other agencies in monitoring impact in relation to services and infrastructure (Chapter 3).
All new housing developments should have a minimum amount of green space		This is a Local Plan issue.
New Council homes will end up being sold off under Right to Buy		New government rules will enable some of the capital receipt to be spent on building new homes – government intention is that for each new home purchased a new one will be built (nationally). Fewer new homes are likely to be purchased as under national rules the purchase price cannot fall below what's been spent on building, repairs etc.
Local Plan review gives Council an opportunity to assess future housing needs.		Agreed - this is part of the Local Plan review work.

<b>Issue Raised</b>	<b>How addressed in Consultation Draft Strategy</b>	<b>Council's Response</b>
<p>The planning system should seek to use brownfield land prior to using green belt land wherever possible.</p>		<p>The Council has undertaken a robust and comprehensive Strategic Housing Land Availability Assessment, which assesses the capacity within the urban area of the City for future housing. This indicates that there is capacity for an additional 2,060 homes within the urban area.</p> <p>The Council is asking, through the Issues and Options consultation, whether there should be more development on the edge of Cambridge and whether more land should be released from the Green Belt.</p>
<p>Housing Strategy Review is premature, as it precedes review of Local Plan</p>		<p>The Housing Strategy covers other aspects of housing, as well as new development. National and local policy is changing all the time, so there will never be an ideal time to review the Strategy. Work on the Housing Strategy and Local Plan reviews are closely linked, although the Local Plan process, as a legal process, will inevitably take longer. The Local Plan, as a statutory document, will generally take precedence over the Housing Strategy if, once reviewed, anything</p>

Issue Raised	How addressed in Consultation Draft Strategy	Council's Response
Any future increase in jobs needs to be supported by new residential development.		conflicts with the Housing Strategy. Given the competing development pressures in Cambridge, the Council will need to consider how housing and employment needs can be met and balanced with environmental and infrastructure constraints along with improving the quality of life for all.
<b>Existing Homes</b>		
Number of Houses in Multiple Occupation shouldn't be restricted.	Priority to explore whether planning powers should be used to control the development of HMOs	Removed objective in Chapter 5 around exploring the use of planning powers to control HMO development.
Many professionals do not choose to live in shared housing – may be their only option	States that although some HMOs are occupied by professionals and student groups, for some vulnerable people they are the only option.	Clarified that for many professionals they are also the only affordable option.
Should promote Landlord Accreditation Scheme. Scheme could be mandatory for all	Reference made to Landlord Accreditation Scheme	Scheme is regularly promoted and numbers of landlords on the scheme continue to increase.

<b>Issue Raised</b>	<b>How addressed in Consultation Draft Strategy</b>	<b>Council's Response</b>
landlords.		No power to make Landlord Accreditation mandatory, and could stifle the market.
Offer secure tenancies where possible	The Council recognises that Registered Providers may want to offer fixed term tenancies on Affordable Rent homes to re-base the rents, but expects tenancies to be renewed at the end of the fixed term.	This will be dealt with in the Council's Tenancy Strategy for Registered Providers operating in the City, and a Tenancy Policy for the Council's own housing.
Strategy needs to set out greater clarity over the regulation and improvement of the private rented sector, and greater clarity over definitions of HMOs and steps taken to monitor and inspect in future.	Will continue to use enforcement powers. (Use of planning powers to restrict development of HMOs has now been removed from the draft)	The Council is not prepared the present time to use planning powers to restrict HMO development. As with all services, will continue to review our approach to enforcement in the private rented sector.
More regulation of private rented sector required, and more inspections. (Including regulation of landlords and letting agents).		Inspections will be carried out where issues are reported to the Council. Limited powers for local authorities to regulate, other than through licensing of small HMOs, which would be very costly. No powers to regulate letting agencies.

<b>Issue Raised</b>	<b>How addressed in Consultation Draft Strategy</b>	<b>Council's Response</b>
Landlords shouldn't be penalised if a home is overcrowded with a single family		Overcrowding will continue to be dealt with in the same way, regardless of whether it is a single family or different households. However, the Council takes individual circumstances into account in dealing with each case.
<b>Housing Advice, Homelessness &amp; Housing Options</b>		
Strategy should make reference to work to re-model 222 Victoria Road	Council is working with partners to reduce the number of hostel bedspaces and re-divert resources towards finding more permanent solutions	Re-modelling of 222 Victoria Road added as an example in Chapter 6
Concern expressed about reduction in homelessness bed-spaces available in the City		With Adult Social Care funding being squeezed, the Cambridgeshire Supporting People Strategy aims for a reduction in residential bed-spaces and an increase in support provided in people's homes.
Concerned that large numbers of people will be removed from the register through the Lettings Policy	Lettings Policy is under review	Consultation response passed to colleagues working on the Lettings Policy Review.

<b>Issue Raised</b>	<b>How addressed in Consultation Draft Strategy</b>	<b>Council's Response</b>
Review		
No mention of how reconnection of homeless people to their place of origin will work in conjunction with the sub-region	Sub-regional single homelessness co-ordinator being considered.	Paragraph in chapter 6 strengthened in recognition that some single homeless people come from other parts of the sub-region with little or no provision for housing single people with support needs.
Current measures to prevent tenancies from failing don't work		To be picked up in Single Homelessness and Rough Sleeping Action Plan.
More reference needed on Single Homelessness and Rough Sleeping Action Plan		Reference made in Chapter 6.
No reference to specific support needs of substance mis-users or offenders		Reference made in Chapter 6.
<b>Specialist Housing, Supported Housing and Specialist Needs</b>		
No reference to changing client group in sheltered housing and increasing support needs		Need to assess the extent to which this is a growing issue which needs to be addressed.
No reference to supported housing re single homeless		Reference made in Chapter 7 to vulnerable single people with multiple needs. This will be picked up through the Single Homelessness & Rough Sleeping Action Plan.

<b>Issue Raised</b>	<b>How addressed in Consultation Draft Strategy</b>	<b>Council's Response</b>
<b>General</b>		
Clarify what is meant by 'older' and 'younger' people		<p>Clarified that Older People's Housing Strategy relates to over 50s.</p> <p>Don't want to be too prescriptive – some services can be flexible as to the age-group covered.</p>
Students don't generally need special intervention – already received support etc		Clarified in Chapter 6 that students are not within the 'younger' group finding it particularly difficult to access housing whereby the Council needs to intervene.
Strategy only considers needs of those on the Housing Register and who are already housed.		Homebuy Register data added in Chapter 3 to show information on applicants for intermediate housing.
<b>Consultation Process</b>		
Questionnaire consultation wasn't sufficiently robust		The review was a review of the existing Strategy rather than starting a new Strategy from scratch, and the decision was made at an early stage to consult within existing resources. A more sophisticated and statistically robust analysis of views would have required use of an external agency, and was not considered to be cost-effective

<b>Issue Raised</b>	<b>How addressed in Consultation Draft Strategy</b>	<b>Council's Response</b>
		<p>on this occasion – particularly in light of the Local Plan review taking place. However, consultation methods will be re-considered when the Strategy is next reviewed.</p> <p>The Council welcomes suggestions on how to improve engagement with hard-to-reach groups.</p>
Concerns expressed about being consulted on a large document		<p>Appreciate that many people will not want to respond to a large document. However, the opportunity to influence the strategy was previously offered through a publicly available questionnaire. Asking for comments on the draft strategy gives an additional opportunity to respond for those who wish to read about and understand the wider context.</p>



## Appendix 3: Glossary of Terms

Term	Definition
<b>Affordable Housing</b>	<p>Affordable Housing includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Affordable housing should:</p> <ul style="list-style-type: none"> <li>▪ Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices</li> <li>▪ Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative Affordable Housing provision.</li> </ul> <p>(See National Planning Policy Framework for full definition)</p>
<b>Affordable Rent</b>	<p>A new form of rented housing provided by Local Authorities and Private Registered Providers of social housing to households that are eligible for Social Rented housing. 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>From April 2012, most new homes funded by government grant have to be offered at Affordable Rents, to generate funding for further new Affordable Housing. Some existing Social Rent homes may also be converted to Affordable Rents in agreement with the Homes and Communities Agency.</p>
<b>Affordable Housing Supplementary Planning Document (SPD)</b>	<p>Part of the Cambridge Local Plan. Its objectives are to facilitate the delivery of Affordable Housing to meet housing needs, and to assist the creation of sustainable, inclusive and mixed communities</p>
<b>Cambridge Housing Sub-Region</b>	<p>An alliance of local authorities around the Cambridge area, working in partnership to address the housing needs of the area. The local authorities are: Cambridge City, South</p>

	Cambridgeshire, East Cambridgeshire, Fenland, Huntingdonshire, Forest Heath and St Edmundsbury District Councils.
<b>Choice Based Lettings (CBL)</b>	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. Cambridge City Council is part of a sub-regional CBL scheme – Home Link.
<b>Code for Sustainable Homes</b>	An environmental impact rating system used for new homes in England, which sets standards for increasing levels of sustainability and energy efficiency to limit the environmental impact of new homes.
<b>Decent Homes</b>	A standard set by government related to the condition of people's homes. All Council rented homes were required to meet the Decent Homes standard by December 2010.
<b>Disabled Facilities Grants (DFGs)</b>	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.
<b>Energy Performance Certificates (EPCs)</b>	Energy Performance Certificates are required to be issued whenever a building is built, sold or rented out. The certificate provides an A-G rating for the building, with A being the most energy efficient and G being the least.
<b>Equality Impact Assessment</b>	Equality Impact Assessments are carried out on the Council's policies and services to assess whether they may have a different or adverse effect on some communities or groups compared to others, and whether the policy or service actively promotes good relations between different groups.
<b>Extra care</b>	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.  Some of the Services provided in extra care housing can also be extended to people living in

	non-specialist accommodation in the wider community.
<b>Fixed Term Tenancy</b>	A tenancy which runs for a fixed period of time and is reviewed, and either renewed or terminated, at the end of the fixed term. From April 2012, Councils and Housing Associations are able to offer fixed term tenancies instead of having to offer long-term security of tenure as previously required.
<b>Fuel Poverty</b>	Fuel Poverty arises when more than 10% of a household's income would need to be spent on heating the home to a comfortable level. (This definition is currently being reviewed nationally).
<b>General Fund</b>	The local authority account which deals with income and expenditure other than for the Council's own Housing
<b>Homebuy Agent</b>	The Agency which administers the allocation of a range of Intermediate Affordable Housing including shared ownership and shared equity. Orbit is currently the Homebuy Agent for Cambridgeshire.
<b>Home Improvement Agency</b>	An agency which provides disabled adaptations and home improvements for vulnerable people.
<b>Home Link</b>	The choice based lettings scheme through which Council and Housing Association homes are let across the Cambridge sub-region.
<b>Homes and Communities Agency (HCA)</b>	The national housing and regeneration agency for England. It provides grant funding for new Affordable Housing and to improve existing social housing, and provides advice and support to partners in delivering new housing and new communities. It is also, from April 2012, the regulator for social housing providers.
<b>Housing Associations</b>	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. They are now the United Kingdom's major providers of new homes for rent, while many also run shared ownership schemes to help people who cannot afford to buy

	their own homes outright
<b>Housing Health and Safety Rating System (HHSRS)</b>	A national scheme, introduced by the Housing Act 2004, which enables local authorities to identify and protect against health and safety hazards in the home arising from the condition of the dwelling. Where serious ('Category 1) hazards are identified, Councils must take any enforcement action necessary to ensure that the hazards are removed.
<b>Housing Revenue Account (HRA)</b>	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.
<b>House in Multiple Occupation (HMO)</b>	A single building let as separate units, bedsits or similar. There will be several separate tenancies within one HMO.
<b>Intermediate Housing</b>	Homes for sale and rent provided at a cost above Social Rent, but below market levels, and which meet the criteria for Affordable Housing (above). These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not Affordable Rented housing.
<b>Joint Strategic Needs Assessment (JSNA)</b>	Provides an overview of population health and well-being in an area. There is a JSNA for Cambridgeshire.
<b>Lifetime Homes Standard</b>	Homes built to the Lifetime Homes standard have certain design features which make them flexible enough to meet changing needs, over time, of the households that occupy them.
<b>Local Plan</b>	Local Planning Authorities, including District Councils, must provide a Local Plan which sets planning policies in the local authority area.
<b>Low Cost Home Ownership</b>	A form of Intermediate Affordable Housing, providing home ownership at below market prices.
<b>Medium Term Strategy</b>	The Council's key financial planning document, showing how the Council's objectives will be funded.

<b>National Planning Policy Framework (NPPF)</b>	The national framework introduced from April 2012 to replace all the existing Planning Policy Statements. It sets out the government's policies around new developments, including the development of Affordable Housing.
<b>Private Registered Providers</b>	<b>See 'Housing Associations' above.</b> Private Registered Providers may be non-profit or profit making organisations.
<b>Property Accreditation</b>	Landlords signing their homes up to the Council's Property Accreditation scheme agree that their home/ homes will adhere to a Code of Standards relating to the management and condition of those homes.
<b>Registered Providers</b>	Providers of social housing. Includes Private Registered Providers (see above) and Councils who still have their own housing stock.
<b>Right to Buy (RTB)</b>	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. The Right to Buy now extends to tenants with fixed term tenancies.
<b>SAP Rating</b>	Standard Assessment Procedure Rating. A national standard rating to assess energy efficiency
<b>Section 106 Agreement</b>	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.
<b>Section 106 Commuted Sum</b>	Money provided by a developer through a section 106 agreement instead of the developer providing housing or facilities on that site. Commuted sums are usually used for Affordable Housing on other sites.
<b>Shared Ownership</b>	A form of Intermediate Tenure Low Cost Home Ownership housing. Homes in which the occupier owns a share of the equity and pays rent on the remaining share.
<b>Social Housing</b>	Housing let at lower than market rents to people in housing need. It includes Social Rent, Affordable Rent and Intermediate Housing tenures and is

	usually provided by not-for profit organisations including Housing Associations and Councils.
<b>Social Rented Housing</b>	Rented housing owned by local authorities and Private Registered Providers, for which guideline target rents are determined through the national rent regime. 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 Homes and Communities Agency
<b>Strategic Housing Land Availability Assessment (SHLAA)</b>	An assessment of land in an area to identify sites available for housing development.
<b>Strategic Housing Market Assessment (SHMA)</b>	A collection of data and survey information about all parts of the local housing market. The Cambridge SHMA covers the Cambridge housing sub-region, and helps in planning for housing and related services in the area.
<b>Supporting People</b>	The central government programme set up to fund, monitor, review and improve housing-related support services. Supporting People Grant is no longer ring-fenced, enabling local authorities to decide how that money is spent across their wider priorities. Cambridgeshire County Council manages the local programme.



**Cambridge City Council**

**Item**

**To:** Executive Councillor for  
**Report by:** Diane Docherty  
**Relevant scrutiny committee:** COMMUNITY SERVICES  
**Wards affected:** All

### **Project Appraisal and Scrutiny Committee Recommendation**

**Project Name:** Refurbishment of 125 Newmarket Road, Cambridge (SC529)

### **Recommendation/s**

#### **Financial recommendations –**

- The Executive Councillor is asked to approve the commencement of this updated scheme (SC529). *(Note: Funding was included in the Council's Capital & Revenue Project Plan in February 2012 and made incorrect reference to a grant, whereas the intention is to directly fund the refurbishment of a Council asset.)*
- The total cost of the project will be no more than £100,000, funded from the repairs and renewals fund for 125 Newmarket Road.
- There are no ongoing revenue implications arising from the project for the Council. The lessee, in accordance with previous lease arrangements, will meet any ongoing maintenance costs.

#### **Procurement recommendations:**

- The Executive Councillor is asked to approve the carrying out and completion of the procurement of renovations to the Council's asset at 125 Newmarket Road, (known as Cambridge Access Surgery) at a cost not exceeding £100,000. Works to be carried out within budget after consultation with internal architects.

Subject to:

- The permission of the Director of Resources being sought prior to proceeding if the quotation or tender sum exceeds the estimated contract.
- The permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

## 1 Summary

Council owned premises at 125 Newmarket Road are currently utilised as a GP surgery for homeless persons, offering a full range of care to 400 patients who are homeless, at risk of homelessness or otherwise unsuitably housed.

The surgery is a Victorian building on 4 floors, which was last refurbished prior to its opening in 2003 and is in urgent need of attention and would benefit greatly from refurbishment.

Building refurbishment would bring the surgery aspects of the building up to current clinical standards, enable services to be delivered in a more respectful environment for patient/clients, develop services by bringing more of them into the building, improve multi-agency working and improve patient and staff safety.

### 1.1 The project

Target Dates:	
Start of procurement	July 2012
Award of Contract	July 2012
Start of project delivery	August 2012
Completion of project	TBC



## 1.2 The Cost

Total Project Cost	<b>£ 100.000</b>
--------------------	------------------

Cost Funded from:

Funding:	Amount:	Details:
Reserves	<b>£0</b>	
Repairs & Renewals	<b>£100,000</b>	<b>R&amp;R Fund 11510</b>
Developer Contributions	<b>£0</b>	
Other	<b>£0</b>	

Ongoing Revenue Cost

Year 1	<b>£0</b>	<b>R&amp;R fund provision already exists for standard major building works</b>
Ongoing	<b>£0</b>	

## 1.3 The Procurement

The main contractor will be selected following the Council's procurement rules. A minimum of 4 no. Contractors will be randomly selected from the Council's 'Approved list of contractors' to tender for the works, as the scheme is below the £500k threshold. Both price and quality will be analysed and scored in the tender evaluation by the project team and the most economically advantageous tender will be selected for the work. The management of the project will be undertaken by the Council's Architects who will also provide, as well as procurement, a full service of design and drawings and contract administration to final account. (As 2.9)

## 2 Project Appraisal & Procurement Report

### 2.1 The Project

The Cambridge Access Surgery (CAS) is located at 125 Newmarket Road and offers specialist primary health care services to around 400 patients who are homeless or have experienced homelessness.

The building was purchased by the City Council with a grant from the then Office of the Deputy Prime Minister (ODPM) so that the Council could work more closely with health care services to achieve better health and homelessness prevention outcomes for homeless people and is currently leased to Cambridge Community Services (CCS) NHS Trust

The development of this service has meant that Cambridge has very good patient registration levels amongst this client group. A review of the service was conducted in August 2007. The review involved extensive consultation with patients and stakeholders. A report detailing the findings was published in January 2008. The patient consultation revealed that: in the event of services not being available at the Access Surgery:

- 21% reported that they would not access health care at all
- 26 % reported that they would attend accident and emergency services
- 49% reported that they would access other GP services but many drew attention to the difficulty of doing this in practice. Reasons cited were finding it difficult to maintain clinical relationships and being declined registration.
- Patients also observed that they were likely to be more ill before they sought treatment or were able to access health care

An additional aspect to the development of the service at Newmarket Road was that other homelessness services were co-located on site and the stakeholder respondents to the review concluded that this provided '*an essential link between health and other services*'

The Access Surgery currently provides the full range of primary care services and a number of additional services, tailored to the

needs of the homeless client group. These include joint drug treatment clinics and joint alcohol treatment clinics (both involving the current provider of adult substance misuse treatment in Cambridgeshire), weekly in-house appointments with a psychiatrist and practice nurse outreach clinics at Jimmy's Night Shelter, Wintercomfort and two main homeless hostels in Cambridge. Surgery staff are also actively involved with the Sex Workers Advisory Network (SWAN), which is working, to promote safe sex and address the health and social needs of street based sex workers in Cambridge.

The surgery has adjusted its clinical focus to provide care for medical problems more frequently found in the homeless client group, for example those related to mental health, substance misuse, alcohol, sexually transmitted diseases and blood borne virus infections

It also seeks out patients in need of care (for example, substance misusing patients needing immunisation against hepatitis B, patients with asthma in need of a medication review) through a continuous audit process.

The outreach service offers health promotional advice and immunisations and GPs and nurses at the surgery have developed specialist knowledge in substance and alcohol misuse (The surgery manages 60 of its patients with substance misuse problems in-house) and liaise closely with the Alcohol Community Psychiatric Nurse who is part of the Cambridge Street Mental Health Outreach Team and also based on site at the surgery premises.

In spite of intensive intervention and (apparently) easy access to health care at the surgery, the patient group suffers an excess morbidity and mortality related to drugs, liver/gastrointestinal disease often secondary to alcohol problems, mental health problems, infections (often related to drug use and often involving long admissions to hospital and sometimes death). Patients are often 'frequent attenders' at Addenbrookes hospital.

There is a need to further the development of a holistic package of health care services at Cambridge Access Surgery. The City Council is working closely with Cambridge Community Services

(CCS) NHS Trust to develop and enhance the service offered to homeless people at 125 Newmarket Road. As part of this plan, a significant upgrade to the building is required to ensure that patient consultancy rooms meet clinical standards, to upgrade the information technology services within the building to improve services to patients and to refurbish the building throughout for the first time in the 8 years since the City Council took on the ownership of the property.

Contained within the lease to CCS is a requirement for the City Council to set aside funds to conduct structural repairs to the building and for CCS to manage internal refurbishments and repairs. However, sufficient funds have not been available for CCS to do this. The Council currently has a repairs and renewal fund of £213,000 for the building and a recent assessment of requirements to 2020 showed that only £43,000 was required. Members are, therefore, asked to consider whether up to £100,000 could be released from the repairs and renewal fund for the building upgrade to take place

The grant would ensure that the building is fit for purpose to deliver enhanced health care with services expanding to include:

- Enhanced substance misuse, mental health and alcohol treatments
- Dental, podiatry and optometry services
- In house management and treatment of Hepatitis C

## **2.2 Aims & objectives**

**A City which is diverse and tolerant, values activities which bring people together and where everyone feels they have a stake in the community**

The access surgery enables the most vulnerable people in our city to equal access to medical care, ensuring that the basic rights of homeless people are addressed.

## **2.3 Major issues for stakeholders & other departments**

The City Council architect department would undertake the procurement for the building works and management of the

project, and anticipate being able to do this within current staffing resources.

Consultation has been done with current patients at the surgery, and Members have already approved the investment following a paper to committee in March 2012. The building being brought up to a good standard would enable a better service to be delivered to homeless clients in need of a range of medical care.

## 2.4 Summarize key risks associated with the project

There are reputational risks associated with not undertaking the works, in terms of the lessee operating from City Council premises that are no longer fit for purpose and do not meet current clinical standards.

The current lease has expired, and renewal of the existing lease and continuity of service delivery may be hampered if the works are not undertaken.

## 2.5 Financial implications

a. Appraisal prepared on the following price base: 2011/12

## 2.6 Capital & Revenue costs

<b>(a) Capital</b>	<b>£</b>	<b>Comments</b>
Building contractor / works	£86,500	
Purchase of vehicles, plant & equipment		
Professional / Consultants fees	£13,500	Architects Fees and Construction Consultants Quantity Surveyors
IT Hardware/Software		
Other capital expenditure	0	
<b>Total Capital Cost</b>	<b>100,000</b>	

<b>(b) Revenue</b>	<b>£</b>	<b>Comments</b>
Maintenance	0	Responsibility of lessee
R&R Contribution	0	Already in existence
<b>Total Revenue Cost</b>	<b>0</b>	

## 2.7 VAT implications

"The Council will incur exempt input tax (VAT on the capital expenditure as highlighted within this report). As the Council receives lease income from Cambridgeshire PCT, this is categorised as VAT exempt income, and by statute, the Council will be required to include the VAT on the capital expenditure as described in this report, within its Corporate Partial Exemption limit of 5%.

To mitigate any VAT recovery risks to this Council, the Council could 'Opt to Tax' its lease with the PCT, but would potentially increase their costs by the VAT levied, which may cause them a VAT recovery problem.

HMR&C have introduced a 'new' 7 year average for the above mentioned Partial Exemption calculation.

The Council, however, is reasonably confident that it will be able to absorb this expenditure within its 5% Partial Exemption limit, and consequently not cause any adverse VAT implications. Careful VAT monitoring of this scheme will be required and therefore it is requested that the Accountant (VAT & Treasury) be involved at all of the critical stages of this project."

## 2.8 Environmental Implications

Climate Change impact	Nil
-----------------------	-----

## 2.9 Staff required to deliver the project

Resource	Estimated Time	Capacity
Architects	190 hours	Existing capacity
Housing Staff Resource	70 Hours	Existing capacity
Procurement	Included in 190 above	Existing capacity
Legal	1 week	Existing Capacity

(Architect's duties involving:--Design, consultation, production drawings, specification/ schedules of work, Planning permission, Building regulation permission--submission and approval for both, procurement and tendering contract, evaluating the scheme, organising the contract documentation to let the scheme, administer the works on site, site

inspection and administration including valuations (with QS) up to Practical Completion of the works, administration throughout the defect rectification period, final account (with QS) and signing final certificate----plus all meetings and correspondence).

Quantity Surveyor----approximately 60 hours, provided externally.

(QS duties involving provision of part of the contract documentation for tendering, financial service including updates and keeping abreast of expenditure, monthly valuations and final valuation --- plus all necessary correspondence).

## 2.10 Dependency on other work or projects

There are no inter-dependencies on any other current projects.

## 2.11 Background Papers

- Transformation Document
- Sheriff Tiplady Indicative Quotation

## 2.12 Inspection of papers

Author's Name	Diane Docherty
Author's phone No.	01223 457813
Author's e-mail:	<a href="mailto:Diane.Docherty@cambridge.gov.uk">Diane.Docherty@cambridge.gov.uk</a>
Date prepared:	





## Capital Project Appraisal - Capital costs &amp; funding - Profiling

**Appendix A**

	2012/13	2013/14	2014/15	2015/16	2016/17	Comments
	£	£	£	£	£	
<b>Capital Costs</b>						
Building contractor / works	x					
Purchase of vehicles, plant & equipment	x					
Professional / Consultants fees	x					
Other capital expenditure:						
<b>Total Capital cost</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Capital Income / Funding</b>						
Government Grant						
Developer Contributions						
R&R funding	100,000					11510
Earmarked Funds						
Existing capital programme funding						
Revenue contributions						
<b>Total Income</b>	<b>100,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Net Capital Bid</b>	<b>(100,000)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	





To: Executive Councillor for Housing (and Deputy Leader): Councillor Catherine Smart  
Report by: Alan Carter, Head of Strategic Housing  
Relevant scrutiny committee: Community Services 28/6/2012  
Scrutiny Committee  
Wards affected: All Wards

## **Affordable Housing Programme Key Decision**

### **1. Executive summary**

In June 2011, the Executive Councillor for Housing approved a three year rolling programme of housing sites in the Council's ownership for consideration for development, redevelopment or disposal.

This report provides a review of the programme and specifically seeks approval of a revised three year rolling programme that includes sites to be investigated 2012/13 to 2014/15.

The report sets this request for approval to the revised three year programme in the context of;

- the delivery of Affordable Housing through the planning system
- the new Council housing programme

### **2. Recommendations**

The Executive Councillor is recommended:

To approve revisions to the 3 Year Rolling Programme 2012.13 to 2014.15 in the context of the wider Affordable Housing Programme

### **3. Background**

“Maximising the delivery of new housing in a range of sizes, types and tenures ensuring that current standards are at least maintained” is a Strategic Objective in the Housing Portfolio Plan. Over the last twenty years most new Affordable Housing has been delivered by housing associations (now known as Registered Providers – RPs) working with house-builder and developers through the planning system. However, the Council has taken

the opportunity recently to provide some balance to this through the implementation of its own new Council House building programme.

### **Affordable Housing Programme**

The Homes and Communities Agency (HCA) introduced a significantly different way of allocating grant to RPs in 2011. RPs were invited to bid for grant in a single bid round to allocate all available grant to the end of March 2015. In the new context of 'self financing', local authorities were able to bid for grant too. Fortunately, the Council's preferred RP partner for the growth sites Cambridgeshire Partnerships Limited (CPL) was successful in securing grant and therefore the planning for the delivery of the first Affordable Housing on the growth sites has been able to continue.

The table below clearly illustrates the adverse impact of the recession on the delivery of new Affordable Housing and how dependent the national system for the delivery of new Affordable Housing is on the private house building market and industry. However, now that CPL has secured grant and with house-building having started on the Trumpington Meadows, Glebe Farm and Clay Farm sites on the Southern Fringe, it is anticipated that the rate of completions of Affordable Housing will begin to pick up. Work has also started on the Fire Station site in the city and Affordable Housing completions are also anticipated in the table on the Neath Farm Business Park site in Cherry Hinton and the Living Screens site in Hills Road.

**Table - Numbers of New Affordable Housing Completions**

Actual	
2006.07	225
2007.08	239
2008.09	282
2009.10	281+ 290 Key Worker - Addenbrookes
2010.11	46
2011.12	20
Estimate	
2012.13	264
2013.14	569
2014.15	422

### **Three Year Rolling Programme**

A new approach to the use of housing land in the Council's ownership was introduced in July 2008 following Committee scrutiny. It was agreed by the

Executive Councillor that a three year rolling programme of sites be brought forward each year for consideration for development, redevelopment or disposal. The annual review keeps members apprised of progress with sites and offers the opportunity to introduce new sites for investigation.

Appendix 1 provides an update of the schemes within the three year rolling programme that are already under investigation.

Appendix 2 is the revised three year rolling programme that is requested to be approved. This Appendix is confidential at this stage in keeping with the process agreed at the July 2008 Community Services Scrutiny Committee. However, following Executive Councillor approval of the inclusion of new sites in the three year programme, any tenants or leaseholders directly affected will be advised immediately, together with the Ward Members and tenant representatives as the three year programme will immediately be in the public domain following the Committee meeting.

### **New Council House Programme**

Eight new Council homes have now been completed since 2010 in Harris Road, Cockerall Road, Teversham Drift and Church End. Vacant possession of Seymour House was finally achieved in March 2012 to allow the redevelopment of Seymour Court to progress to provide 20 flats for older people. The Council's partner house-builder for this project, Kier, are on site and the scheme is due for completion in December 2013.

Based on the three year rolling programme grant has been secured from the HCA through the bid round mentioned above to provide a further 126 (146 including Seymour Court) new Council homes by the end March 2015. To facilitate this officers have completed a procurement process to set up an Affordable Housing Development partnership (AHDp) with a house-builder/developer and four Registered Providers. Keepmoat has been selected as our house-builder partner and Keepmoat has been helping with the assessment of the feasibility of the development of sites.

Appendix 3 shows progress to-date with the 146 Programme.

## **4. Implications**

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

Financial implications will be assessed and reported when individual schemes considered suitable for development, redevelopment or disposal are brought forward for approval by the Executive Councillor for Housing.

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

Staff in the Enabling and Development Team project manage the delivery of the Affordable Housing Programme. Projects are monitored by the Affordable Housing Development Programme Board, a group of officers that meets quarterly. The Board includes representatives from the Enabling and Development Team, City Homes, Housing Strategy and Procurement, with Finance, Internal Audit, and Legal staff as corresponding members.

**(c) Equal Opportunities Implications**

An EQIA has been undertaken for the Enabling and Development Service and for the Council's new build programme as a whole which mainly highlighted the benefits of the Council retaining direct control of new housing development itself to ensure a focus on the delivering of housing that meets a diverse range of housing needs.

**(d) Environmental Implications**

As part of this section, assign a climate change rating to your recommendation(s) or proposals. You should rate the impact as either:

+M – all new Affordable Housing on the growth sites and in the Council's programme are built to at least Level 4 of the Code for Sustainable Homes.

Follow the guidance on the intranet at <http://intranet/sustainability/policies-and-procedures.html>

**(e) Consultation**

Staff in the Enabling and Development team have structured meetings with staff from CPL in respect of the delivery of Affordable Housing on the growth sites and holds regular forums with other local RP providers.

The Council's approach to consultation with residents affected by the three year programme process is well established and is also covered, in part by the Home Loss Policy.

**(f) Community Safety**

All new Affordable Housing is assessed against Secure by Design criteria.

**5. Background papers**

Homes and Communities Agency Affordable Housing Framework, February 2011

## **6. Appendices**

Appendix 1- Three Year Affordable Housing Programme 2011.12 to 2013.14 Review

Appendix 2 - Three Year Affordable Housing Programme 2012.13 to 2014.15 (Exempt Information)

Appendix 3 – 146 Programme Progress Report

## **7. Inspection of papers**

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

Author's Name: Alan Carter  
Author's Phone Number: 01223 - 457948  
Author's Email: alan.carter@cambridge.gov.uk

This page is intentionally left blank



Appendix 1 – Three Year Affordable Housing Programme 2011.12 to 2013.14 Review

2011/12	Ward	City Homes	Existing AH Units	Indicative New AH Uits	Progress
<b>Kendal Way</b>	East Chest'ton	North	0	1	In-fill site. Feasible to develop at least one new unit. Project approval request to be submitted to the October 2012 Community Services Scrutiny Committee.
<b>1 to 20 Latimer Close</b>	Abbey	South	16	16	Approval given to progress scheme at October 2011 Community Services Scrutiny Committee. Approval to be requested via a separate report to June 2012 Community Services Scrutiny Committee to extend developable site to include adjacent small garage site.

Appendix 1 – Three Year Affordable Housing Programme 2011.12 to 2013.14 Review

<b>51-73 Barnwell Road</b>	Abbey	South	23	16	Approval given to progress scheme at March 2012 Community Services Scrutiny Committee.
<b>Land adjacent to 161-169 Lichfield Road</b>	Coleridge	South	0	20	Recommend no development. Significant constraints in developing site due to tree issues and right of way across site. Community hall well used and need to retain.
<b>Wadloes Road</b>	Abbey	South	0	12	Site of former nursery school – now demolished. Assessed as feasible to redevelop but would need change of planning use class from community to residential. Project approval request to be submitted to the October 2012 Community Services Scrutiny Committee.
<b>St Matthews Street Garages</b>	P'field	South	0	5	Site has access constraints and the locality has significant parking problems. Further work required to determine whether a small redevelopment is feasible.

Appendix 1 – Three Year Affordable Housing Programme 2011.12 to 2013.14 Review

<b>98-144a Campkin Road (evens only but including a's)</b>	Arbury	North	40	26	Approval to be requested to progress a scheme via a separate report to June 2012 Community Services Scrutiny Committee.
<b>6 to 14a Water Lane and 238 to 246 Green End Road.</b>	East Chest'ton	North	23	15 to 19	Project approval request to progress a scheme to be submitted to the October 2012 Community Services Scrutiny Committee.
<b>166 and 174 Shelford Road</b>	Trum'ton	South	0	7	Not in Council's ownership.
<b>Anstey Way disused drying area</b>	Trum'ton	South	0	1	Infill site. Disused drying area. Site has access constraints and approval is requested for wider site to be assessed to include adjacent bungalows and flats.

Appendix 1 – Three Year Affordable Housing Programme 2011.12 to 2013.14 Review

<b>1 to 8a and 39 to 50 Aylesborough Close</b>	Arbury	North	20	17	Project approval request to progress a scheme to be submitted to the October 2012 Community Services Scrutiny Committee.
<b>40 to 64 Colville Road and 1 to 9 Augers Road</b>	Cherry Hinton	South	17	24	Approval to be requested to progress a scheme via a separate report to June 2012 Community Services Scrutiny Committee.

Page 236

<b>2012/13</b>	<b>Ward</b>	<b>City Homes</b>	<b>AH Units Loss</b>	<b>AH Units Gross</b>	<b>Comment</b>
<b>51-53 Argyle Street</b>	Romsey	South	0	2	Redevelopment. Currently a garage / workshop. Feasibility work not yet started
<b>Atkins Close Garages</b>	Kings Hedges	North	0	7	Project approval request to progress a scheme to be submitted to the October 2012 Community Services Scrutiny Committee.
<b>Cadwin Fields Garages</b>	Kings Hedges	North	0	2	Initial feasibility work by Keepmoat indicates a number of constraints to redevelopment. Further work required to determine whether a small redevelopment is feasible.

Appendix 1 – Three Year Affordable Housing Programme 2011.12 to 2013.14 Review

<b>Cameron Road / Nuns Way Garages</b>	Kings Hedges	North	0	4 to 8	Initial feasibility work by Keepmoat indicates a number of constraints to redevelopment. Further work required to determine whether a small redevelopment is feasible.
<b>Gunhild Way Garages</b>	Queen Ediths	South	0	2	Initial feasibility work by Keepmoat indicates a number of constraints to redevelopment. Further work required to determine whether a small redevelopment is feasible.
<b>1-20 &amp; 81-91 Hawkins Road Garages</b>	Kings Hedges	North	0	14	Early feasibility work only.
<b>641-643 Newmarket Road</b>	Abbey	South	12	24	Redevelopment. Potential to assemble with Church land to the east. Feasibility work not yet started.
<b>9 to 10a Ventress Close and adjacent Garages</b>	Queen Ediths	South	1	6	Redevelopment. Includes land either side of 9/10a. Feasibility work not yet started

Appendix 1 – Three Year Affordable Housing Programme 2011.12 to 2013.14 Review

2013/14	Ward	City Homes	AH Units Loss	AH Units Gross	Comment
<b>301-326 Hawkins Road Garages</b>	Kings Hedges	North	0	4	Currently a garage site. Not feasible to redevelop.
<b>Markham Close Garages</b>	Kings Hedges	North	0	3	Initial feasibility work by Keepmoat indicates a number of constraints to redevelopment. Further work required to determine whether a small redevelopment is feasible.
<b>Northfield Avenue Garages</b>	Kings Hedges	North	0	2	Redevelopment. Currently a garage site. Feasibility work not yet started
<b>Uphall Road Garages</b>	Romsey	North	0	2	Project approval request to progress a scheme to be submitted to the October 2012 Community Services Scrutiny Committee.
<b>Wiles Close Garages</b>	Kings Hedges	North	0	3 to 6	Initial feasibility work by Keepmoat indicates a number of constraints to redevelopment. Further work required to determine whether a small redevelopment is feasible.

Site	Lead	Ward	Existing	146	Current	Current	Start	Complete	Comments	Total
			AH	Programme	Estimated	Estimated				
				Estimated	AH	Market				
			AH							
Seymour Court	SW	Romsey	50	21	20	15	Apr-12	Dec-13	Seymour Court vacant March 2012. Demolition to follow asbestos removal.	35
1 to 20 Latimer Close	SW	Abbey	16	12	16	11	Nov-12	2013.14	Project Approval October 2011. To CS Scrutiny for Project Approval June 2012 to extend site cover adjacent garages. Decant well underway.	27
51 to 73a Barnwell Road	SW	Abbey	21	10	16	11	2012.13	2013.14	Project Approval January 2012. Decant commenced	27
Wadloes Road Infill	SW	Abbey	0	7	12	6	2012.13	2013.14	To CS Scrutiny for Project Approval October 2012. Change of use from community use required.	18
St Matthews Street Garages	SD	Petersfield	0	4	5	2	2013.14	2014.15	Keepmoat Constraints Plan shows difficulties with site access and significant local parking issues. Residents meeting held in March 2012	7
Aylesborough Close	SD	Arbury	16	17	17	11	2013.14	2014.15	To CS Scrutiny for Project Approval October 2012	28
Kendal Way	SW	East Chesterton	0	1	1	1	2012.13	2013.14	To CS Scrutiny for Project Approval June 2012	2
Atkins Close Garages	SL	King's Hedges	0	5	7	5	2012.13	2013.14	To CS Scrutiny for Project Approval June 2012. Includes re-provision of play area	12
Cadwin Fields Garages	SL	King's Hedges	0	1	0	0	2013.14	2014.15	Keepmoat Constraints Plan shows difficulties with site	0
Markham Close Garages	SL	King's Hedges	0	1	0	0	2013.14	2014.15	Keepmoat Constraints Plan shows difficulties with site	0
Colville Road	SD	Cherry Hinton	17	24	21	14	2013.14	2014.15	To CS Scrutiny for Project Approval June 2012. Discussions underway with RBL to include their site and relocate community	35
98 to 144a Campkin Road (evens only including a's)	SW	King's Hedges	40	26	18	12	2013.14	2014.15	To CS Scrutiny for Project Approval June 2012	30
Water Lane	SD	East Chesterton	23	10	10	7	2013.14	2014.15	To CS Scrutiny for Project Approval October 2012	17
Anstey Way	SD	Trumpington	0	1	0	0	2013.14	2014.15	Keepmoat Constraints Plan shows difficulties with site access	0
Cameron Road Garages	SL	King's Hedges	0	3	0	0	2013.14	2014.15	Keepmoat Constraints Plan shows difficulties with site	0
Wiles Close Garages	SL	King's Hedges	0	1	0	0	2013.14	2014.15	Keepmoat Constraints Plan shows difficulties with site	0
Uphall Road Garages	SL	Romsey	0	2	2	2	2012.13	2013.14	To CS Scrutiny for Project Approval October 2012	4
<b>TOTALS</b>			<b>183</b>	<b>146</b>	<b>145</b>	<b>96</b>				<b>242</b>

This page is intentionally left blank





To: Executive Councillor for Housing: Cllr Catherine Smart  
Report by: Alan Carter, Head of Strategic Housing  
Relevant scrutiny committee: Community Services Scrutiny Committee *28 June 2012*  
Wards affected: All Wards  
EqiA Undertaken: Yes

### **COUNCIL NEW BUILD PROGRAMME - SCHEME APPROVALS** **Key Decision**

#### **1. Executive summary**

This report provides details of the redevelopment of Campkin Road and Colville Road/Augurs Road and also revised details for the scheme at Latimer Close. In keeping with the model for the redevelopment of Council sites mixed tenure schemes are proposed and to be developed with the Council's new house-builder/developer partner, Keepmoat.

These sites in the Council new build programme are brought forward now in order that consultation with residents can commence regarding moving to alternative accommodation to ensure that the new schemes can be complete by March 2015.

#### **2. Recommendations**

The Executive Councillor is recommended for each of the following schemes

- a. 40 to 64 Colville Road and 1 to 9 Augers Road
- b. 98-144 Campkin Road
- c. Revised Latimer Close scheme

to:

Note the indicative mix, design and layout of the schemes and that they are subject to planning approval.

Approve the scheme capital budget highlighted in the report to cover the Construction Cost of the scheme; Home Loss Payments to tenants and leaseholders and professional quantity surveyor fees.

Approve that delegated authority be given to the Director of Customer and Community Services following consultation with the Director of Resources and the Head of Legal Services to seal a Development Agreement with our preferred house-builder/developer partner.

### **3. Background**

Following on from the completion of the first eight new Council homes, the Committee has already scrutinised Project Appraisals for additional schemes at Seymour Court; Latimer Close; and Barnwell Road.

The schemes in this report at 40 to 64 Colville Road and 1 to 9 Augers Road and 98-144 Campkin Road are the next schemes to be brought forward for approval under the Council's new Council House building programme and are brought forward now in order that consultation with residents can commence to ensure that the new schemes can be complete by March 2015.

A revised scheme for Latimer Close is also included. This scheme was approved in October 2011. Further work on the scheme has shown that a better design and layout would be achieved if the garage block adjacent to the current flatted site were included in the redevelopment. As the garage block was not formerly in the 3 year rolling programme for consideration for redevelopment, a request to do so is included in the separate report to this Committee.

The principles behind the development model used before is repeated here ie a mixed tenure scheme, developed with the Council's house-builder partner, Keepmoat, providing for the cross-subsidy of the Affordable Housing from the sale of market houses, thereby minimising capital outlay for the Council.

The Appendices show details of the Project Appraisals for each of the three schemes.

### **4. Implications :**

## **(a) Financial**

The financial implications of each scheme is shown in full in the Appendices. As the schemes are still subject to planning the costs are indicative. As final schemes are worked up they will only proceed if they can be funded within borrowing and capital funding parameters in the new 30 Business Plan that has been established under 'self-financing'. If a final scheme cannot be delivered within the budget requested then a revised approval will need to be brought back to Committee for scrutiny. The risk that the schemes cannot be funded can be mitigated by;

- adjusting the balance between new Affordable Homes and market housing in the schemes.
- working with one of the housing association partners on the Council's Affordable Housing Development partnership framework agreement to part or completely fund a scheme
- reduce the number of schemes in the overall programme.

## **(b) Staffing**

A Development Officer from the Enabling and Development Team will be allocated to Project Manager each scheme. Projects will be monitored by the Affordable Housing Development Programme Board, a group of officers that meets quarterly. The Board includes representatives from the Enabling and Development Team, City Homes, Housing Strategy, and Procurement. Internal Audit and Legal are corresponding members.

## **(c) Equal Opportunities**

An EQIA has been undertaken for the Council's new build programme as a whole which mainly highlighted the benefits of the Council retaining direct control of new housing development itself to ensure a focus on the delivering of housing that meets a diverse range of housing needs.

## **(d) Environmental**

All of the new homes will meet Level 4 of the Code for Sustainable Housing as a minimum.

## **(e) Community Safety**

All new Affordable Housing is assessed against Secure by Design criteria.

## **5. Background papers**

None.

## 6. Appendices

Appendix 1 - 40 to 64 Colville Road and 1 to 9 Augers Road

Appendix 2 – 98-144 Campkin Road

Appendix 3 - Revised Latimer Close scheme

## 7. Inspection of papers

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

Author's Name: Alan Carter  
Author's Phone Number: 01223 – 457948  
Author's Email: [alan.carter@cambridge.gov.uk](mailto:alan.carter@cambridge.gov.uk)

## **Appendix 1 – 40 to 64 Colville Road and 1 to 9 Augers Road Project Appraisal**

### **1 Summary**

#### **1.1 The project**

There are currently 18 one bedroom, one person bungalows in Colville Road/Augurs Road. 17 are rented by City Homes and one has been sold. The bungalows were approved for consideration for redevelopment as part of the Council's 3 Year Rolling Programme in June 2011.

The current site is a low density.

The proposed mix of the new scheme is as follows.

#### **Affordable Housing – Total 21**

- 2 x 1 bed apartments
- 4 x 2 bed apartments
- 6 x 2 bed house
- 7 x 3 bed house
- 2 x 4 bed house

#### **Market Housing – Total 14**

- 2 x 1 bed apartments
- 4 x 2 bed apartments
- 2 x 2 bed house
- 4 x 3 bed house

- All of the Affordable Housing will meet Lifetime Homes Standard
- All units will meet Level 4 of the Code for Sustainable Housing
- The Market Housing will be built and sold at the developer/house-builder partners risk.

Target Start date	October 2013
Target completion date	December 2014

## 1.2 Costs, Funding and Viability

### Capital Costs

Construction Costs	£1,434,344
Home Loss Costs	£ 212,000
Quantity Surveyor	£ 26,641
Internal Development Fee (2%)	£ 39,469
<b>Total</b>	<b>£1,712,453</b>

### Funding

Grant	£ 367,500
Borrowing	£1,344,953

**Viability** - Key indicators whether a scheme is viable are when the scheme breaks even in revenue terms (typically 12 years) and when the total capital used is paid back (typically 30 years).

a. Net of Home Loss costs

Pay-back period – 17 years  
Break-even - Year 1

b. Inclusive of Home Loss costs

Pay-back period – 21 years  
Break-even - Year 1

### Rent Levels –

1 bed - £115 per week  
2 bed - £126 per week  
3 bed - £149 per week  
4 bed - £197 per week

### **1.3 VAT implications**

VAT is not payable on new build construction costs. However, advice will be sought from the Council's VAT specialist to ensure that there are no adverse VAT issues affecting the project.

### **1.4 The Procurement**

At the Community Services Committee on the 25 March 2010 the Executive Councillor for Housing approved that an Affordable Housing Development partnership be procured. This partnership was to enable the redevelopment of City Homes housing considered feasible redevelopment in the 3 Year Rolling Programme. The 25 March 2010 report stated that two developer partners would be procured; unfortunately due to procurement regulations it was not possible to procure two partners. Therefore a procurement exercise was undertaken to select one partner, which adhered to procurement rules.

The procurement process was completed in October 2011 and Keepmoat was the successful tenderer.

The principles behind the development model used on other Council schemes already approved is repeated here ie a mixed tenure scheme, developed with the a house-builder/developer partner, providing for the cross-subsidy of the Affordable Housing from the sale of market houses, thereby minimising capital outlay for the Council.

The model involves the disposal of freehold plots to the house-builder/developer partner where Market Housing is proposed and/or disposal under long leases where Market Apartments are involved. The Council will retain the freehold of land upon which the Affordable Housing is provided and the freehold of land should Market Apartments be provided.

It is the intention to control and procure the redevelopment by way of a Development Agreement and a standard form JCT Design and Build contract to cover the building works. The draft agreements have been set up with the Council's legal team.

In summary, the key points of the draft Development Agreement are as follows;

- The contractual arrangements with the house-builder/developer are conditional on the achievement of a satisfactory planning permission.
- The Development Agreement is also conditional on the Council confirming it has secured sufficient funding for the Project, achieved vacant possession and achieved all necessary Executive Councillor approvals.
- The Council must approve a scheme prior to the house-builder/developer submitting a planning application.
- The cost of the redevelopment to the Council is capped at 10% above the Construction Cost of a final scheme agreed with the house-builder/developer to allow for any onerous conditions that may be applied through the planning process (this is within the limits allowed by the Council's Contract Procedure Rules).

## **1.5 Key Risks**

The Development Agreement will be conditional on the Director of Resources confirming that the Council has the finance in place to fund the scheme. Therefore a key risk is developing a finance package that is acceptable to the Director of Finance.

A planning application will need to be agreed between the developer / house-builder partner and the Council that is satisfactory to the Strategic Housing division.

Subject to the approval of the Committee of the scheme presented, the Development Agreement will be signed and our house-builder/developer partner will proceed to submit a planning application after vacant possession has been achieved. The Development Agreement will include a clause allowing our house-builder/developer partner to claim back a proportion of the cost of achieving planning permission should the Project not proceed for reasons that are not the fault of our partner. In the unlikely event that the Council does not wish to proceed with the redevelopment, the risk is mitigated by the fact that the land will have a planning permission that will have a value to the Council.

Should the Project proceed key risks will be to fail to meet start on site and practical completion deadlines for the HCA grant funding.



Residents living at Colville Road comprise 17 City Homes tenants and one bungalow has been sold. The Council will need to discuss the potential redevelopment of Colville Road with both tenants and leaseholders and the new Home Loss Policy will apply. This leads to the possibility that vacant possession will not be achieved.

Should the Project proceed with HCA grant a key risk will be not meeting key deadlines for the HCA grant funding.

### **1.6 Other implications**

Davis Langdon has been appointed Quantity Surveyor for the Council 146 Programme and will verify that costs provided by Keepmoat are reasonable in the prevailing market.

This page is intentionally left blank

## Appendix 2 – Campkin Road Project Appraisal

### 1 Summary

#### 1.1 The project

There are currently 48 one bedroom, one person flats at Campkin Road. 40 of the flats are rented by City Homes and 8 are leasehold. The properties in Campkin Road were approved for consideration for redevelopment as part of the Council's 3 Year Rolling Programme in November 2008.

The current site is a low density.

The mix of the new scheme is as follows.

#### Affordable Housing – Total 18

- 2 x 1 bed apartments
- 4 x 2 bed apartments
- 4 x 2 bed house
- 6 x 3 bed house
- 2 x 4 bed house

#### Market Housing – Total 12

- 1 x 1 bed apartments
- 1 x 2 bed apartments
- 4 x 2 bed house
- 5 x 3 bed house
- 1 x 4 bed house

- The Affordable Housing will meet Lifetime Homes Standard
- All units will meet Level 4 of the Code for Sustainable Housing
- The Market Housing will be built and sold at the developer/house-builder partners risk.

Target Start date	October 2013
Target completion date	March 2015

## 1.2 Costs, Funding and Viability

### Capital Costs

Construction Costs	£1,281,202
Home Loss Costs	£1,320,000
Quantity Surveyor	£ 23,590
Internal Development Fee (2%)	£ 34,947
<b>Total</b>	<b>£2,459,739</b>

### Funding

Grant	£ 315,000
Borrowing	£2,144,739

**Viability** - Key indicators whether a scheme is viable are when the scheme breaks even in revenue terms (typically 12 years) and when the total capital used is paid back (typically 30 years).

a. Net of Home Loss costs

Pay-back period – 14 years  
Break-even - Year 1

b. Inclusive of Home Loss costs

Pay-back period – 38 years  
Break-even - Year 13

### Rent Levels –

1 bed - £115 per week  
2 bed - £126 per week  
3 bed - £149 per week  
4 bed - £197 per week

## 1.3 VAT implications

VAT is not payable on new build construction costs. However, advice will be sought from the Council's VAT specialist to ensure that there are no adverse VAT issues affecting the project.

## 1.4 The Procurement

At the Community Services Committee on the 25 March 2010 the Executive Councillor for Housing approved that an Affordable Housing Development partnership be procured. This partnership was to enable the redevelopment of City Homes housing considered feasible redevelopment in the 3 Year Rolling Programme. The 25 March 2010 report stated that two developer partners would be procured; unfortunately due to procurement regulations it was not possible to procure two partners. Therefore a procurement exercise was undertaken to select one partner, which adhered to procurement rules.

The procurement process was completed in October 2011 and Keepmoat was the successful tenderer.

The principles behind the development model used on other Council schemes already approved is repeated here ie a mixed tenure scheme, developed with the a house-builder/developer partner, providing for the cross-subsidy of the Affordable Housing from the sale of market houses, thereby minimising capital outlay for the Council.

The model involves the disposal of freehold plots to the house-builder/developer partner where Market Housing is proposed and/or disposal under long leases where Market Apartments are involved. The Council will retain the freehold of land upon which the Affordable Housing is provided and the freehold of land should Market Apartments be provided.

It is the intention to control and procure the redevelopment by way of a Development Agreement and a standard form JCT Design and Build contract to cover the building works. The draft agreements have been set up with the Council's legal team.

In summary, the key points of the draft Development Agreement are as follows;

- The contractual arrangements with the house-builder/developer are conditional on the achievement of a satisfactory planning permission.

- The Development Agreement is also conditional on the Council confirming it has secured sufficient funding for the Project, achieved vacant possession and achieved all necessary Executive Councillor approvals.
- The Council must approve a scheme prior to the house-builder/developer submitting a planning application.
- The cost of the redevelopment to the Council is capped at 10% above the Construction Cost of a final scheme agreed with the house-builder/developer to allow for any onerous conditions that may be applied through the planning process (this is within the limits allowed by the Council's Contract Procedure Rules).

### **1.5 Key Risks**

The Development Agreement will be conditional on the Director of Resources confirming that the Council has the finance in place to fund the scheme. Therefore a key risk is developing a finance package that is acceptable to the Director of Finance.

A planning application will need to be agreed between the developer / house-builder partner and the Council that is satisfactory to the Strategic Housing division.

Subject to the approval of the Committee of the scheme presented, the Development Agreement will be signed and our house-builder/developer partner will proceed to submit a planning application after vacant possession has been achieved. The Development Agreement will include a clause allowing our house-builder/developer partner to claim back a proportion of the cost of achieving planning permission should the Project not proceed for reasons that are not the fault of our partner. In the unlikely event that the Council does not wish to proceed with the redevelopment, the risk is mitigated by the fact that the land will have a planning permission that will have a value to the Council.

Should the Project proceed key risks will be to fail to meet start on site and practical completion deadlines for the HCA grant funding.

Residents living at Campkin Road comprise 8 leaseholders and 40 City Homes tenants. The Council will need to discuss the potential redevelopment of Campkin Road with both tenants and

leaseholders and the new Home Loss Policy will apply. This leads to the possibility that vacant possession will not be achieved.

Should the Project proceed with HCA grant a key risk will be not meeting key deadlines for the HCA grant funding.

### **1.6 Other implications**

Davis Langdon has been appointed Quantity Surveyor for the Council 146 Programme and will verify that costs provided by Keepmoat are reasonable in the prevailing market.

This page is intentionally left blank



## **Appendix 3 – Revised Latimer Close Project Appraisal**

### **1 Summary**

#### **1.1 The project**

There are currently 20 one bedroom, one person flats at Latimer Close. The City Homes properties in Latimer Close were approved for consideration for redevelopment as part of the Council's 3 Year Rolling Programme in November 2008. At that point Latimer Close was proposed for investigation in 2009/10.

A specific scheme for the redevelopment of Latimer Close was subsequently approved to take forward in October 2011. Further work on the scheme has shown that a better design and layout would be achieved if the garage block adjacent to the current flatted site were included in the redevelopment. As the garage block was not formerly in the 3 year rolling programme for consideration for redevelopment, a request to do so is included in the separate report to this Committee.

The mix of the new scheme is as follows.

#### **Affordable Housing – Total 12**

- 1 x 1 bed apartments
- 2 x 2 bed apartments
- 1 x 2 bed fully wheelchair accessible apartment
- 2 x 2 bed house
- 5 x 3 bed house
- 1 x 4 bed house

#### **Market Housing – Total 8**

- 1 x 1 bed apartments
- 1 x 2 bed apartments
- 2 x 2 bed house
- 3 x 3 bed house
- 1 x 4 bed house

- One of the 2 bed Affordable Housing apartments will be a fully wheelchair accessible dwelling, the remainder will meet Lifetime Homes Standard

- All units will meet Level 4 of the Code for Sustainable Housing
- The Market Housing will be built and sold at the developer/house-builder partners risk. The Council would not be able to buy any of the Market Housing back at any stage if they did not meet our standards.

Target Start date	November 2012
Target completion date	December 2013

## 1.2 Costs, Funding and Viability

### Capital Costs

Construction Costs	£ 772,734
Home Loss Costs	£ 565,712
Quantity Surveyor	£ 30,160
Internal Development Fee (2%)	£ 22,985
<b>Total</b>	<b>£1,391,591</b>

### Funding

Grant	£ 210,000
Borrowing	£1,158,606

**Viability** - Key indicators whether a scheme is viable are when the scheme breaks even in revenue terms (typically 12 years) and when the total capital used is paid back (typically 30 years).

#### a. Net of Home Loss costs

Pay-back period – 16 years  
Break-even - Year 1

#### b. Inclusive of Home Loss costs

Pay-back period – 32 years  
Break-even - Year 9

## **Rent Levels –**

- 1 bed - £115 per week
- 2 bed - £126 per week
- 3 bed - £149 per week
- 4 bed - £197 per week

### **1.3 VAT implications**

VAT is not payable on new build construction costs. However, advice will be sought from the Council's VAT specialist to ensure that there are no adverse VAT issues affecting the project.

### **1.4 The Procurement**

At the Community Services Committee on the 25 March 2010 the Executive Councillor for Housing approved that an Affordable Housing Development partnership be procured. This partnership was to enable the redevelopment of City Homes housing considered feasible redevelopment in the 3 Year Rolling Programme. The 25 March 2010 report stated that two developer partners would be procured; unfortunately due to procurement regulations it was not possible to procure two partners. Therefore a procurement exercise was undertaken to select one partner, which adhered to procurement rules.

The procurement process was completed in October 2011 and Keepmoat was the successful tenderer.

The principles behind the development model used on other Council schemes already approved is repeated here ie a mixed tenure scheme, developed with the a house-builder/developer partner, providing for the cross-subsidy of the Affordable Housing from the sale of market houses, thereby minimising capital outlay for the Council.

The model involves the disposal of freehold plots to the house-builder/developer partner where Market Housing is proposed and/or disposal under long leases where Market Apartments are involved. The Council will retain the freehold of land upon which the Affordable Housing is provided and the freehold of land should Market Apartments be provided.

It is the intention to control and procure the redevelopment by way of a Development Agreement and a standard form JCT Design and Build contract to cover the building works. The draft agreements have been set up with the Council's legal team.

In summary, the key points of the draft Development Agreement are as follows;

- The contractual arrangements with the house-builder/developer are conditional on the achievement of a satisfactory planning permission.
- The Development Agreement is also conditional on the Council confirming it has secured sufficient funding for the Project, achieved vacant possession and achieved all necessary Executive Councillor approvals.
- The Council must approve a scheme prior to the house-builder/developer submitting a planning application.
- The cost of the redevelopment to the Council is capped at 10% above the Construction Cost of a final scheme agreed with the house-builder/developer to allow for any onerous conditions that may be applied through the planning process (this is within the limits allowed by the Council's Contract Procedure Rules).

## **1.5 Key Risks**

The Development Agreement will be conditional on the Director of Resources confirming that the Council has the finance in place to fund the scheme. Therefore a key risk is developing a finance package that is acceptable to the Director of Finance.

A planning application will need to be agreed between the developer / house-builder partner and the Council that is satisfactory to the Strategic Housing division.

Subject to the approval of the Committee of the scheme presented, the Development Agreement will be signed and our house-builder/developer partner will proceed to submit a planning application after vacant possession has been achieved. The Development Agreement will include a clause allowing our house-builder/developer partner to claim back a proportion of the cost of achieving planning permission should the Project not proceed for

reasons that are not the fault of our partner. In the unlikely event that the Council does not wish to proceed with the redevelopment, the risk is mitigated by the fact that the land will have a planning permission that will have a value to the Council.

Should the Project proceed key risks will be to fail to meet start on site and practical completion deadlines for the HCA grant funding.

Residents living at Latimer Close comprise 16 City Homes tenants and 4 leaseholders. The Council has commenced discussions with the residents and over half of have moved to alternative accommodation. There remains a risk however that vacant possession will not be achieved.

Should the Project proceed with HCA grant a key risk will be not meeting key deadlines for the HCA grant funding.

## **1.6 Other implications**

Davis Langdon has been appointed Quantity Surveyor for the Council 146 Programme and will verify that costs provided by Keepmoat are reasonable in the prevailing market.

This page is intentionally left blank



To: Executive Councillor for Housing (and Deputy Leader): Councillor Catherine Smart  
Report by: Alan Carter – Head of Strategic Housing  
Relevant scrutiny committee: Community Services Scrutiny Committee 28/6/2012  
Wards affected: All Wards

### CAMBRIDGE CITY COUNCIL AFFORDABLE HOUSING AT CLAY FARM Key Decision

#### 1. Executive summary

- 1.1. Through 'self-financing' the Housing Revenue Account (HRA) provides the opportunity for Cambridge City Council (the Council) to consider owning and managing the Affordable Housing, up to 104 dwellings, on the Council's land at Clay Farm. Approval in principle is required to allow this opportunity to be included in the procurement process to select an organisation to dispose of and develop the General Fund's land at Clay Farm.
- 1.2. If the Affordable Housing to be delivered on the Council's Clay Farm site was not owned and managed by the Council the organisation selected to develop the site would seek bids from the Registered Provider market to purchase the Affordable Housing.
- 1.3. Different financial scenarios showing how the Council could purchase the Affordable Housing at Clay Farm are shown in Section 4 (a) below, which include various funding options.

#### 2. Recommendations

The Executive Councillor is recommended:

- 2.1. To approve, in principle, for the Council to own and manage up to 104 Affordable Housing dwellings at Clay Farm.
- 2.2. To delegate authority to the Director of Customer and Community Services, in liaison with the Director of Resources and in consultation with the Executive Councillor for Housing and relevant Spokesperson, to approve an Affordable Housing scheme that meets the Council's required housing standards and is financially viable.

- 2.3. To delegate authority to the Director of Customer and Community Services, in consultation with the Executive Councillor for Housing and relevant Spokesperson, to execute the necessary legal documentation in respect of the Affordable Housing with the preferred partner, selected from the proper procurement process.

### **3. Background**

- 3.1. Cambridge City Council General Fund owns the freehold of approximately 2.73 hectares of land within the wider Clay Farm development area on the Southern Fringe. This land will provide up to 209 dwellings. At the Strategy and Resources Committee on the 4 July 2011 the Executive Councillor for Customer Services and Resources approved that the Council will deliver a development of high quality design, with high levels of sustainability and 50% Affordable Housing on the Clay Farm site. This report seeks approval for the 50% Affordable Housing, up to 104 dwellings, to be owned and managed by City Homes under the HRA. The ownership and management of these dwellings has been made possible through the new 'self financing' regime.
- 3.2. In order for the Council to manage the possible 104 dwellings, an organisation must be selected to build the dwellings and deliver the rest of the development to the requirements of the Council. An Official Journal of the European Union (OJEU) compliant procurement process has begun to select an organisation to deliver the Council's requirements on the Council's land at Clay Farm. Executive Councillor for Housing approval is sought to enter into the necessary legal documentation in respect of the Affordable Housing, including a development agreement and a build contract, with the preferred partner, selected from the procurement process.
- 3.3. This report also seeks to gain approval, via delegated authority, to approve an Affordable Housing scheme, which is financially viable to the Council. This will require the HRA to purchase the Affordable Housing dwellings from the organisation selected through the OJEU process. This will affect the land value the General Fund will receive from that organisation. Therefore at the Strategy and Resources Scrutiny Committee on July 9 2012 the Executive Councillor for Customer Services and Resources will be requested to approve the principle of the Council owning and managing up to 104 Affordable Housing dwellings at Clay Farm. This will be subject to independent valuation that the price the HRA will pay for the Affordable Housing is



the market price, to ensure that the General Fund receives best value for its land.

## 4) Implications

### a) Financial Implications

Initial financial modelling has been undertaken to understand the possible variations for the Council to provide the Affordable Housing at Clay Farm. Various scenarios have been modelled with the assumptions, funding routes and financial outcomes shown below. This initial modelling will inform the delegated decision as to how to finance the Affordable Housing scheme at Clay Farm.

#### i) General Assumptions

- Build cost: £1,450 per square metre
- Affordable Housing S106 (planning gain agreement) payment per unit: £18,552.94
- Market value of the sale dwellings: £3,767 per square metre
- The Council will retain a proportion of the capital receipts from Right to Buy completions from years 2012/13, 2013/14 and 2014/15, a total of 34 units (as forecast in the Asset Management Plan), and use this to fund 30% of the build cost of 34 new dwellings.
- The Council will borrow the balance of funding required.

#### ii) Rent Assumptions

The following rents, excluding service charges, have been assumed for the below scenarios:

##### **Affordable Rent**

1 bedroom flat:	£109.52 per week
2 bedroom flat:	£121.53 per week
3 bedroom flat:	£143.07 per week
2 bedroom house:	£121.53 per week
3 bedroom house:	£147.22 per week
4 bedroom house:	£195.19 per week

The above rents are approximately 65% of market rents.

##### **Social Target Rent**

1 bedroom flat:	£84.35 per week
2 bedroom flat:	£94.45 per week
3 bedroom flat:	£105.81 per week
2 bedroom house:	£98.22 per week
3 bedroom house:	£108.57 per week

4 bedroom house: £125.69 per week

The above social target rents have been based on Council properties in Trumpington ward. These are not new build properties, therefore it would be likely that these target rents could be increased to achieve a quicker pay back in Scenario 4 below.

### iii) Scenarios

#### (1) Scenario 1

- 104 dwellings at Affordable Rents with 50% dwellings receiving £17,500 Homes and Communities Agency (HCA) grant per unit.

#### Funding

- |                            |            |
|----------------------------|------------|
| ▪ HCA Grant:               | 910,000    |
| ▪ Right to Buy Receipts:   | 1,124,467  |
| ▪ Council Borrowing:       | 11,360,189 |
| ▪ Shared Ownership Income: | 0          |

#### Financial Outcomes

- Breakeven: Year 1
- Payback: 34 years

#### (2) Scenario 2

- 104 dwellings at Affordable Rents with 100% dwellings receiving £33,550 HCA grant per unit.

#### Funding

- |                            |           |
|----------------------------|-----------|
| ▪ HCA Grant:               | 3,489,200 |
| ▪ Right to Buy Receipts:   | 0         |
| ▪ Council Borrowing:       | 9,905,456 |
| ▪ Shared Ownership Income: | 0         |

#### Financial Outcomes

- Breakeven: Year 1
- Payback: 30 years

#### (3) Scenario 3

- 78 dwellings at Affordable Rents with 52 units (the same as Scenario 1) receiving £17,500 HCA grant per unit.
- 26 dwellings as Shared Ownership properties
- Shared Ownership properties will be purchased at 50% of the market value and pay rent on the balancing 50%.

### **Funding**

▪ HCA Grant:	910,000
▪ Right to Buy Receipts:	0
▪ Council Borrowing:	8,711,636
▪ Shared Ownership Income:	3,773,020

### **Financial Outcomes**

- Breakeven: Year 1
- Payback: 30 years

### **(4) Scenario 4**

- 52 dwellings at Social Target Rents
- 52 dwellings at Affordable Rents with 100% of these dwellings receiving £17,500 HCA grant per unit.

### **Funding**

▪ HCA Grant:	910,000
▪ Right to Buy Receipts:	1,124,467
▪ Council Borrowing:	11,360,189
▪ Shared Ownership Income:	0

### **Financial Outcomes**

- Breakeven: Year 9
- Payback: 38 years

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

There will be a minimal requirement on the Enabling and Development team as the dwellings are being developed, with potential for a greater impact on City Homes, and Estates & Facilities once the dwellings have been built.

### **(c) Equal Opportunities Implications**

An EQIA has been undertaken for the Council's new build programme as a whole which mainly highlighted the benefits of the Council retaining direct control of new housing development itself, to ensure a focus on the delivering of housing that meets a diverse range of housing needs.

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

+M: to indicate that the proposal has a medium positive impact. This is due to the Council requiring sustainable standards to be above and beyond required through policy.

**(e) Consultation**

Please state what you have done / are planning to do by way of consultation

Consulted with City Homes South and Estates & Facilities.

**(f) Community Safety**

Not Applicable

**5. Background papers**

None

**6. Appendices**

None

**7. Inspection of papers**

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

Author's Name: Sabrina Walston  
Author's Phone Number: 01223 457940  
Author's Email: [sabrina.walston@cambridge.gov.uk](mailto:sabrina.walston@cambridge.gov.uk)



**To:** Executive Councillor for Arts, Sport and Public Places  
**Report by:** Cultural Facilities Manager, Steve Bagnall  
**Relevant scrutiny committee:** COMMUNITY SERVICES  
**Wards affected:** None

## **Project Appraisal and Scrutiny Committee Recommendation**

**Project Name: Corn Exchange Passenger Lift replacement**

### **Recommendation/s**

#### **Financial recommendations –**

- The Executive Councillor is asked to recommend this scheme (which is not included in the Council's Capital & Revenue Project Plan) for approval by Council, subject to resources being available to fund the capital and revenue costs.
  - The total cost of the project is £14,500, funded from repair and renewal budgets.
  - There are no ongoing revenue implications arising from the project.

#### **Procurement recommendations:**

- The Executive Councillor is asked to approve the carrying out and completion of the procurement of a replacement passenger lift for the Corn Exchange. The cost is expected to be £14.500.
- Subject to the permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

## 1 Summary

To replace the existing passenger and disabled lift in the Corn Exchange which is no longer reliable and therefore fit for purpose.

### 1.1 The project

Target Dates:	
Start of procurement	June 2012
Award of Contract	July 2012
Start of project delivery	July 2012
Completion of project	August 2012

### 1.2 The Cost

Total Project Cost	<b>£ 14,500</b>
--------------------	-----------------

Cost Funded from:

Funding:	Amount:	Details:
Reserves	£	
Repairs & Renewals	<b>£14,500</b>	
Developer Contributions	£	
Other	£	

Ongoing Revenue Cost

Year 1	£	No change to existing Council Kone maintenance contract
Ongoing	£	

### 1.3 The Procurement

Initial indicative quotes have been obtained and 3 quotes will be obtained from suitable suppliers for the project.

## 2 Project Appraisal & Procurement Report

### 2.1 The Project

The Corn Exchange passenger lift provides the only disabled and wheelchair access to the normal wheelchair positions in the Corn Exchange.

The lift is increasingly unreliable and after a number of maintenance call outs and repairs is now at the end of its useful life.

### 2.2 Aims & objectives

The aim is to ensure that disabled customers can access the Corn Exchange and that the facilities offered comply with disability access legislation.

### 2.3 Major issues for stakeholders & other departments

### 2.4 Summarise key risks associated with the project

The following risks may occur if the project does not proceed:

- Inability to offer Wheelchair and disabled access to events at the Corn Exchange.

### 2.5 Financial implications

a. Appraisal prepared on the following price base: 2011/12

### 2.6 Capital & Revenue costs

(a) Capital	£	Comments
Building contractor / works		
Purchase of vehicles, plant & equipment	14,500	
Professional / Consultants fees		
IT Hardware/Software		
Other capital expenditure		
<b>Total Capital Cost</b>	<b>14,500</b>	

<b>(b) Revenue</b>	<b>£</b>	<b>Comments</b>
Maintenance	0	
R&R Contribution		
<b>Total Revenue Cost</b>	0	

## 2.7 VAT implications

This work will be subject to VAT at the standard rate.

## 2.8 Environmental Implications

Climate Change impact	Nil
-----------------------	-----

## 2.9 Other implications

None

## 2.10 Staff required to deliver the project

This project will largely be delivered via external contractors. Some planning input will be provided by the Corn Exchange technical team.

## 2.11 Dependency on other work or projects

Not Applicable

## 2.12 Background Papers

Not Applicable

## 2.13 Inspection of papers

Author's Name	Steve Bagnall
Author's phone No.	01223 457553
Author's e-mail:	steve.bagnall@cambridge.gov.uk
Date prepared:	16 <sup>th</sup> May 2012







**DOUBLE CLICK TO ACTIVATE THE SPREADSHEET**  
**Make sure year headings match start date ...**

	2012/13	2013/14	2014/15	2015/16	2016/17	Comments
	£	£	£	£	£	
<b>Capital Costs</b>						
Building contractor / works						
Purchase of vehicles, plant & equipment	14,500					
Professional / Consultants fees						
Other capital expenditure:						
<i>insert rows as needed</i>						
<b>Total Capital cost</b>	<b>14,500</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Capital Income / Funding</b>						
Government Grant						
Developer Contributions						(See Appendix B)
R&R funding						(State cost centre/s)
Earmarked Funds						(State cost centre/s)
Existing capital programme funding						(Programme ref.)
Revenue contributions						(State cost centre/s)
<b>Total Income</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Net Capital Bid</b>	<b>14,500</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>Must agree to 1.2 above</b>





To: Executive Councillor for Arts, Sport & Public Places  
 Report by: Elaine Midgley, Arts & Events Manager  
 Relevant scrutiny committee: Customer *28/06/2012*  
 Services  
 Wards affected: None

## **Kettle's Yard Education Wing Capital Grant Non-Key Decision**

### **1. Executive summary**

Kettle's Yard art gallery and museum are in the final stages of a capital project to build a new education wing. Cambridge City Council pledged a grant of £40,000 to the scheme in June 2005, which would be awarded subject to the gallery securing additional funds for the project from the Heritage Lottery Fund.

This funding bid has been successful and the gallery now seeks to receive its grant in order to complete the capital works. This report is to request permission from Councillors to complete the grant request.

### **2. Recommendations**

The Executive Councillor is recommended:

2.1 To authorise the Head of Arts & Recreation to contract with Kettle's Yard through a grant agreement to offer the award of £40,000 in Autumn 2012.

### **3. Background**

3.1 Kettle's Yard is the only dedicated public gallery in Cambridge, which focuses specifically on twentieth century and contemporary art. It attracts approximately 70,000 visitors per annum (including 6,500 participants in the education and outreach programme which is estimated to rise to 10,000 once the new building is opened in January 2013), many of whom are Cambridge residents and community groups, and it has an international reputation.

3.2 The education programme attracts up to 10% of all visits delivering 350-400 sessions per annum. With development, education participation is planned to grow by 3,000 or 47% by 2013/14. It has five strands to meet the needs of different audiences of a public programme, formal education work with schools and learning organisations, informal education and targeted outreach.

3.3 The Council was approached in 2005 about providing support to the project and pledged the grant of £40,000, which was written into development plans. The grant was on the condition that the gallery secured the necessary funds to continue enable the full development.

3.4 Kettle's Yard has secured funding of £2.32 million from the Heritage Lottery Fund to complete the capital works and a significant number of additional donations and grants from grant bodies, businesses and individuals.

3.5 The new education wing is a four-floored extension into a period building adjacent to the gallery that will provide:

- A large practical studio, able to accommodate a full class of 30 pupils
- A seminar space, which will also double as a digital studio.
- An access gallery that will explore aspects of the collection and its archive and make connections between the works in the house and the contemporary exhibition programme
- Art store

3.6 Building work started in January 2012 and will be completed by the end of the year with a full launch planned for January 2013.

3.7 The majority of the gallery will be closed through this time however they will maintain access to the cottages, the shop and a temporary education space and the House remains open. There will also be a series of one-room displays in the reduced gallery spaces, and some education around the capital works and remains open to the public throughout this time.

3.8 A formal grant agreement will be drafted with Kettle's Yard to ensure that the space is used to support the priorities of the city's Arts Strategy 2011-14 which include:

- Access to art for all
- Engage and enable local communities
- Enhance the city's reputation and identity
- Protect the environment

3.9 Kettle's Yard have been awarded £8,330 by Cambridge City Council in 2012-13 from the Leisure Grants fund for the provision of free admission to the gallery and house, three high profile commissions in connection with the

education wing, a music programme of concerts and support for their education programme for local residents and community groups.

3.10 Officers plan to meet regularly throughout 2012 to monitor the development and ensure that the relationship can be developed which maintains access to this exciting new resource for local people.

#### **4. Implications**

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

The award is already identified in the Council's budget. The grant award will be subject to satisfactory completion of monitoring requirements within a formal grant agreement. The award will be made in instalments and the full payment will not be made until after the satisfactory completion of the capital works.

##### **(b) Staffing Implications** (if not covered in Consultations Section)

The award will be monitored by the Arts & Events Manager with support from Grants Officers in the Community Development team and the Head of Arts & Recreation.

##### **(c) Equal Opportunities Implications**

All grant recipients are expected to demonstrate a commitment to equality opportunities and the promotion of diversity. Officers will seek to ensure that the use of the space meets minimum standards for access and that its use encourages access by diverse groups.

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

Kettle's Yard are required to hold an Environmental Policy and evidence the measures that have been put in place to ensure a minimum negative impact on the environment of the project.

##### **(e) Consultation**

Kettle's Yard have undergone consultation with users of the gallery, other stakeholders and local residents in community groups with whom they have access in the devising of their plans for the space and their development works. The gallery is also proposing a new outreach project in the North wards of the city to begin to develop relationships with local residents that will enhance consultation.

##### **(f) Community Safety**

All contractors used on the development will have to meet minimum legal health & safety requirements.

## **5. Background papers**

These background papers were used in the preparation of this report:

Kettle's Yard Development Appeal documentation  
Kettle's Yard grant application 2012-13  
Kettle's Yard Funding Agreement 2012-13

## **6. Appendices**

None

## **7. Inspection of papers**

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

Author's Name: Elaine Midgley, Arts & Events Manager  
Author's Phone Number: 01223 457592  
Author's Email: [Elaine.Midgley@cambridge.gov.uk](mailto:Elaine.Midgley@cambridge.gov.uk)





To Executive Councillor for Arts, Sport and Public Places: Councillor Rod Cantrill  
Report Director of Customer & Community Services, Director of  
by Environment, Director of Resources  
Relevant Scrutiny Community Services 28 June 2012  
Committee

## **2011/12 Revenue and Capital Outturn, Carry Forwards and Significant Variances**

### **Not a Key Decision**

#### **1. Executive summary**

This report presents a summary of the 2011/12 outturn position (actual income and expenditure) for services within the Arts, Sport & Public Places portfolio compared to the final budget for the year. The position for revenue and capital is reported and variances from budgets are highlighted, together with explanations. Requests to carry forward funding arising from certain budget underspends into 2012/13 are identified.

#### **2. Recommendations**

The Executive Councillor is recommended:

- a) To agree which of the carry forward requests, totalling £34,170 as detailed in Appendix C, are to be recommended to Council for approval.
- b) To seek approval from Council to carry forward capital resources to fund rephased net capital spending of £789,000 from 2011/12 into 2012/13 and of £81,000 from 2012/13 into 2011/12 as detailed in Appendix D.

### 3. Background

#### Revenue Outturn

- 3.1 The outturn position for the Arts, Sports & Public Places portfolio compared to final revenue budget, is presented in detail in Appendix A.
- 3.2 Appendix B to this report provides explanations of the main variances.
- 3.3 Appendix C sets out the final list of items, for this service portfolio, for which approval is sought to carry forward unspent budget from 2011/12 to the next financial year, 2012/13.
- 3.4 The overall revenue budget outturn position for the Arts, Sports & Public Places portfolio is set out in the table below:

<b>Arts, Ports &amp; Public Places 2011/12 Revenue Summary</b>	<b>£</b>
Final Budget	5,721,870
Outturn	6,031,447
Variation – Overspend for the year	309,577
Carry Forward Requests	34,170
Net Variance	343,747

The variance represents 6.0% of the overall portfolio budget for 2011/12

#### Capital Outturn

- 3.5 Appendix D shows the outturn position for schemes and programmes within the Arts, Sports & Public Places portfolio, with explanations of variances.
- 3.6 An overall underspend of £680,000 has arisen. £789,000 is due to slippage and rephasing of the capital programmes is required to transfer the budget into 2012/13 and £81,000 for advance works for which capital budgets need to be rephased from 2012/13 into 2011/12. £26,000 can be returned to available developer

contributions in respect of a project which has been completed at a lower than anticipated cost. The remainder represents small overspend to be funded from other sources.

#### **4. Implications**

- 4.1 The net variance from final budget, after approvals to carry forward £34,170 budget from 2011/12 to the next financial year, 2012/13, would result in an increased use of General Fund reserves of £343,747.
- 4.2 In relation to anticipated requests to carry forward revenue budgets into 2012/13 the decisions made may have a number of implications. A decision not to approve a carry forward request will impact on officers' ability to deliver the service or scheme in question and this could have staffing, equal opportunities, environmental and/or community safety implications.

#### **5. Background papers**

These background papers were used in the preparation of this report:

- Closedown Working Files 2011/12
- Directors Variance Explanations – March 2012
- Capital Monitoring Reports – March 2012
- Budgetary Control Reports to 31 March 2012

#### **6. Appendices**

- Appendix A - Revenue Budget 2011/12 - Outturn
- Appendix B - Revenue Budget 2011/12 - Major Variances from Final Revenue Budgets
- Appendix C - Revenue Budget 2011/12 - Carry Forward Requests
- Appendix D - Capital Budget 2011/12 - Outturn

#### **7. Inspection of papers**

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

Authors' Names: Chris Humphris; Karen Whyatt  
Authors' Phone Numbers: Telephone: 01223 – 458141; 01223 - 458145;  
Authors' Email: [chris.humphris@cambridge.gov.uk](mailto:chris.humphris@cambridge.gov.uk)  
[karen.whyatt@cambridge.gov.uk](mailto:karen.whyatt@cambridge.gov.uk)

## Arts, Sport &amp; Public Places Portfolio / Community Services Scrutiny Committee

## Revenue Budget - 2011/12 Outturn

Service Grouping	Original Budget £	Final Budget £	Outturn £	Variation Increase / (Decrease) £	Carry Forward Requests - see Appendix C £	Net Variance £
<b>Arts &amp; Recreation</b>						
Central Support & Overheads		450,810	455,340	4,530	0	4,530
Arts & Events	(127,930)	39,760	46,489	6,729	7,290	14,019
Business & Marketing	953,910	465,280	507,814	42,534	0	42,534
Cultural Facilities	858,260	78,850	191,104	112,254	0	112,254
Sport & Recreation	1,965,460	2,081,530	2,081,263	(267)	11,250	10,983
The Junction	102,100	396,840	396,798	(42)	0	(42)
	<b>3,751,800</b>	<b>3,513,070</b>	<b>3,678,808</b>	<b>165,738</b>	<b>18,540</b>	<b>184,278</b>
<b>Streets &amp; Open Spaces</b>						
Open Space Management	1,100,810	1,484,120	1,536,616	52,496	12,130	64,626
Environmental Projects	840,160	433,210	532,548	99,338	0	99,338
	<b>1,940,970</b>	<b>1,917,330</b>	<b>2,069,164</b>	<b>151,834</b>	<b>12,130</b>	<b>163,964</b>
<b>Community Development</b>						
Grants - Leisure	291,470	291,470	283,475	(7,995)	3,500	(4,495)
	<b>291,470</b>	<b>291,470</b>	<b>283,475</b>	<b>(7,995)</b>	<b>3,500</b>	<b>(4,495)</b>
<b>Total Net Budget</b>	<b>5,984,240</b>	<b>5,721,870</b>	<b>6,031,447</b>	<b>309,577</b>	<b>34,170</b>	<b>343,747</b>

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

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

and are detailed and approved:

- in the June committee cycle (outturn reporting and carry forward requests)
- in September (as part of the Medium Term Strategy (MTS))
- in the November committee cycle (revised budgets)
- in the January committee cycle (as part of the budget setting report)
- and via technical adjustments/virements throughout the year

**Arts, Sport & Public Places Portfolio / Community Services Scrutiny  
Committee**

**Revenue Budget 2011/12 - Major Variances  
from Final Revenue Budgets**

<b>Service Grouping</b>	<b>Reason for Variance</b>	<b>Amount £</b>	<b>Contact</b>
	<b>Arts &amp; Recreation</b>		
<b>Corn Exchange Technical</b>	A&R restructure has resulted in shortfall of £15,000 in staffing costs in this area. Underachievement of temporary technical staff recharges to events - £18,000 lower than targeted. Utility costs are £5,000 higher than budgeted.	36,833	Steve Bagnall
<b>Corn Exchange Administration</b>	Restructuring costs - consultancy and legal.	60,163	Steve Bagnall
<b>Corn Exchange Front of House</b>	Overachievement of temporary staff recharges to events.	(20,638)	Steve Bagnall
<b>Box Office</b>	£18,000 overspend on temporary staff following implementation of A&R restructure. Online booking has significantly overachieved whilst payment by other payments has declined.	21,777	Neil Jones
	<b>Streets &amp; Open Spaces</b>		
<b>Arboriculture</b>	Temporary staff costs during a period of absence	22,463	Alistair Wilson
<b>Environmental Projects</b>	Will be funded by managed underspend in other areas of Streets and Open Spaces	99,338	Andy Preston
	<b>Community Development</b>		
<b>Grants - Leisure</b>	Variance due to an underspend on Area Committee grants.	(22,012)	Jackie Hanson

## Arts, Sport & Public Places Portfolio / Community Services Scrutiny Committee

### Revenue Budget 2011/12 - Carry Forward Requests

#### Request to Carry Forward Budgets from 2011/12 into 2012/13

Item		Request £	Contact
1	<p><b>Streets &amp; Open Spaces - River Frontage Management</b></p> <p>Business Rates are yet to be assessed on the City's moorings</p>	12,130	Alistair Wilson
2	<p><b>Arts &amp; Recreation - Leisure Contract - Client costs</b></p> <p>Balance of PPF funds for consultancy support during the Leisure Contract tender</p>	11,250	Ian Ross
3	<p><b>Arts &amp; Recreation - Arts &amp; Events</b></p> <p>Sponsorship for November 5 Fireworks carried over from 2011 display at sponsors request.</p>	7,290	Elaine Midgley
4	<p><b>Community Development - Grants</b></p> <p>Leisure Youth Work Grants unspent to fund a youth officer post to generate projects in local areas</p>	3,500	Trevor Woollams
	<p><b>Total Carry Forward Requests for Arts, Sport &amp; Public Places Portfolio / Community Services Scrutiny Committee</b></p>	<b>34,170</b>	

## Arts, Sport &amp; Public Places Portfolio / Community Services Scrutiny Committee

## Capital Budget 2011/12 - Outturn

Capital Ref	Description	Lead Officer	Original Budget £000	Final Budget £000	Outturn £000	Variance - Outturn compared to Final Budget £000	Re-phase Spend £000	Over / (Under) Spend £000	Variance Explanation / Comments
<b>Customer &amp; Community</b>									
SC072	Poster Boards	N Jones	0	4	3	(1)	1	0	Final element to be completed 2012/13
SC210	Hard Surface Cherry Hinton Hall Car Park	I Ross	4	0	0	0	0	0	Project complete
SC282	Kettle's Yard	D Kaye	40	0	0	0	0	0	Budget rephased to 2012/13 at January 2012 committee.
SC348	Allotment Improvements (S106)	A Wilson	17	0	0	0	0	0	Budget rephased to 2012/13 at January 2012 committee.
SC350	Improvements to pump out facility at Jesus green	I Ross	4	0	0	0	0	0	Project complete
SC396	Ravenworth Gardens - Remedial & Improvement Work	D Kaye	25	0	0	0	0	0	Budget rephased to 2012/13 at January 2012 committee.
SC405	Improvements to play areas & open space at land behind St Matthews Street (S106)	I Ross	61	3	3	0	0	0	Project complete
SC434	Floodlit Astro turf - Chesterton Community College and Netherhall School (S106)	I Ross	200	200	200	0	0	0	Project complete
SC436	Pye's Pitch Rec Facilities (S106)	I Ross	0	45	0	(45)	45	0	Works continuing pending meeting with Environment Agency to conclude
SC441	Sheeps Green Canoe Clubhouse Extension (S106)	I Ross	195	175	201	26	0	26	Project complete subject to contract retentions
SC452	Climbing Wall at Kelsey Kerridge Sports Centre (S106)	I Ross	90	52	52	0	0	0	Project complete
SC460	Kings Hedges Learners Pool Electricity	I Ross	25	0	0	0	0	0	Budget rephased to 2012/13 at January 2012 committee.
SC461	Jesus Green Skatepark Upgrade (S106)	I Ross	65	60	61	1	0	1	Project complete subject to contract retentions
SC469	Vie Public Open Space (S106)	I Ross	0	114	89	(25)	25	0	Project almost complete subject to contract retentions
SC471	Parkside Changing Rooms	D Kaye	350	390	392	2	0	2	Project complete subject to contract retentions
SC474	Cherry Hinton Hall Grounds Improvements - Phase 1 (S106)	A Wilson	5	0	35	35	(35)	0	Project started ahead of schedule
SC476	Water Play Area Abbey Paddling Pool (S106)	I Ross	125	75	0	(75)	75	0	Pending further allocations of available S106 funding Project planned for Winter 2012 / Spring 2013
SC477	Coleridge Paddling Pool Enhancement (S106)	I Ross	85	50	0	(50)	50	0	Pending further allocations of available S106 funding Project planned for Winter 2012 / Spring 2013
SC478	Water Play Area Kings Hedges "Pulley" (S106)	I Ross	125	50	0	(50)	50	0	Pending further allocations of available S106 funding Project planned for Winter 2012 / Spring 2013
SC512	Hobbs Pavilion Refurbishment (S106)	I Ross	158	100	0	(100)	100	0	Procurement complete - contract awarded - Works to start September 2012 after cricket season concludes.
SC518	Corn Exchange Lighting Improvement	D Kaye	0	25	25	0	0	0	Project complete
-	Small Projects (under £15k) (S106)	I Ross	0	0	7	7	(7)	0	Section 106 funds to be allocated
<b>Environment</b>									
SC215	Christ's Piece - Trees/Landscaping (S106)	A French	9	6	6	0	0	0	Project complete
SC234	Histon Road Cemetery Landscaping (S106)	A Wilson	0	5	0	(5)	5	0	Projects to be identified
SC347	Histon Road - Refurbishment of play area (S106)	A Preston	12	0	0	0	0	0	Project complete
SC410	Mill Road Cemetery	A Wilson	35	27	2	(25)	25	0	Links with SC432. Benches ordered, path works to be completed and website updates progressing

## Arts, Sport &amp; Public Places Portfolio / Community Services Scrutiny Committee

## Capital Budget 2011/12 - Outturn

Capital Ref	Description	Lead Officer	Original Budget £000	Final Budget £000	Outturn £000	Variance - Outturn compared to Final Budget £000	Re-phase Spend £000	Over / (Under) Spend £000	Variance Explanation / Comments
SC432	Mill Road Cemetery Memorial Artwork (S106)	A Preston	62	6	4	(2)	2	0	Continuous issues being experienced with the Faculty Application to the DAC which are causing significant delays to the delivery of this project which are outside our control.
SC433	Snowy Farr Memorial Artwork (S106)	A Preston	70	24	23	(1)	1	0	Planning approval now granted. Fabrication of the artwork is now complete installation planned in July.
SC435	Biodiversity Projects Year 2&3	G Belcher	0	0	(1)	(1)	0	(1)	Project complete
SC454	Logans Meadow Swift Tower (S106)	G Belcher	0	31	31	0	0	0	Project complete
SC456	Coldhams Common LNR Extension (S106)	G Belcher	46	0	0	0	0	0	Budget rephased to 2012/13 at January 2012 committee.
SC479	Abbey Pool Play Area Facilities (S106)	A Preston	110	0	1	1	(1)	0	Work undertaken by the Project Delivery team in advance of project
SC492	Jesus Green Play Area (S106)	A Preston	175	0	1	1	(1)	0	Specific S106 contributions yet to be received from CB1 development. Were due in January 2012. Invoice currently being contested by developer. Potential to use S106 from NIAB instead to be investigated. ESPO call off play contract will be advertised from 18th May 2012.
SC493	Jesus Green Tennis Court (S106)	A Preston	90	1	8	7	(7)	0	Project on programme to be complete by the end of May.
SC494	Kings Hedges "Pulley" Play Area (S106)	A Preston	73	0	1	1	(1)	0	Specific S106 contributions yet to be received from NIAB development. Were expected to be due in March 2012. Invoice was issued on 3rd May 2012.
SC496	Petersfield Play Area (S106)	A Preston	76	0	1	1	(1)	0	ESPO Play contract to be advertised from 18th May 2012.
SC497	Pevalar Road Play Area (S106)	A Preston	85	0	1	1	(1)	0	ESPO Play contract to be advertised from 18th May 2012.
SC499	Outdoor Fitness Equipment in Parks (S106)	A Preston	120	0	0	0	0	0	Budget rephased to 2012/13 at January 2012 committee.
SC500	Trumpington Rec Outdoor Space (S106)	A Preston	46	0	1	1	(1)	0	Capitalised costs of project delivery team
SC519	Wulfstan Way Art Project (S106)	N Black	0	0	2	2	(2)	0	Project on programme for completion by the end of the Summer.
SC520	Community Olympic Public Art Commission (S106)	N Black	0	0	23	23	(23)	0	Project on programme and within budget.
SC521	Creation of New Allotment Site	A Wilson	0	0	1	1	(1)	0	Capitalised costs of project delivery team
SC544	Coleridge Recreation Ground Improvements (S106)	A Wilson	281	0	0	0	0	0	Budget rephased to 2012/13 at January 2012 committee.
PR010	Environmental Improvements Programme	D Foley-Norman	200	0	0	0	0	0	Budget now allocated to Area Committees
PR010a	Environmental Improvements Programme - North Area	D Foley-Norman	49	86	66	(20)	20	0	
PR010b	Environmental Improvements Programme - South Area	D Foley-Norman	83	113	1	(112)	112	0	Due to the transfer to a new capital programme, the adoption process for new schemes was not complete until half way through the programme year. As such the completion of all schemes has not been possible before the end of the year. It is envisaged that the outstanding projects will be complete by the end of the Summer.
PR010c	Environmental Improvements Programme - West/Central Area	D Foley-Norman	85	125	18	(107)	107	0	



## Arts, Sport &amp; Public Places Portfolio / Community Services Scrutiny Committee

## Capital Budget 2011/12 - Outturn

Capital Ref	Description	Lead Officer	Original Budget £000	Final Budget £000	Outturn £000	Variance - Outturn compared to Final Budget £000	Re-phase Spend £000	Over / (Under) Spend £000	Variance Explanation / Comments
PR010d	Environmental Improvements Programme - East Area	D Foley-Norman	97	267	208	(59)	59	0	
PR010di	Environmental Improvements Programme - Riverside/Abbey Road Junction	D Foley-Norman	0	307	282	(25)	25	0	Project complete
PR010j	Environmental Improvements Programme - Fitzroy/Burleigh Street	D Foley-Norman	0	87	0	(87)	87	0	Remaining tree planting and replacement work is due to start imminently along with the remaining highway maintenance work by the County.
PR010k	Environmental Improvements Programme - Wulfstan Way Local Centre (S106)	A Preston	41	157	157	0	0	0	Project complete
<b>Total for Arts &amp; Recreation Portfolio</b>			<b>3,419</b>	<b>2,585</b>	<b>1,905</b>	<b>(680)</b>	<b>708</b>	<b>28</b>	

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

- rephased capital spend from the previous financial year
- rephased capital spend into future financial periods
- approval of new capital programmes and projects

and are detailed and approved:

- in the June committee cycle (outturn reporting and carry forward requests)
- in September (as part of the Medium Term Strategy (MTS))
- in the January committee cycle (as part of the budget setting report)

The above figures exclude:

- schemes transferred to the Hold List in the Budget Setting Report 2012/13
- schemes devolved to Area Committees in the Budget Setting Report 2012/13

This page is intentionally left blank



To: Executive Councillor for Arts, Sport & Public Places  
Report by: Elaine Midgley, Arts & Events Manager  
Relevant scrutiny committee: Customer 28/06/2012  
Services  
Wards affected: Cherry Hinton

## **Cambridge Folk Festival production tenders for the 2013 event (and potentially 2014 – 17) Key Decision**

### **1. Executive summary**

The contracts for the provision of marquees, power & lighting, toilets and bars will expire after the 2012 event. Officers are seeking permission to enter a formal tender process for the provision of these services for the Cambridge Folk Festival from 2013 for a maximum of 5 years.

Each contract will be awarded to the successful contractor on a single year basis with an option to extend the contract for between 2-5 years subject to satisfactory performance of the contractor and no anticipated changes to requirements.

The below anticipated contract financial values are:

Marquees: £77-79k per annum

Power & Lighting: £77-82k per annum

Toilets: £72-79k per annum

Bars: £81-87k per annum

### **2. Recommendations**

The Executive Councillor is recommended:

2.1 To authorise the Head of Arts & Recreation to tender for contractors to provide services for the Folk Festival.

2.2. To authorise the Head of Arts and Recreation to award the contract(s) to the most favourable tender(s), in accordance with pre-determined selection criteria.

### **3. Background**

3.1 The current contracts for Folk Festival provision for the above services will expire after the 2012 event.

3.2 Each of the current contractors for these services has provided an excellent standard of service during their term on the event.

3.3 Procurement of these services is a lengthy and resource heavy process. The Council's procurement team have advised that it is preferable to have a lengthy contract term to prevent having to repeatedly re-tender for services.

3.4 Each service will have a proposed contract term of between 3-5 years. Marquees and bars are proposed at 3 years and toilets and power & lighting at 5 years.

3.5 Each contract will be offered on an initial 1 year basis with an option to extend on an annual basis until the completion of the proposed term.

3.6 The reason for awarding contracts on an annual basis is to enable the Festival to terminate a contract sooner if the requirements of the event change. Due to the proposed re-developments of Cherry Hinton Hall Grounds, this has a high likelihood and this enables the Festival to flexibly respond to these changes.

3.7 In addition, the Council is seeking to review the delivery processes for all areas of its outdoor events and the contract may need to be terminated at an earlier date if a new method of delivery is selected or the contract needs to be transferred to another party.

#### **4. Implications**

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

The combined contract values are approx £1.2 million over the course of the entire term. If for any reason the cost of the contract is more than 15% higher than anticipated, following consultation with the Director of Finance, the Executive Councillor will be asked to consider a decision on the contract award/s and any such acceptance of a higher offer will be reported to the next Scrutiny Committee.

##### **(b) Staffing Implications (if not covered in Consultations Section)**

The tenders will be project managed by the Arts & Events Manager with the support of a project team consisting of officers from procurement, legal, production and arts & events.

**(c) Equal Opportunities Implications**

All tenders shall be dealt within accordance with the Constitution and shall be subject to a team evaluation. An EQIA was undertaken on the Council's outdoor events, including the Folk Festival, in 2010 and included contractor considerations.

**(d) Environmental Implications**

Environmental performance of contract bidders (such as their recycling policy and appropriate minimising of power use) will form part of the selection criteria. Reference will be made to the Council's Green Procurement Guidelines as part of the tendering and selection process.

Rating: -L negative impact (based on the impact on the Cherry Hinton Hall site of marquee structures).

Follow the guidance on the intranet at <http://intranet/sustainability/policies-and-procedures.html>

**(e) Consultation**

The implications of the Folk Festival on the local community are considered within consultation meetings with Friends of Cherry Hinton, through complaints & complements received, social media feedback, and debriefs with event contractors and staff.

**(f) Community Safety**

All contractors have to meet minimum legal health & safety requirements.

**5. Background papers**

These background papers were used in the preparation of this report:

Details of Folk Festival costs in 2010/11/12  
Previous ITTs and specifications for specified services

**6. Appendices**

None

## 7. Inspection of papers

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

Author's Name: Elaine Midgley, Arts & Events Manager  
Author's Phone Number: 01223 457592  
Author's Email: [Elaine.Midgley@cambridge.gov.uk](mailto:Elaine.Midgley@cambridge.gov.uk)



## Cambridge City Council

**To:** Executive Councillor for Arts, Sport and Public Places  
**Report by:** Nadine Black  
**Scrutiny committee:** COMMUNITY SERVICES SCRUTINY COMMITTEE 28/06/12  
**Wards affected:** Trumpington and Market

### **Project Appraisal and Scrutiny Committee Recommendation**

**Project Name: Southern Connections – A wayfinding public art commission**

#### **Recommendation/s**

##### **Financial recommendations –**

- The Executive Councillor is asked to recommend this scheme (which is not included in the Council's Capital & Revenue Project Plan) for approval by Council, subject to resources being available to fund the capital and revenue costs.
  - The total cost of the project is £107,446, funded from S106 developer contributions and a planning condition.
  - There are no ongoing revenue implications arising from the project.

##### **Procurement recommendations:**

- The Executive Councillor is asked to approve the carrying out and completion of the procurement of the Southern Connections public art commission.
- Subject to:
  - The permission of the Director of Resources being sought prior to proceeding if the quotation or tender sum exceeds the estimated contract.

- The permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

## 1 Summary

### 1.1 The project

'Southern Connections', is a wayfinding project, which aims to highlight the routes from Addenbrooke's Hospital and the new developments in the Southern Fringe with Trumpington and beyond into the City Centre to encourage walking, cycling and leisure activity.

#### Target Dates:

Start of procurement	July 2012
Award of Contract	October 2012
Start of project delivery	November 2012
Completion of project	November 2015

### 1.2 Anticipated Cost

Total Project Cost	£107,446
--------------------	----------

#### Cost Funded from:

Funding:	Amount:	Details:
Reserves	£	
Repairs & Renewals	£	
Developer Contributions	£82,446	See Appendix B
Other	£25,000	Planning Condition from Addenbrookes Access Road

#### Ongoing Revenue Cost

Year 1	£0	Year 1 is project
--------	----	-------------------



		development
Ongoing	£	

### 1.3 Procurement process

For projects of this value the Contract Procedure Rules require a formal invitation to tender to at least 4 candidates after advertising. Whilst it is proposed to seek up to five competitive bids via a tender process, it is intended that the project will not be advertised (and an appropriate waiver will be sought for this). Southern Connections, requires careful thought about the kind of artist required to undertake it and their availability. Many suitable artists would not apply for the project through the advertising route, as they do not necessarily respond to advertising and are represented by a Gallery. Detailed research is necessary for the compilation of a long list (against some clear criteria). From this longlist between three and five artists will then be invited to tender (this is a common approach in the public art sector). Limited competition ensures that artist's with experience and appropriate artistic practice, (which suits the project and who might not normally apply through advertising) can be identified and invited to bid for the project and also this can provide a quicker commissioning process because advertising a commission can result in many unsuitable artists applying to undertake the project. It ensures quality control of all candidates for the project from the outset. The Council has used a Limited Competition approach to commission the artists who are undertaking the Mill Road Cemetery and Snowy Farr projects.

## 2 Project Appraisal & Procurement Report

### 2.1 Project Background

The success of the development of the Southern Fringe area of Cambridge as an expanded residential, recreational and business area includes ensuring that important factors such as legibility and connectivity are addressed both within the site and beyond. Movement is key to integrating these new developments with Trumpington and through to the City Centre. The pressure of this new development upon Trumpington, in particular, could also erode its identity. Ensuring there is integration between the two via connections and encouraging movement is very important for the sustainability of both.

'Southern Connections' aims to link Addenbrook's Hospital and the new developments of the Southern Fringe with Trumpington and beyond into the City Centre. The project will also promote routes through into the wider countryside. The overall intention of the commission is to provide for a creative programme of artworks, which mark the key routes and encourage walking, cycling and leisure activity. This will heighten the experience of living

in and visiting these areas and will support the existing and new communities and reinforce the identity of Trumpington.

The Trumpington Residents' Association and the Trumpington Local History Group are developing a series of 10 walks around Trumpington and through to the City Centre. The aim is to encourage existing and new residents to discover the history of Trumpington and help develop a sense of community. 'Southern Connections' will build upon the work being undertaken by the residents and is supported by them.

The commissioned artist will be required to work with the City Council, stakeholders and the community to explore, which key routes should form part of the project and articulate these routes through creative interventions, which add a new dimension of experience for users and encourage use through walking, cycling and leisure activity.

The commission will encourage revealing the hidden narrative of the landscape in terms of history and nature as well as enhancing spaces for recreation, and aiding wayfinding. Artists will be asked to develop ideas which should delight on more than one occasion and which could include interactive elements. These elements could involve technology and the development of an App for example. The artist will be required to work with the Trumpington Residents Association to develop an App for their guided walks. The artist will also be required to provide input into websites being developed for the area.

The project will explore linking Addenbrookes Hospital through to Coe Fen; Addenbrooke's to Trumpington and Trumpington to the City Centre.

The project will also promote routes to Nine Wells Nature Reserve both from Trumpington and Addenbrooke's Hospital and also Trumpington to Byron's Pool (including a circular route through Granchester Meadows to the City Centre and back to Trumpington. Although these routes will have to be promoted through the project rather than marked, as they fall within South Cambridgeshire, City Council Officers will explore with South Cambridgeshire future possibilities to extend the project across the boundary. Examples of 'Wayfinding' and 'Identity' public art proposals are appended in Appendix C.

The project will be taken forward by a small Steering group, which we suggest should comprise of two Ward Councillors, a representative from the Trumpington Residents Association and the Hobson's Conduit Trust, City Council Officers and a representative from the County Council Highways team.

The proposal complies with the City Council's Public Art Supplementary Planning Document and Arts Strategy.

## **2.2 Aims & objectives**

### **Aim**

To bring new and existing communities in Cambridge together in a creative project which encourages walking and cycling, reinforces the identity of Trumpington; enhances Cambridge's sense of place and helps communities to feel that they belong to a city in which they feel proud.

This project will contribute to achieving the following Council Vision

**VISION: A city which celebrates its diversity, unites in its priority for the disadvantaged and strives for shared community wellbeing**

- support and promote well-being

**VISION: A city whose citizens feel they can influence public decision making and are equally keen to pursue individual and community initiatives**

- engaged communities willing to participate in shaping their local neighbourhoods
- recognise and raise awareness of the importance of the identity of Trumpington and to inspire people to engage with their local area.
- enhance the sense of belonging by residents to their local neighbourhoods and the wider city of Cambridge
- encourage social cohesion

**VISION: A city, which draws inspiration from its iconic historic centre and achieves a sense of place in all of its parts with generous urban open spaces and well-designed buildings**

- to improve the quality of the public realm.
- ensuring Cambridge residents can access and experience a range of arts
- aid community building

**VISION: A city where getting around is primarily by public transport, bike and on foot**

- encourage cycling and walking
- healthy communities, that are safer, and more connected
- 

**VISION: A city in the forefront of low carbon living and minimising its impact on the environment from waste and pollution.**

- encourage cycling and walking

### **2.3 Major issues for stakeholders & other departments**

The project will be developed and delivered by the Streets and Open Spaces Project Delivery Team and will have minimal impact on other departments. The end product will be maintained as part of the existing maintenance regime for this area and will not impact on existing resource allocations. The artist brief will specify the requirement for robust artworks with minimal maintenance.

The project has been developed to date in consultation with the ward Councillors, City Council Officers and the County Council's Highway's team.

- **Issue 1 – Elements of the route cannot be implemented until the new routes through the Southern Fringe developments are agreed and designed.**
- **Issue 2 – Ensure close liaison with the County Council to ensure any proposals located within the highway can be supported. A member of the Highways team will join a project steering group to deliver the project.**

**Consultation undertaken:**

- Public - Trumpington Residents Association, Trumpington Local History Group, Hobson's Conduit Trustees,
- Members – Ward Councillors
- Further in depth consultation will be undertaken through the project

## **2.4 Summarise key risks associated with the project**

The project aims to encourage walking and cycling rather than journeys by car. It aims to encourage leisure activity and wellbeing and also reinforce the identity of the village of Trumpington, which is at risk of being eroded through the impact of new development.

New neighbourhoods could be disjointed from Trumpington and the wider City if this project does not happen.

A robust procurement strategy for commissioning the artist is required in order to ensure that an experienced and appropriate artist undertakes the project.

One off vandalism, which will be dealt with on a case-by-case basis.

Delays to the project could lead to a lack of funding because the artist must be contracted by November 4th 2012 or a developer contribution from the Meadowcroft Hotel; Trumpington will have to be returned.

## **2.5 Financial implications**

- a. Appraisal prepared on the following price base: 2012/13
- b. Specific grant funding conditions are: None
- c. Other comments

The budget for the project is £107,446. £25,000 is funded through a provision of public art condition related to the Addenbrooke's Access Road and £82,446 is to be funded via Public Art Developer Contributions.

Insurance costs have no implications for the project due to the nature of the project, which will comprise of a number of small embedded artworks.

The project complies with the Planning Obligations Strategy and Public Art SPG, under which they were secured.

## 2.6 Capital & Revenue costs

<b>(a) Capital</b>	<b>£</b>	<b>Comments</b>
Commission costs	96,700	Artist Fee, Community engagement, app development, permissions, materials, fabrication and installation costs
Professional / Consultants fees	10,746	Project management costs
IT Hardware/Software		
Other capital expenditure		
<b>Total Capital Cost</b>	<b>107,446</b>	

<b>(b) Revenue</b>	<b>£</b>	<b>Comments</b>
Maintenance		
R&R Contribution		
Developer Contributions		See Appendix B
Planning Condition		
<b>Total Revenue Cost</b>		

## 2.7 VAT implications

There are no VAT Implications associated with undertaking this project.

## 2.8 Environmental Implications

Climate Change impact	
-----------------------	--

The proposal will have a medium positive Climate Change impact.

The proposal aims to encourage walking and cycling. This will encourage residents to reduce their level of car use.

## 2.9 Other implications

- This commission will reach out to all sections of the community and will be designed in consultation with the community.
  - The project aims to create routes, which are regularly used and enhance safety
  - All proposals will be accessible to all and be developed to ensure they are inclusive

An Equality Impact Assessment (EqIA) will be prepared for this project.

## 2.10 Staff required to deliver the project

The Public Art Officer will lead on the project and be supported with project management by the Streets and Open Spaces Project Delivery Team. The internal fees associated with these resources will be funded by the scheme budget and are included in the capital cost of the scheme in section 2.6 above.

Skills required / internal or external	Estimated number of hours	Proposed Timescale	
		Start date	Finish date
Project coordination and management ( <i>internal</i> )	350	01/08/12	01/12/15
Legal Services ( <i>internal</i> )	15	01/08/12	01/12/15
Commissioned artist	As required	01/11/12	01/12/15

## 2.11 Dependency on other work or projects

## 2.12 Background Papers

List any background papers used in the preparation of this project appraisal.

- The Public Art Supplementary Planning Document  
<http://www.cambridge.gov.uk/public/docs/Public%20Art%20Supplementary%20Planning%20Document.pdf>Document 2
- The Arts Strategy  
<http://www.cambridge.gov.uk/ccm/content/leisure-and-entertainment/arts-strategy.en>

## 2.13 Inspection of papers

Author's Name	Nadine Black
Author's phone No.	01223 - 457273
Author's e-mail:	Nadine.black@cambridge.gov.uk
Date prepared:	May 17 <sup>th</sup> 2012

## Capital Project Appraisal - Capital costs &amp; funding - Profiling

## Appendix A

**DOUBLE CLICK TO ACTIVATE THE SPREADSHEET**  
**Make sure year headings match start date ...**

	2012/13	2013/14	2014/15	2015/16	2016/17	Comments
	£	£	£	£	£	
<b>Capital Costs</b>						
Commissioned Artist		53,775	17,925			
Purchase of vehicles, plant & equipment						
Professional / Consultants fees						
Other capital expenditure:						
Internal Fees	4,000	2,000	4,746			
<b>Total Capital cost</b>	<b>4,000</b>	<b>53,775</b>	<b>22,671</b>	<b>0</b>	<b>0</b>	
<b>Capital Income / Funding</b>						
Government Grant						
Developer Contributions						(See Appendix B)
R&R funding						
Earmarked Funds						
Existing capital programme funding						
Revenue contributions						
Planning Condition		18,750	6,250			
<b>Total Income</b>	<b>0</b>	<b>18,750</b>	<b>6,250</b>	<b>0</b>	<b>0</b>	
<b>Net Capital Bid</b>	<b>4,000</b>	<b>35,025</b>	<b>16,421</b>	<b>0</b>	<b>0</b>	<b>Must agree to 1.2 above</b>

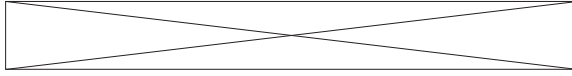


**Appendix B**

**Developer Contributions could comprise of the following.**

<b>Developer Contribution Cost Centre</b>	<b>Planning Reference</b>	<b>Contribution Type (Formal Open Space, Informal Open Space etc)</b>	<b>Address</b>	<b>Amount (£)</b>
35488	04/0894/FP	Public Art	Meadowcroft Hotel, Trumpington	£28,815.17
35830	05/0777/FUL	Public Art	Addenbrooke's Hospital	£53,153
35627	06/1298/Ful	Public Art	Rear Of 124-154 Wulfstan Way	£381.14
?	04/0186/FP	Public Art	18 Long Road, Cambridge	£52.00
35773	05/1333/OUT	Public Art	21/21A Queen Ediths Way	£15.00
35591	05/1345/FUL	Public Art	Whitlocks, High Street, Trumpington	£29.94
<b>Total</b>				<b>82,446.25</b>

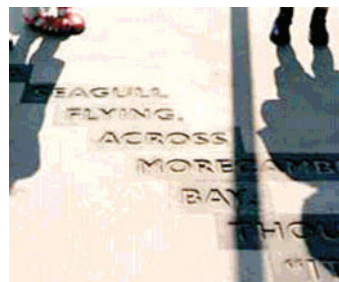
## Appendix C – Examples of Wayfinding and Identity Public Art Projects

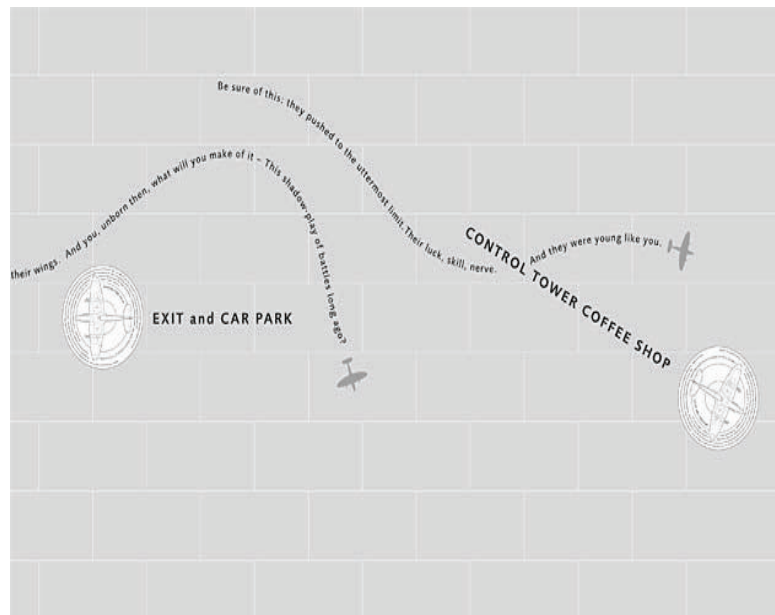
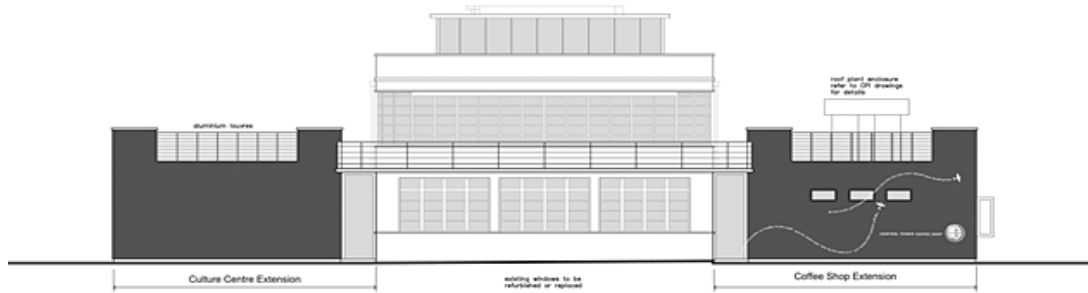


Strange Cargo developed a project called Other People's Photographs and which celebrates the networks that create our communities, and what it means to share public space emotionally and physically. Memory and context transform it from simply an open space to a shared place. <http://www.strangecargo.org.uk/portfolio/public-art-people/other-peoples-photographs/other-peoples-photographs-explained/>



Kings Hill – Wayfinding Commission. Kings Hill is a new development site embedded on the former site of RAF West Malling. A Lead Artist developed a project in collaboration with a text artist/poet who drew out found stories and recollections about the historic past of the site.





This page is intentionally left blank



To Executive Councillor for Community Development & Health:  
Councillor Mike Pitt  
Report Director of Customer & Community Services  
by Director of Environment  
Director of Resources  
Relevant Scrutiny Committee Community Services 26 June 2012

## **2011/12 Revenue and Capital Outturn, Carry Forwards and Significant Variances**

### **Not a Key Decision**

#### **1. Executive summary**

- 1.1 This report presents a summary of the 2010/11 outturn position (actual income and expenditure) for services within the Community Development & Health portfolio, compared to the final budget for the year. The position for revenue and capital is reported and variances from budgets are highlighted, together with explanations. Requests to carry forward funding arising from certain budget underspends into 2012/13 are identified.
- 1.2 It should be noted that this report reflects the reporting structure in place prior to the recent changes in Executive reporting responsibilities.

#### **2. Recommendations**

The Executive Councillor is recommended:

- a) To agree which of the carry forward requests, totalling £13,180 as detailed in Appendix C, are to be recommended to Council for approval.
- b) To seek approval from Council to carry forward capital resources to fund rephased net capital spending of £56,000 from 2011/12 into 2012/13 as detailed in Appendix D.

### 3. Background

#### Revenue Outturn

- 3.1 The outturn position for the Community Development & Health portfolio, compared to final revenue budget, is presented in detail in Appendix A.
- 3.2 Appendix B to this report provides explanations of the main variances.
- 3.3 Appendix C sets out the final list of items, for this service portfolio, for which approval is sought to carry forward unspent budget from 2011/12 to the next financial year, 2012/13.
- 3.4 The overall revenue budget outturn position for the Community Development & Health portfolio is set out in the table below:

<b>Community Development &amp; Health 2011/12 Revenue Summary</b>	<b>£</b>
Final Budget	3,794,630
Outturn	3,736,832
Variation – (Under)/Overspend for the year	(57,798)
Carry Forward Requests:	13,180
Net Variance	(44,618)

The variance represents 1.2% of the overall portfolio budget for 2011/12.

#### Capital Outturn

- 3.5 Appendix D shows the outturn position for schemes and programmes within the Community Development & Health portfolio, with explanations of variances.
- 3.6 An overall underspend of £398,000 has arisen. £56,000 is due to slippage and rephasing of the capital programmes is required to transfer the budget into 2012/13. £342,000 can be returned to the original funding sources (Grants, Reserves, Repair and Renewals,

etc) in respect of projects which have been completed at a lower than anticipated cost.

#### **4. Implications**

- 4.1 The net variance from final budget, after approvals to carry forward £13,180 budget from 2011/12 to the next financial year, 2012/13, would result in a reduced use of General Fund reserves of £44,618.
- 4.2 In relation to anticipated requests to carry forward revenue budgets into 2012/13 the decisions made may have a number of implications. A decision not to approve a carry forward request will impact on officers' ability to deliver the service or scheme in question and this could have staffing, equal opportunities, environmental and/or community safety implications.

#### **5. Background papers**

These background papers were used in the preparation of this report:

- Closedown Working Files 2011/12
- Directors Variance Explanations – March 2012
- Capital Monitoring Reports – March 2012
- Budgetary Control Reports to 31 March 2012

#### **6. Appendices**

- Appendix A - Revenue Budget 2011/12 - Outturn
- Appendix B - Revenue Budget 2011/12 - Major Variances from Final Revenue Budgets
- Appendix C - Revenue Budget 2011/12 - Carry Forward Requests
- Appendix D - Capital Budget 2011/12 - Outturn

#### **7. Inspection of papers**

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

Authors' Names: Jackie Collinwood; John Harvey; Julia Hovells  
Authors' Phone Numbers: Telephone: 01223 – 458241; 01223 - 458143;  
01223 - 457822  
[jackie.collinwood@cambridge.gov.uk](mailto:jackie.collinwood@cambridge.gov.uk)  
Authors' Email: [john.harvey@cambridge.gov.uk](mailto:john.harvey@cambridge.gov.uk)  
[julia.hovells@cambridge.gov.uk](mailto:julia.hovells@cambridge.gov.uk)

## Community Development &amp; Health Portfolio / Community Services Scrutiny Committee

## Revenue Budget - 2011/12 Outturn

Service Grouping	Original Budget £	Final Budget £	Outturn £	Variation Increase / (Decrease) £	Carry Forward Requests - see Appendix C £	Net Variance £
<b>Customer &amp; Community Services - Community Development</b>						
Community Development Central & Support Costs	0	395,950	403,000	7,050	0	7,050
Community Development Admin	0	333,200	330,428	(2,772)	0	(2,772)
Community Centres	894,390	637,680	610,144	(27,536)	0	(27,536)
Children and Youth	952,480	649,580	646,026	(3,554)	0	(3,554)
Neighbourhood Community Development	292,650	270,750	264,344	(6,406)	0	(6,406)
Equalities	125,370	200,790	201,881	1,091	0	1,091
Grants	1,117,360	972,170	953,089	(19,081)	13,180	(5,901)
	<b>3,382,250</b>	<b>3,460,120</b>	<b>3,408,912</b>	<b>(51,208)</b>	<b>13,180</b>	<b>(38,028)</b>
<b>Environment - Bereavement Services</b>						
Bereavement Services	(201,690)	(174,450)	(149,157)	25,293	0	25,293
	<b>(201,690)</b>	<b>(174,450)</b>	<b>(149,157)</b>	<b>25,293</b>	<b>0</b>	<b>25,293</b>
<b>Environment - CCTV</b>						
CCTV	368,600	379,990	364,693	(15,297)	0	(15,297)
	<b>368,600</b>	<b>379,990</b>	<b>364,693</b>	<b>(15,297)</b>	<b>0</b>	<b>(15,297)</b>
<b>Customer &amp; Community Services - Housing General Fund</b>						
Community Safety	88,870	79,070	62,484	(16,586)	0	(16,586)
	<b>88,870</b>	<b>79,070</b>	<b>62,484</b>	<b>(16,586)</b>	<b>0</b>	<b>(16,586)</b>
<b>Environment - Streets and Open Spaces</b>						
Green Fingers (previously Employment Foundation)	49,900	49,900	49,900	0	0	0
	<b>49,900</b>	<b>49,900</b>	<b>49,900</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Net Budget</b>	<b>3,687,930</b>	<b>3,794,630</b>	<b>3,736,832</b>	<b>(57,798)</b>	<b>13,180</b>	<b>(44,618)</b>

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

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

and are detailed and approved:

- in the June committee cycle (outturn reporting and carry forward requests)
- in September (as part of the Medium Term Strategy (MTS))
- in the November committee cycle (revised budgets)
- in the January committee cycle (as part of the budget setting report)
- and via technical adjustments/virements throughout the year



## Community Development and Health Portfolio / Community Services Scrutiny Committee

### Revenue Budget 2011/12 Major Variances from Final Revenue Budgets

Service Grouping	Reason for Variance	Amount £	Contact
Community Centres	<p><b>Customer &amp; Community Services - Community Development</b></p> <p>Various small variances over the ten community facility cost centres.</p>	(27,536)	T Woollams
Grants	<p>Grants budget held pending final outcome from the ChYpPS review and approval of new Youth Officer post. Request to carry forward of £13,180 from Community Development Youth Work fund for the purpose of funding for the newly appointed youth officer post to generate projects in local areas. Base budget for 2012/13 will be available through area committees grants.</p>	(19,081)	J Hanson
Bereavement Services Central Costs	<p><b>Customer &amp; Community Services - Bereavement Services</b></p> <p>Charges for Legal Services have been changed from a historic Service Level Agreement to an actual time-recording basis for 2011/12 so, although these charges have been met from Council budgets overall, there may be variances within individual services and in this case the charges appear as a budget variance of £20k which accounts for the major variance on this service.</p>	25,293	T Lawrence
CCTV	<p><b>Environment - CCTV</b></p> <p>Savings as a result of our new maintenance contract, proposed renegotiation of our cleaning contract, late bills on purchases and communications.</p>	(15,297)	M Beaumont
Community Safety	<p><b>Customer &amp; Community Services - Housing General Fund</b></p> <p>There is a net underspend in grants money in the year. There is not request to carry this forward.</p>	(16,586)	L Kilkelly
	Other minor variances	(4,591)	
	<b>Total</b>	<b>(57,798)</b>	

## Community Development and Health Portfolio / Community Services Scrutiny Committee

### Revenue Budget 2011/12 - Carry Forward Requests

Request to Carry Forward Budgets from 2011/12 into 2012/13 and future years

Item		Request £	Contact
1	<p><b>Customer &amp; Community Services - Community Development</b> Grants budget held pending final outcome from the ChYpPS review and approval of new Youth Officer post. Request to carry forward of £13,180 from Community Development Youth Work fund for the purpose of funding for the newly appointed youth officer post to generate projects in local areas. Base budget for 2012/13 will be available through area committees grants.</p>	13,180	T Woollams
2	<p><b>Environment - Bereavement Services</b>  No carry forwards requested</p>		T Lawrence
3	<p><b>Environment - CCTV</b>  No carry forwards requested</p>		M Beaumont
4	<p><b>Customer &amp; Community Services - Housing Strategy</b>  No carry forwards requested</p>		L Kilkelly
5	<p><b>Environment - Streets and Open Spaces</b>  No carry forwards requested</p>		
	<p><b>Total Carry Forward Requests for Community Development Portfolio / Community Services Scrutiny Committee</b></p>	<b>13,180</b>	

## Community Development &amp; Health Portfolio / Community Services Scrutiny Committee

## Capital Budget 2011/12 - Outturn

Capital Ref	Description	Lead Officer	Original Budget £000	Final Budget £000	Outturn £000	Variance - Outturn compared to Final Budget £000	Re-phase Spend £000	Over / (Under) Spend £000	Variance Explanation / Comments
<b>Customer &amp; Community Services - Community Development</b>									
SC283	City Centre Youth Venue (S106)	T Woollams	100	0	0	0	0	0	
SC385	Energy Efficiency Programme - Meadows	T Woollams	0	6	5	(1)	1	0	Project ongoing. Remaining £1k to be rephased to 2012/13
SC440	King George Vth Rec Ground Pavilion Redevelopment - Consolidated Scheme (S106)	T Woollams	0	0	1	1	(1)	0	Additional works to be specified with Trumpington Residents Association. £1k spent earlier than anticipated. Budget to be rephased to cover this.
SC426	Clay Farm Community Centre - Phase 1 (S106)	A Carter	0	0	6	6	0	6	
PR025	New Town Community Development Capital Grants Programme (S106)	T Woollams	124	10	8	(2)	2	0	Project ongoing. Remaining £2k to be rephased to 2012/13
PR026	Community Development Grants Programme (S106)	T Woollams	0	127	71	(56)	56	0	Project underway but further invoices not expected until 2012/13. Rephase remaining £56k to 2012/13
<b>Environment - Bereavement Services</b>									
SC351	Memorial Choice	T Lawrence	0	5	5	0	0	0	Project completed
SC379	Mercury Abatement	T Lawrence	2,005	1,995	1,683	(312)	0	(312)	Project completed
SC513	Crematory Refurbishment	T Lawrence	0	206	206	0	0	0	Project completed
SC523	Refurbishment of Newmarket Rd Cemetery Buildings	T Lawrence	0	0	2	2	(2)	0	Project expected to be completed by end of March 2013

## Community Development &amp; Health Portfolio / Community Services Scrutiny Committee

## Capital Budget 2011/12 - Outturn

Capital Ref	Description	Lead Officer	Original Budget £000	Final Budget £000	Outturn £000	Variance - Outturn compared to Final Budget £000	Re-phase Spend £000	Over / (Under) Spend £000	Variance Explanation / Comments
<b>Environment - CCTV</b>									
SC503	CCTV Technology Upgrade	M Beaumont	150	160	155	(5)	0	(5)	Project completed under budget as a result of keen tendering exercise
SC515	Replacement CCTV cameras	M Beaumont	0	70	43	(27)	0	(27)	Project completed under budget as a result of keen tendering exercise
<b>Customer &amp; Community Services - Housing Strategy</b>									
PR006	Safer City Programme	L Kilkelly	17	17	13	(4)	0	(4)	
<b>00316</b>	<b>Total for Community Development &amp; Health Portfolio</b>		<b>2,396</b>	<b>2,596</b>	<b>2,198</b>	<b>(398)</b>	<b>56</b>	<b>(342)</b>	



To: Executive Councillor for Community Development and Health: Councillor Mike Pitt  
Report by: Head of Community Development  
Relevant scrutiny committee: Community Services Scrutiny Committee 28/6/2012  
Wards affected: All Wards

**Existing and Planned Community Centres – Future Management Options**  
**Not a Key Decision**

**1. Executive summary**

- 1.1 This report sets out the context for work to explore future management options for the Council's existing community centres and planned facilities in the growth areas.
- 1.2 The report makes recommendations from the first phase of this work which has focused on engagement with our community development staff who work in our existing centres. The recommendations about which management options should be explored have been shaped by the objectives listed at paragraph 4.4 and very much informed by our staff through 2 workshops.

**2. Recommendations**

The Executive Councillor is recommended:

- 2.1 To confirm the overall objectives for any future management arrangements for the Council's community centres set out at paragraph 4.4.
- 2.2 To agree the options highlighted in the report by Marilyn Taylor Associates and set out in paragraphs 5.7, 5.13 and 5.14 be taken forward in Phase 2.
- 2.3 To ask officers to report back in January 2013 with recommendations about future management of the Council's existing community centres and management of the planned Clay Farm centre.

### 3. Background

4.1 The Community Development and Health Portfolio Plan for 2012/13 includes a commitment to review future management options for the Council's existing community centres and those planned in the growth sites. A report to this committee in January informed members that £20,000 had been secured from the Council's Efficiency Fund to undertake the work. This report provides an update on the first phase of this work and seeks agreement from the Executive Councillor on proposed options to explore in more detail as we move forward. The report also gives an update on progress with the procurement of the new Community Facility at Clay Farm.

4.2 The main drivers for the review of future centre management are:

- The need to ensure that the services provided through our centres are financially sustainable in the medium to long term in the context of reduced resources and the need for the Council to find significant savings over the next 3 years.
- Growth of the City.
- The Localism Act, in particular the 'Right to Challenge' which will allow voluntary and community groups, charities, parish councils, and local authority staff to bid to express an interest in the running of services that the Council currently provides.
- The general shift towards more community involvement and neighbourhood working.

4.3 Given the financial, legislative and social drivers for more community and voluntary sector involvement in the running of local facilities, it is important that we explore options for reducing costs and increasing community involvement. We also need to understand the implications of the new Community Right to Challenge (contained within the Localism Act) and be ready to respond in an appropriate manner if we are challenged, especially if a challenge comes from a large charity or community trust to take over all the community centres that we currently run ourselves. A separate report covering the Community Right to Challenge will be considered by Strategy and Resources Scrutiny Committee on 9<sup>th</sup> July

4.4 Marilyn Taylor Associates (MTA) were appointed to undertake the study using a set of objectives to guide the work. These are shown on page 7 of their Phase 1 report. Having now completed Phase 1, officers propose that they are amended slightly to read as follows:

- To protect access to the City Council’s community centres for all residents, including our most vulnerable and disadvantaged, into the future.
  - To build upon and strengthen the sense of ‘community ownership’ for each centre currently owned and managed by the City Council.
  - To ensure the community centres currently owned and managed by the city council have strong governance and management arrangements that are affordable and sustainable over the longer term.
  - To ensure new community facilities planned for the growth sites at Clay Farm and NIAB1 have management arrangements that ensure the facilities are accessible to all residents, including our most vulnerable and disadvantaged, and that are affordable and sustainable over the longer term.
- 4.5 MTA have now completed the first phase of this work which is set out in their report at Appendix 1. Phase 1 comprised an assessment of how the existing centres are run and 2 workshops with centre staff to help them understand why we need to look at future management options and to ask for their thoughts and ideas. It also included an initial assessment of the management options for the planned centres Clay Farm and the NIAB1 site in north west Cambridge. The planned centre on the University site in north west Cambridge was not included in the study as management options for this centre are currently being discussed under a separate process. However, this study could help to inform those discussions.
- 4.6 The work so far with centre staff has been very important in acknowledging the fantastic work they are doing whilst also being open about the need look to the future and involving them in shaping the options to take forward.

## **5 Findings from Phase 1**

### **Existing Centres**

- 5.1 MTA’s findings were that the Council’s centres are well run, clean and welcoming and valued by those who use them. The willingness and flexibility of centre staff was seen as key. Most centre staff combine their ‘community’ role with a buildings management role. The building’s management role takes a lot of their time and detracts from the amount of time they can spend on community development activities.

5.2 On average across the 7 existing centres, 27% of their cost is recovered through income generation. This varies considerably by centre with Ross Street Community Centre achieving 61% and Brown's Field Youth and Community Centre achieving 8%. In 2011/12 managers were set a challenging target to increase income by 10% which was achieved at each of the main centres. Figures are shown in the table below for 2011/12. Income is actual achieved:

Centre	Expenditure £	Income £	Income as % £
Meadows	431,651	142,805	33%
Brown's Field	220,244	17,686	8%
Buchan Street	87,806	27,792	32%
Ross Street	40,070	24,608	61%
82 Akeman Street	22,897	7,725	34%
Nuns Way	8,593	900*	10%
37 Lawrence Way	5,396	0*	0

\* Income is for hire of sports pitches

\*\*Managed by Kings Hedges Neighbourhood Partnership

5.3 It must be recognised that the centres are very different and cater for different needs. For example, Brown's Field was built with young people in mind and has a very strong focus on activities for young people. These types of activities generate very little income. However, we need to look at what we can learn from Ross Street Community Centre which achieves a much higher relative income than any of the other centres.

5.4 Community involvement in the management of the centres is not formalised except for 37 Lawrence Way which is run by Kings Hedges Neighbourhood Partnership with the part time support of a Community Development Officer employed by the Council. The Partnership has expressed an interest in running Nun's Way Pavilion which is situated close to 37 Lawrence Way. It should also be noted that the management of Trumpington Pavilion has already been transferred to Trumpington Residents Association through a long term lease and Service Level Agreement. Some of the centres have a limited number of key holders to enable activities to be run without Council staff present. This works particularly well at Ross Street and means we do not always have to have staff on hand when there are activities at the centre.

5.5 There are many other facilities across the City that are owned and managed by social enterprises, independent or charitable organisations and which provide community space for residents and



local groups. Some of these (e.g. St.Philips Church and Romsey Mill in Mill Road, The Centre at St.Pauls in Hills Road and Squeaky Gate in Norfolk Street) have received capital grants from the City Council through developer contributions. This is often an effective way for the Council to increase community space without committing to future revenue costs. The area needs assessments, which are an integral part of the proposals to devolve decision making about spending of developer contributions to area committees (see report from the Director of Environment elsewhere on this committee's agenda), will enable members and local community groups to identify local need and prioritise how this resource should be used.

5.6 Officers are also engaged with the County Council in exploring the potential to bring some services together in 'community hubs'. For example, it may be feasible to bring together a flexible community space and a library.

5.7 The MTA Phase 1 report recommends that we explore 3 options in Phase 2 of this work:

- Promoting wider community involvement and partnership
  - Greater use of keyholders
  - Closer work and shared resources with other providers
  - Community involvement in the operation of centres
- Externalising facilities management (buildings maintenance and cleaning)

The report highlights 3 groups or levels of externalisation. This recommendation (group 1) is considered the level that presents the least risk to the core business
- Community / social enterprise management

This could be a wholesale transfer to a single trust, individual centre transfers to suitable community organisations (in a similar way to Trumpington Pavilion), or the transfer of a cluster of centres (e.g. in the north of the City).

### **Planned Centres**

5.8 The MTA Phase 1 report noted that the revenue costs for the planned Clay Farm centre will depend on the overall design and on decisions about the management approach and potential for income generation. Planning conditions mean the Council is restricted to non-commercial activity within the centre. However, this does leave the potential to engage a social enterprise to run elements of, or all, the community space (for example, a community café). There will also be

opportunities to consider sharing some of the management costs with our partners, such as a shared cleaning contract, shared reception area etc.

5.9 A design partner for the Clay Farm centre is currently being procured to take forward the design process. This will include extensive consultation with stakeholders and the existing local community. A representative of Trumpington Residents Association is working with us on the procurement of the design team.

5.10 The programme for delivery of the Clay Farm centre is:

- January 2012 – Start procurement of Design Team
- September 2012 – Appoint Design Team
- October to December 2012 – Develop Design for the Centre
- January 2013 – Start procurement of Building Contractor
- March 2013 Secure Planning Approval
- June 2013 – Appoint Building Contractor
- November 2013 - Start on Site
- December 2014 – Complete new Clay Farm Community Centre

5.11 This programme may slip into 2015 as financing will be reliant on developer contributions from the southern fringe sites which are linked to triggers relating to the number of housing completions.

5.12 Proposals for a community facility on the NIAB1 site are still at a very early stage of development but it is anticipated that there will be a community café with a strong youth element. The facility will be provided by developers but the Council will need to decide how the facility will be fitted out and managed. There may be opportunities to bring together management of the existing café at the Meadows Community Centre, which is managed directly by Council staff, with the new café at NIAB1. This could either be retained in-house or potentially contracted or leased to a social enterprise or other provider.

5.13 The MTA Phase 1 report recommends that we explore 3 options for the management of the planned Clay Farm centre in Phase 2 of this work:

- i) The City Council retain ownership and manage the centre
- ii) The City Council retain ownership and building maintenance but operational management is delivered by another partner.

This could include (subject to any legal considerations) an option for Trumpington Residents Association to manage some or all of the 'community use' elements as they do at Trumpington Pavilion.

- iii) The City Council retain ownership but contract out building maintenance. Operational management could be retained, contracted out or delivered as per (ii) above.  
This could include contracting out both building maintenance and operational management through an existing contract such as the Leisure Management contract (in a similar way to Cherry Hinton Village Centre).

5.14 The MTA Phase 1 report recommends that we explore 2 options for the management of the planned Community Café at the NIAB1 site in Phase 2 of this work:

- i) The City Council retain ownership and manage the centre
- ii) City Council retain ownership but the centre is leased to a social enterprise or charity

## **6. Phase 2**

6.1 If, following consideration by scrutiny, the Executive Councillor supports the recommendations in this report it is proposed to take forward work as set out in the MTA report. The allocated budget includes further support from MTA to involve ward councillors, staff and community groups to help explore the options further and start to shape proposals.

6.2 It must be emphasised that at this stage in the process, officers are just seeking agreement to explore various options in more detail (with the involvement of ward councillors, staff and local residents). Officers are not, at this stage, asking for any firm decision to be made on management arrangements for the planned centres or any changes to management arrangements in our existing centres. The aim is to present members with a more detailed assessment of each option including the degree of support that it has from stakeholders, the likely cost and the risks.

6.3 The outputs from Phase 2 will be as follows:

### **Existing Centres November 2012**

- i) Proposals for any shared arrangements
- ii) Assessment of community support for asset transfer of any centres and potential community partners (Kings Hedges Neighbourhood

- Partnership have expressed an interest in running Nun's Way Pavilion)
- iii) A clearer picture of community centre provision and expertise available across the city
  - iv) Progress towards market testing buildings maintenance and cleaning for centres through the Leisure Management contract re-tender and/or the proposed buildings cleaning contract.

**Clay Farm Centre                      November 2012**

- i) Appraisal of the support, practicalities and likely cost for each of the three options.
- ii) Recommendation on the preferred management arrangements.

**NIAB1 Community Café April 2013**

- i) Appraisal of the support, practicalities and likely cost for the 2 options.

## **7. Implications**

**(a) Financial Implications**

These are unclear at present but the work will identify and shape options for members to consider that will:

- Reduce revenue costs and/or raise income across our existing community centres
- Enable the Council to budget for the future revenue costs of the planned centres

**(b) Staffing Implications (if not covered in Consultations Section)**

Depending upon the options eventually agreed by members, there could be significant implications for staff working in our existing community centres. Centre staff have been fully involved in shaping the initial options in the Phase 1 work and will be involved in exploring them in more detail in Phase 2.

Any robust bid made by organisations under the new Community Right to Challenge to run the Council's community centres would trigger a procurement exercise.

**(c) Equal Opportunities Implications**

The Council's community centres and the community centres and rooms owned by others in the city are instrumental in providing safe and affordable community space for residents and groups to meet. The Council's existing centres are situated in areas of the city where

income is often low and where many people are vulnerable. They are often used by BME groups, elderly residents and young people.

An Equalities Impact Assessment will need to be carried out as work progresses to inform decisions about any changes.

(d) **Environmental Implications**

Any environmental implications will be highlighted when proposals are brought forward for consideration.

(e) **Consultation**

There has been involvement of centre staff during Phase 1 of this work and they will continue to be fully involved during Phase 2 along with ward councillors, residents and other stakeholders.

(f) **Community Safety**

Any community safety implications will be highlighted when proposals are brought forward for consideration. The planned Clay Farm centre will include touch down space for the Police.

## 8. **Background papers**

These background papers were used in the preparation of this report:

8.1 Report to Community Services Scrutiny Committee on Clay Farm Community Centre, January 2012

T

8.2 Community Development and Health Portfolio Plan 2012/13

## 9. **Appendices**

9.1 Future Options Review - Cambridge Community Centres Phase 1 May 2012

## 10. **Inspection of papers**

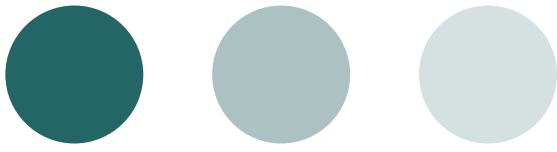
To inspect the background papers or if you have a query on the report please contact:

Author's Name: Trevor Woollams

Author's Phone Number: 01223 - 457861

Author's Email: Trevor.woollams@cambridge.gov.uk

This page is intentionally left blank



# FUTURE OPTIONS REVIEW

## CAMBRIDGE COMMUNITY CENTRES

Phase One  
May 2012



**Marilyn Taylor Associates Limited**

Jubilee Cottage, Grantham NG32 2BB 01400 251462/07768 503203 [marilyn@consultmta.co.uk](mailto:marilyn@consultmta.co.uk)  
[www.consultmta.co.uk](http://www.consultmta.co.uk)

# Contents

<b>Executive Summary &amp; Recommendations</b>	<b>4</b>
<b>Section One: Background to the Options Review</b>	<b>8</b>
What was the brief for the review?	8
Why is this a timely review?	9
<b>Section Two: Review of Current Operations</b>	<b>11</b>
Current Facilities Overview	11
Perceptions of the Centres and their Operation	15
<b>Section Three: Planned New Provision</b>	<b>19</b>
Clay Farm Community Centre	19
NIAB1 Community Café	24
<b>Section Four: Options for the Future</b>	<b>26</b>
Promoting wider involvement and partnership	28
Externalising facilities management	29
Community management or social enterprise potential	30
Conclusions and Phase Two Proposals	30
<b><i>APPENDIX 1: Case Study of Northampton Community Centre Management Outsourcing</i></b>	<b>33</b>
<b><i>APPENDIX 2: The Centre at St Pauls (summary)</i></b>	<b>36</b>



### Do you have young children?

Come along and meet some new friends at The Meadows Children & Family Wing. Welcoming Family Support Drop-Ins are held on Tuesdays from 9.30 am - 12.30 pm with a community lunch and on Fridays from 9.30 am - 12.00 pm with a community play, arts and crafts along and enjoy games, parachute, play and help you with a wide range of issues, or perhaps just to offer a listening ear. We run a selection of groups throughout the year, such as: C.A.R.E. (Children and Relationships) - a parenting course with a Massage - where you can relax with your baby and Smiles - would like help giving your children a term time we offer Tuesdays. Local variety of fun activities.

**English classes**  
There are free classes at 82 Akeman St Community Centre. Please contact Dashlina for more details.

**Breakfast and After School Club**  
TJ Kids provides quality Breakfast and After School childcare provision for children aged 4 to 11 years operating from Ross Street Community Centre throughout the year. The after school service currently collects from two local primary schools - St Philips and Redfield but also offers a drop-in session for children who do not attend these schools.

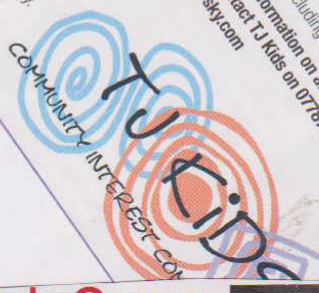
**Easter Holidays**  
Week 1: Monday 2nd April to Thursday 5th April  
Week 2: Tuesday 13th April to Friday 16th April  
Choose from action, packed fun games in our outdoor space, getting creative with Arts and Craft to Singing and Dancing plus we have a wide range of activities and games available each day. Sessions are aimed at children aged 4 to 11 and are based at Ross Street Community Centre. Full Day sessions are £20.00 but we also offer flexible packages to meet your needs.

### Come and Celebrate International Women's Day 2012



**Location:** Ross Street Community Centre, off Mill Road, Cambridge.  
**Date:** 3rd March 2012  
**Time:** 10.30 pm - 7.30 pm

Indian and Bollywood dancing  
Poetry  
**WELCOME**



**Come and Play Parent and Toddler Group**  
Sessions run on Mondays 10.30 to 12 at Ross Street Community Centre and aimed at 0-4 year olds. We have a wide range of toys and activities including soft play, refreshments are available.  
For more information on any of our services or to book a place contact TJ Kids on 07781 425789 or email [tjkids@sky.com](mailto:tjkids@sky.com)

### 50 + Friends Group

The 50+ Friends groups is open to both men and women and welcomes everybody over the age of 50. The friendly group meets every third Thursday of the month 3:00pm - 4:15pm at 82 Akeman St Community Room. There is a fee of 50p per session which goes towards the group funds; when a significant amount has been collected the group decide what activities to spend the money on. You can come to chat and have some tea and cake, and if you would like to, join in the activities, which have so far included singing, BBQ, quiz, art and craft, and a boat trip along the River Cam.



# Executive Summary & Recommendations

## Background

This review has been commissioned by Cambridge City Council to explore future sustainable management and ownership options for both existing and planned community and neighbourhood centres to inform a long term management strategy. The review process is divided into three phases of work; this report presents information and conclusions from phase one and proposes a programme of further work for phase two.

Seven community facilities are currently under direct City Council management through the Community Development Team. Overall the total annual budget costs for seven buildings was £816,657 in 2011/12. 27% of these costs are offset by income from premises hire (noting that current management policies are not overtly focused on earning income from functions and other private hire).

## Summary Findings

The review finds that the community buildings managed through the City Council are well-run, well-used and well-maintained. The activities within them are predominantly promoting health and wellbeing, and are aimed at disadvantaged and vulnerable residents in line with the mission for the service. Two of the centres have purpose-built youth wings (with substantial involvement by Chypps)<sup>1</sup>. Community development expertise is a vital component within the staff teams operating the buildings, although building management responsibilities do tend to dominate staff time.

Community involvement in the management of the centres is not formalised, and is mainly restricted to the use of approved keyholders to enable activities to take place without Council staff being present (which facilitates greater access to the centres, and increases income). However, the Council operate one of the buildings on behalf of a Neighbourhood Partnership, and have also passed management responsibilities for another building – not included within this study – to a residents association. The report notes the increasing trend for community facilities to be transferred to community management, and also notes the current extent of community centre provision across the City which is managed through independent, charitable and social enterprise organisations. There are currently no formal mechanisms in place for liaison and partnership with this extensive independent network, although the managers of Council centres do liaise effectively with providers of centres that are adjacent to them within the local areas.

## Planned New Provision

The new joint services/community facility proposed at Clay Farm is being commissioned through a multi-agency Project Team is currently moving to procurement of a design team. The design of the building will be a critical determinant of operational costs, but as yet no decisions have been made about how the building will be managed. It is noted that options for income generation are limited, given proposed uses and the restrictions on commercial activity. The report suggests three broad options that could be considered for the building's management:

<sup>1</sup> The City Council's Children and Young People's Participation Service

- 1) City Council own and manage in line with policies in place for all the other centres operated through the Community Development Team
- 2) City Council retain ownership and building maintenance responsibility but operational management is delivered by other occupying organisations (eg the County Council, NHS Cambridgeshire, the RSL or Trumpington Residents Association)
- 3) City Council own the freehold of the building, but put the operational management of the premises out to tender on the basis of a jointly prepared specification

The report also briefly explores another new community facility being proposed for the site known as NIAB1.<sup>2</sup> Again the future ownership and management arrangements for this building (currently proposed as predominantly a café facility) are not yet determined. However, given the premises are quite small, it is noted that this facility might lend itself more readily to externalised management, possibly through a social enterprise.

### **Future Management Options**

It is suggested that there are three main categories of potential change to the way the Council's community centres currently operate (and which are equally applicable to the new planned provision):

- (a) Promoting wider involvement and partnership in community centre operations
- (b) Externalising management, or management functions
- (c) Exploring community management or social enterprise models

### **Conclusions and Proposals for Phase Two**

There are three main conclusions arising from phase one of this review:

- 1) The Council's provision is well run and well used, targeted firmly on the most vulnerable and disadvantaged communities; apart from the need to ensure that management arrangements are cost effective and financially efficient, there is no overriding need for change.
- 2) Current government policy for 'localism' promotes the development of more proactive community involvement in delivering public provision such as community centres. Whilst there are several existing arrangements of this kind within the city, these approaches could perhaps be pursued more proactively, building stronger partnership with local people and tapping into expertise across the wider community and voluntary sector.
- 3) Given the planned expansion in community facilities to support housing growth, it may be timely to re-examine the management model in order to ensure that all facilities can thrive into the future, whichever organisation is responsible for the provision; both a city-wide and neighbourhood partnership approach is essential to facilitate this.

<sup>2</sup> National Institute of Agricultural Botany

Proposals for Phase Two of the work programme for this review are therefore recommended as follows:

**(a) Existing Centres**

Timing: complete by November 2012

- Hold community workshops, on a neighbourhood basis, to explore the issues and recommendations in this report with ward councillors, community development staff, community groups and residents.  
*Outputs:*
  - *proposals for shared arrangements*
  - *assessment of community support for asset transfer and potential community partners*
- Include existing centres in this year's Leisure Management Tender to market test buildings maintenance and cleaning.  
*Outputs:*
  - *clarity about whether contracting out this service is financially advantageous*
- Further explore the value of city-wide consultation on the issues explored in this report, preceded by a short survey questionnaire seeking information on how centres see their future development over the next 5 years, the major challenges they expect to encounter, and their interest in potential growth/expansion through asset transfer.  
*Outputs:*
  - *a clearer picture of community centre provision and expertise available across the city*
  - *assessment of interest in asset transfer and potential community partners*
- Continue liaison with the County Council to assess potential development of community hubs linked to the provision of developer contributions towards capital costs of building adaptations.  
*Outputs:*
  - *clarity on priority areas and potential linkages to this programme*

**(b) Clay Farm Community Facility**

Timing: complete by November 2012

- Hold community workshops to explore the issues and recommendations in this report with relevant stakeholders, ward councillors, community development staff, community groups and residents.  
*Outputs:*
  - *appraisal of the support, practicalities and likely cost implications for each of the three options outlined in this report as suitable for future management of the new facility*
  - *recommendations to the Council on the preferred management arrangements*

**(c) NIAB1 Community Facility**

Timing: complete by April 2013

- Hold community workshops to explore the issues and recommendations in this report with ward councillors, community development staff, community groups and residents.

*Outputs:*

- *appraisal of the support, practicalities and likely cost for each of the two options suggested in this report as suitable for future management of the new facility*
- *recommendations to the Council on the preferred management arrangements*

## Section One

### Background to the Options Review

Cambridge City Council currently owns and manages seven premises as community centres, staffed and operated through a team within the Community Development section of the Customer and Community Services Division (one on behalf of Kings Hedges Neighbourhood Partnership).<sup>3</sup> Consultants Marilyn Taylor Associates have been appointed, following a competitive tender process, to carry out an options appraisal study exploring future sustainable management and ownership options for both existing and planned community and neighbourhood centres to inform a long term management strategy.

#### What was the brief for the review?

The City Council established four objectives for the review, as follows:

- To protect access to the City Council's community centres for the most vulnerable and disadvantaged residents into the future.
- To build upon and strengthen the sense of 'community ownership' for each centre currently owned and managed by the City Council.
- To ensure the community centres currently owned and managed by the city council have strong governance and management arrangements that are affordable and sustainable over the longer term.
- To ensure new community facilities planned for the growth sites at Clay Farm and NIAB1 have management arrangements that ensure the facilities are accessible to the city's more vulnerable and disadvantaged residents and that are affordable and sustainable over the longer term.

#### What was done?

The programme of work has been divided into three phases:

Phase One: An initial review of community centre operations (and of planned new provision), working with the staff team to explore strengths and weaknesses of current management arrangements, and identifying options for improvement.

Phase Two: Wider consultation and further work to detail preferred options and prepare for implementation.

Phase Three: Preparation and management of an implementation plan.

<sup>3</sup> Community Development is responsible for grants for leisure and sustainability projects, design and management of community centres, neighbourhood community development, and the Children and Young People's Participation Service (Chypps).

This report presents the findings from Phase One of the study, allowing for discussions with elected Members before further work on preferred approaches is taken forward through subsequent phases of work. Whilst some recommendations are proposed at this stage; the emphasis is on exploring the various options available for securing the future of both existing and planned new provision, and the potential risks involved in such approaches.

## Why is this a timely review?

There are three main drivers for a review of centre provision and management arrangements at this time:

- a) the increasing importance of the 'neighbourhood' as an important layer of decision-making and service delivery, particularly through the Government's Localism agendas and their aim to support communities play a more active part in both these activities;
- b) achieving financial and resource efficiency;
- c) the projected increase in community provision to support new settlements being constructed in and around the city and the need to plan appropriate, and financially sustainable, management arrangements

The first of these, the implications of Localism, requires some explanation. Together with the Government's 'Open Public Services' reform agenda, they form an important policy backdrop to the review. The new provisions follow on from a period of rapid expansion in community asset transfer. Many local authorities already partner with local community organisations to manage their community buildings, usually through lease arrangements (as indeed Cambridge City Council does for the Trumpington Pavilion, where management is outsourced to the Trumpington Residents Association). Recent years have seen a shift to much more widespread transfer of council community buildings to community organisations to manage directly, either through freehold ownership or through lease arrangements (a recent example of a local authority outsourcing its community centre management functions is at Northampton; a brief summary of their approach is provided in Appendix 1 to this report).<sup>4</sup> Such arrangements have also spread to include libraries, youth centres and leisure facilities such as swimming pools, particularly where services have been otherwise threatened by closure due to financial restraints.

A brief summary of relevant provisions now follows:

### Localism Act

The Localism Act is the Government's principal mechanism for promoting their aims to decentralise power for decision-making and service delivery downwards and outwards to the lowest possible level, including individuals, neighbourhoods, professionals and communities as well as local councils and other local institutions. There are two new community 'rights' of particular relevance to the Council's current responsibilities for providing and managing community and neighbourhood centres:<sup>5</sup>

<sup>4</sup> Many case studies, information and resources to support community asset transfer can be accessed at [www.atu.org.uk](http://www.atu.org.uk)

<sup>5</sup> Further information about these new provisions can be found at [www.communityrights.communities.gov.uk](http://www.communityrights.communities.gov.uk)

**Right to Bid:** designed to provide communities with opportunities to bid to buy and take over the running of assets that are of value to the local community where the owner decides to sell them

- a 'list of assets of community value' will be compiled by local authorities<sup>6</sup>
- local communities can request for particular assets to be included on the list
- if the owner decides to sell a listed asset the authority must inform the community giving them 6 weeks to decide on whether to bid for it and 6 months to submit a bid to buy it

**Right to Challenge:** linked to the diversification of public services delivery, this new right is designed to provide organisations, or service staff, with opportunities to challenge councils to let them bid to run local services. If the council accepts the proposal, it must start a procurement exercise, inviting interested bodies to bid for the contract to run the service

### **Open Public Services 2012<sup>7</sup>**

In July 2011, the Government published the Open Public Services White Paper, and has just published a progress report and plans for the ongoing programme of reform. This includes work on neighbourhood-level decision-making and service delivery, particularly:

- the Government is consulting on detailed proposals to make it easier to establish new Neighbourhood Councils, looking at how Neighbourhood Forums (for example those established to develop neighbourhood plans) can more easily and straightforwardly form Neighbourhood Councils
- work is also proposed on the development of model schemes for Neighbourhood Councils, making clear what powers can be devolved to neighbourhoods and the kinds of assets that can best be managed at community level

### **Community Budgets**

A Community Budget gives local public service partners the freedom to work together to redesign services around the needs of citizens with the aim of improving outcomes, reducing duplication and waste. The initial focus is on services for 'troubled families' with 16 initial pilots now underway, 50 more expected in 2012 and a further 60 in 2013. These aim to include both statutory and voluntary sector providers. Rollout to all authorities is expected in 2015.<sup>8</sup> It is perhaps too early to assess implications. However, some of the activities currently organised in the Council's community centres, and certainly the activities of some of the statutory and voluntary services using the centres, could be considered relevant to 'troubled family' community budget approaches.

<sup>6</sup> It is assumed that all the City Council's community centres would be placed on the list.

<sup>7</sup> [http://files.openpublicservices.cabinetoffice.gov.uk/HMG\\_OpenPublicServices\\_web.pdf](http://files.openpublicservices.cabinetoffice.gov.uk/HMG_OpenPublicServices_web.pdf)

<sup>8</sup> There are also currently four areas piloting 'whole place community budgets', and ten areas piloting 'neighbourhood-level' community budgets. For more information see:



<http://www.communities.gov.uk/localgovernment/decentralisation/communitybudgets/>



## Section Two

### Review of Current Operations

The seven community and neighbourhood centres currently operated directly by Cambridge City Council are briefly summarised in the Table below. It is important to note that the premises are widely varied – in size, in the localities they serve and in the provisions they offer. They are also predominantly clustered in neighbourhoods which house more disadvantaged or vulnerable residents, particularly housing estates or mixed residential areas with low-value housing.<sup>9</sup>

Name of Centre	Description/Commentary	Costs 2011/12
<b>Arbury Ward</b>		
<p>Meadows</p> 	<p>Largest of the purpose-built centres; widely used by groups and organisations from across the city, as well as more local use (particularly of the separate Youth and Children's Wings). The centre contains the popular Munchbox café (open 9-2pm M-F) and offers catering services for conferences/meetings etc. The building is in high demand, with constant use all day, and evenings to 10pm, with some Saturday use. The centre is always staffed when open; groups are not key holders here. Chypps run the Youth Centre 3 nights a week. The Children &amp; Families Wing is shared by two community organisations.</p>	<p>Expenditure: £431,651</p> <p>Income: £142,805 (33% of costs)</p>
<p>Nuns Way Pavilion</p> 	<p>The pavilion (constructed in 2003) has a main meeting and activity room, kitchen area and office accommodation, located within playing fields. Changing rooms at the opposite end of the pavilion can cater for up to four football teams and officials. The premises are not staffed, and are currently managed through the Meadows team. Considered to be under-used, there have been negotiations to transfer the premises to the King's Hedges Neighbourhood Partnership (see Lawrence Way below).</p>	<p>Expenditure: £8,593</p> <p>Income: minimal</p>

<sup>9</sup> Current valuations of the properties have not been made available to the consultant, but it is assumed that the buildings are included in the Council's Asset Management Strategy.

82 Akeman Street



This property (owned by the Council's Housing Department) is part of a row of shops and provides an accessible neighbourhood meeting space on the ground floor, with a garden at the rear and offices above. Used as a base by the Arbury Neighbourhood Community Project, and by a wide range of ethnic minority groups. Activities include language classes, Sure Start, parenting, internet access and Credit Union. Most of the users are key holders to the premises.

Expenditure:  
£22,897

Income:  
£7,725  
(34% of costs)

**King's Hedges Ward**

Buchan Street



Open since 1990, and recently refurbished, this purpose-built centre offers a large hall and several smaller meeting rooms, a welcoming foyer area and a small kitchen/servery. Main use is M-F, up to 9pm; limited weekend use currently. Regular users are key holders.

This centre's manager works in close partnership with the nearby Orchard Park community centre operated through the recently established Neighbourhood Council there.

Expenditure:  
£87,806

Income:  
£27,792  
(32% of costs)



37 Lawrence Way



This is a small house located next to neighbourhood shops (owned by the Council's Housing Department and leased to the King's Hedges Neighbourhood Partnership). It has a small meeting room (for about 20 persons) upstairs, office/reception and a rear garden area. The Community Worker for the Partnership is employed and managed by the Council as part of the Community Development team.

Expenditure:  
£5,396

Income goes direct to King's Hedges Neighbourhood Partnership, towards the rental charge for the premises.

<p><b>Romsey Ward</b></p> <p>Ross Street</p> 	<p>A former school, now run as a local neighbourhood centre, housing a good size hall with kitchen facilities, a community room and a meeting room.</p> <p>This is a thriving and busy centre – relatively cheap to hire, and popular for parties. Most regular users are key holders.</p>	<p>Expenditure: £40,070</p> <p>Income: £24,608 (61% of costs)</p>
<p><b>East Chesterton Ward</b></p> <p>Browns Field</p> 	<p>This innovatively designed building opened in 2005 following a community campaign for better facilities in the area. It has a large foyer, a hall with sprung floor, a family room, two meeting rooms and a youth wing, with generous kitchen/catering facilities. There is also an attractive outdoor and garden area at the rear of the centre. The centre is located within a small open space, not on a main thoroughfare. This premises is in substantial use by young people (with extensive input from Chypps) and is always staffed by a minimum of 2 persons; key holders are not used.</p>	<p>Expenditure: £220,244</p> <p>Income: £17,686 (8% of costs)</p>

### Expenditure and Income

Overall the total annual budget costs for the seven buildings was **£816,657** in 2011 (adjusted to take account of income, costs totalled **£596,020**). The bulk of this expenditure is allocated towards staffing costs. All centres are currently up to their full staff complement, but many of these positions are part-time. There is also substantial input from the Children and Young People's Participation Service (Chypps) who run programmes at both Meadows and Browns Field.

Total income, as a proportion of overall costs, was 27% in the last full financial year, and is an improvement on previous years. Hire charges vary across the facilities, but are divided into 3 categories:

- **Business/Social:** This (the highest) rate is for groups, organisations or individuals making a profit from the booking, and where usually the organisers will be paid. This rate is also charged for weddings, discos, parties and other private hire.
- **Citywide Groups and Organisations:** This is the rate used for organisations whose users/members predominantly live outside the local area.
- **Local Community Groups:** This is a preferential lower rate for groups and organisations where the majority of their users/members (50% or more) live inside the local area.

Typical Weekly Activities:

**Brown's Field Youth and Community Centre, 31a Green  
End Road, East Chesterton, Cambridge CB4 1RU**



Week Commencing 09/01/2012

Contact Number	Day & Activity	Time	Cost
<b>Monday</b>			
07808520576	Little learners Playgroup	9.15am – 12.15pm	£27pw
01223 361494	Shirley Toddler Group	9.30am – 11.30am	£1.50
01223 420309	The Sunshine Club (55+) (every other Monday)	1.30pm – 3.00pm	Free
01223 420309	Junior Club (Ages 7-11)	3.30pm – 5.00pm	Free
07769336369	Renaissance Fitness	7.30pm – 8.30pm	Free
01223 307488	Young Carers (every other Monday)	5.15pm – 7.45pm	Free
<b>Tuesday</b>			
01223 426710	Music and Movement for under 4's	9.30am – 10.30am	Free
01223 361494	Childminders Playtime	9.30am – 11.30am	£1.00
07909566794	Zumba!	1.00pm-2.00pm	£4.00
01223 329293	Over 50's Folk Dance	2.00pm – 4.00pm	?
01223 420309	Youth Club (Ages 11-17)	7.00pm – 8.30pm	Free
<b>Wednesday</b>			
01223 423538	Over 60's	9am – 11am	£1.00
07808520576	Little learners Playgroup	9.15am – 12.15pm	£27pw
01223 361494	Childminders (only Childminders)	9.30am – 11.30am	£1.00
01223 420309	Family Fun! For Everyone! (Children must be accompanied by a parent/carer).	3.15pm – 5.00pm	Free
07842627837	Karate	6.15pm – 7.15pm	£6.00
07769336369	Renaissance Fitness	7.30pm – 8.30pm	Free
<b>Thursday</b>			
01223 508144	Thursdays Together – Family Support	10.00am – 2.00pm	50p
07800566334	Over 50's Pilates Forever Active Members £2.50 Non Members £3	2.15pm – 3.15pm	£2.50 £3.00
01223 420309	BF Boys Group (Closed Group) Ages 11-16 Please Book a Place	4.30pm – 6.00pm	Free
01223 420309	BF Girls Group (Closed Group) Ages 11-16 Please Book a Place	4.30pm – 6.00pm	Free
01223 210900	KFA Moves	7.30pm – 8.30pm	£3.00
<b>Friday</b>			
07808520576	Little learners Playgroup	9.15am – 12.15pm	£27pw
01223 420309	BF Adult Art Group	9.30am-11.00am	Free
01223 420309	Eat and Meet (over 50's and friends)	10.30am – 12.00	£1
<b>Saturday</b>			
01223 420309	Soft Play – Chesterton Parent Group Brown's Field Film Club + Brunch (Ages 7+)	10.00 – 12.00pm 11.00am – 1.00pm	? Free
<b>Sunday</b>			
01223 514313	Turkish Kurdish Speakers in Cambridge (Once a month)	12.00pm-15.00pm	Free



**Ross Street Community Centre  
Regular Activities**

<b>Monday – Friday</b>		
	<b>Breakfast, After School and Holiday Clubs</b>	Contact: Jo or Tanya (TJ Kids) <a href="mailto:tjkids@sky.com">tjkids@sky.com</a> 07787 425799
<b>Monday</b>		
10.30am-12pm	<b>Come and Play Parent and Toddler Group</b>	Contact: Jo or Tanya (TJ Kids) <a href="mailto:tjkids@sky.com">tjkids@sky.com</a> 07787 425799
5.30pm-7pm	<b>Dance Offensive (Youth dance)</b>	Contact: Paul Sadot 07880 787706
7pm-8.30pm	<b>Yoga Class</b>	Contact: Penny Lutoslawska 07957 104031
<b>Tuesday</b>		
1pm-3.30pm	<b>Anchal Group (2<sup>nd</sup> Wed of month)</b>	Contact: Jamila Rehman <a href="mailto:Jamila.rehman@hotmail.com">Jamila.rehman@hotmail.com</a>
7pm-9pm	<b>Romsey Garden Club (2<sup>nd</sup> Tues of month Sept-May)</b>	Contact: Keith Jordan <a href="mailto:keithjordan@waitrose.com">keithjordan@waitrose.com</a> 07729 892519
8pm-10pm	<b>Little Chairs Theatre Company</b>	Contact: John Lawlor <a href="mailto:johnlawlor55@hotmail.com">johnlawlor55@hotmail.com</a>
<b>Wednesday</b>		
10am-12pm	<b>Jim Knopf Spielgruppe (German toddler group)</b>	Contact: Sibylle Hutter <a href="mailto:sib_bille@hotmail.com">sib_bille@hotmail.com</a> 01223 971127
<b>Thursday</b>		
10am-12pm	<b>Semillitas (Spanish toddler group)</b>	Contact: Mali Salazar <a href="mailto:socknort@googlemail.com">socknort@googlemail.com</a>
1.45pm-3.15pm	<b>Talking in Tune (Singing workshop)</b>	Contact: Rowena Whitehead 01223 573288
7pm-8.30pm	<b>Singaway Singing for fun</b>	Contact: Penny Lutoslawska 07957 104031
<b>Friday</b>		
9.30am-11am	<b>Merry-Go-Round Toy Library (1<sup>st</sup> &amp; 3<sup>rd</sup> Fri of month)</b>	Contact: <a href="mailto:merrygoroundtoylibrary@googlemail.com">merrygoroundtoylibrary@googlemail.com</a>
10.30am-11.30am	<b>Baby Signing</b>	Contact: Bethan Ellish <a href="mailto:cambridgebabysigning@gmail.com">cambridgebabysigning@gmail.com</a>
4pm-6pm	<b>Semillotas (Spanish after-school group)</b>	Contact: Eva Figueroa <a href="mailto:eva.figueroa@ntlworld.com">eva.figueroa@ntlworld.com</a>
<b>Saturday</b>		
10am-11.30am	<b>Little Bookworms Family Library (Children's books &amp; activities)</b>	Contact: Dan Pitt <a href="mailto:dan_pitt@hotmail.co.uk">dan_pitt@hotmail.co.uk</a>
<b>Sunday</b>		
10.30am-12pm	<b>Church of Christ</b>	Contact: Cyril Weinman 01223 360948



## Perceptions of the Centres and their Operation

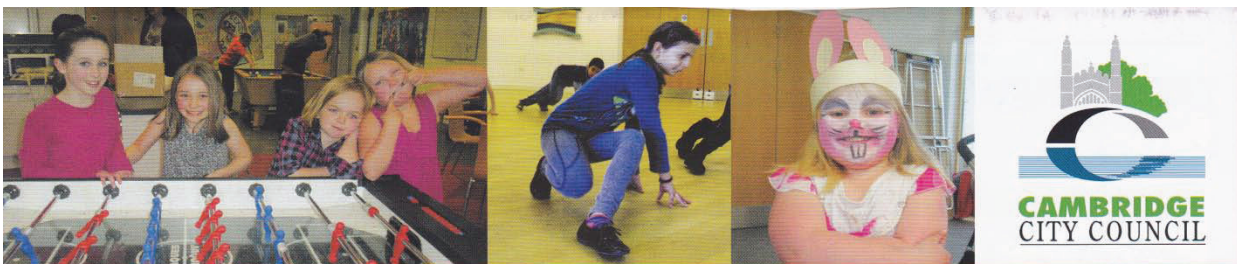
The consultant visited all the centres (except for Nuns Way Pavilion). These visits were instructive. The centres are without exception beautifully presented, clean and welcoming premises. They feel like valued and cared-for places, with excellent information displays, evident personal touches, photos and artwork from events and user groups all adding to a non-institutional atmosphere.

### User Groups

The centres' provision is aimed at many of the city's most vulnerable and disadvantaged residents and whilst some of the facilities could be marketed more aggressively to bring in income, this would detract from this primary role. Viewed as a whole, the mission underpinning the centres' use is predominantly health and wellbeing focused. Some activities are organised directly by centre staff (like the Soft Play sessions at Buchan Street); others are run by people who hire the spaces to teach exercise and dance classes (charging a fee to cover their costs), for use by local services such as Sure Start, or for meetings of community organisations, a base for hobby or interest groups, and for social activities organised by local people. All the centres provide important meeting spaces for ethnic minority community groups, and support to minority communities forms a strong component within the outreach community development work of the relevant staff.

Only the Meadows functions as a major conference facility (its main hall can accommodate up to 150 persons) and private hire for weddings/parties etc is very low across most of the buildings, largely because the service focus is not, as noted above, on generating income from private hire or the conference market. Other community centre providers operating in Cambridge, which have a stronger need to self-finance, do cater more proactively for private hire, weddings and functions. A good example is the Centre at St Paul's on Hills Road, which is briefly described at Appendix 2.

Youth provision is also a strong component in several of the centres – particularly Browns Field and Meadows which have purpose-designed youth wings (although at Browns Field the wing is integral to the building, without the separate access and operation that the wing at Meadows allows).



## Brown's Field Youth and Community Centre Easter Programme 2012

31A Green End Road, East Chesterton, Cambridge, CB4 1RU  
Tel: 01223 420309 Email: [brownsfield@cambridge.gov.uk](mailto:brownsfield@cambridge.gov.uk) [www.cambridge.gov.uk](http://www.cambridge.gov.uk)

Many of the centres have regular users from within their surrounding neighbourhoods for whom they are a vital resource and opportunity for social connection (particularly parents with young children, and older people). For example, the café at Meadows has a core group of pensioners who eat their lunches there most days, and the Crochet/Knitting group at Lawrence Way provides genuine social support, checking up on absent members and offering informal care arrangements. It is hard to put a price on the value of many of these activities.

The King's Hedges Community News	Spring 2012
<p><b>THE HEALTHY LIVING PROJECT</b></p> <p>The Healthy Living project aims to improve the general health of residents who participate through social events and projects.</p>	<p><b>THE HEALTHY LIVING PROJECT</b></p> <p>Our holistic view means we aim to provide opportunities for residents to find fun, social activity, and exercise the mind and the body.</p>
<p><b>Broaden Your Horizons ~ A Healthy Living Project for Over 55's</b></p> <p>Broaden Your Horizons arrange social events for over 55's including parties, outings, quizzes and walks.</p> <p>The New Year Cheer event was held on January 26th. We decided to move our annual Christmas party to the New Year as many of our local residents have a busy social schedule in December, but it all goes a bit quiet in January. What better way to cheer everyone up in the cold, dark month than a bit of singing and dancing? Over 40 people enjoyed the sing-a-long style of our entertainer who sang songs from the war period, the 60's and popular music everyone knew.</p>  <p>For more information about up and coming events, please contact us on 508149 or <a href="mailto:bsnc@cambridge.gov.uk">bsnc@cambridge.gov.uk</a> to be added to our contact list.</p>	<p><b>The Soft Play Project ~ a Healthy Living Project for under 4's and their carers.</b></p> <p>The soft play project is held at Buchan Street Neighbourhood Centre every Friday except Christmas and bank Holidays. We have three sessions from 9.15 – 10.15; 10.30 – 11.30; 11.30 – 12.30. Each session costs £2.50 or £4 for two siblings. There are concessionary rates for children of parents on key benefits including HB, IS, JSA.</p> <p>The play equipment is varied, colourful and great fun for small children. It's a perfect environment to help your child learn risk in a safe setting, to socialise, to play well, to share, to use their imagination and to let loose. We encourage carers to play with the children on the equipment.</p> <p>We also run a small, affordable café alongside the project from 9.30 until noon. We sell drinks and simple breakfast food and treats, so carers can make friends and encourage children to learn how to enjoy the experience of eating out socially.</p> <p>Some sessions get full, so booking ahead is advisable. We take booking up to one week in advance. To book a place or for more information, please telephone 508149.</p> 
<p><b>The Tuesdays</b></p> <p>The Tuesdays meet (unsurprisingly!) on a Tuesday at Buchan Street Neighbourhood Centre between 10.30 a.m. and 12.30 p.m. The group mainly attracts people between 40 and retirement age, but anyone is welcome.</p> <p>Coffee and a chat is enjoyed by all and is often followed by something fun. Lots of activities have been tried and shared by the group including card making, knitting, crochet, clay modelling, painting, quizzes and sometimes, just an old fashioned natter.</p> <p>For more information phone us on 508149 or pop in on a Tuesday!</p>	

### Staff Roles and Flexibility

A key foundation for the smooth running and operation of the centres is the willingness and flexibility of their staff teams. Most of the Centre Managers combine the role with general community development responsibilities, although at times the needs of building management, sorting out maintenance, malfunctions, breakages etc can dominate and detract from their community outreach work. Buildings are 'hungry and demanding' of their time, and most say they would like to be able to do more community development work. The view was often expressed that with more time for community development, more community groups and activities could be supported and helped to make use of the centres (although it would then be correspondingly more difficult to accommodate additional use given that the centres are mostly operating at full capacity within current staffing levels).

Other staff within the centres, such as caretakers and administrators, take a flexible approach to their work, assisting with most tasks, and rearranging shifts to ensure cover when others are absent, etc. There is a strong and evident 'team' ethos within each centre, and this level of staff commitment and pride adds considerable value to not only the centres' general operation, but also represents exceptional value for money.

Centre managers also have quite longstanding ties with their neighbourhoods, and are highly knowledgeable about the fine grain of community groups and local issues. They are seen, and used, by other frontline service staff for information, help and advice, acting as first point of call for many queries. They are a vital 'networking' resource.

### **Community Involvement**

With the exception of Lawrence Way (where the staff are managed on behalf of the King's Hedges Neighbourhood Partnership), there are no formal arrangements to involve local residents (or user groups) in the management arrangements for the centres. However, some centres do allow regular users to be 'keyholders', operating their activities within the centres without council staff being present. This enables greater use to be made of the buildings than might otherwise be possible within current staffing levels, and increases the income levels (this is most noticeable at Ross Street for example).

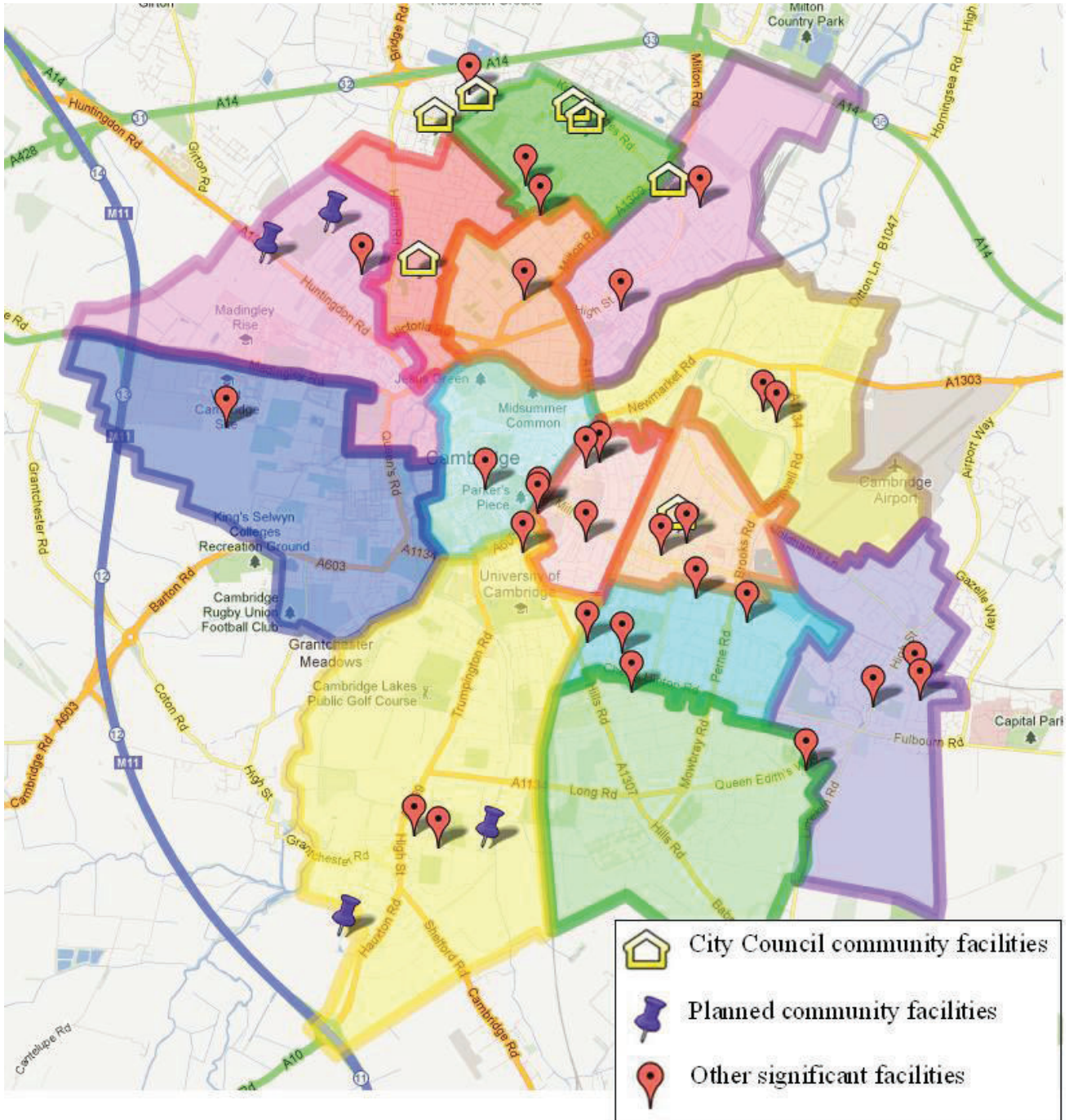
### **Liaison with other Community Centres**

The City Council is not the only provider of multi-purpose community centres and there is a wide variety of other provision. Cambridge Council for Voluntary Service was recently commissioned to update the publication 'Cambridge Facilities in the City of Cambridge', originally compiled in 2004. This list of all community centre and community meeting space provision (eg that contained within schools, sheltered housing, provided by churches etc) contains a total of 187 different facilities - although the provision itself is highly varied. The map overleaf shows the main multi-use provision (ie that which is broadly similar to the Council's community centres) plotted across the city.

Council community centre managers have good informal liaison arrangements in place with other nearby centres which helps to ensure sensible use of the spaces available across the buildings, and also allows for publicity co-ordination through community newsletters such as 'Chesterton News'. For example, there is a strong relationship between Buchan Street and the new centre serving the Orchard Park community just over the city border in South Cambridgeshire (run under the auspices of the new Neighbourhood Council established there). Similarly there are good relationships with Arbury Community Centre in King's Hedges (which receives some grant funding from the City Council), and close co-operation between Browns Field and the St Andrews Hall in Chesterton, and Ross Street and Romsey Mill. There are many other examples.

However, liaison is not formalised across the neighbourhoods through any shared resource arrangements, and there is currently no opportunity for all community centre providers in Cambridge to come together for joint review, planning and support.

### Community Provision in Cambridge





## Section Three

### Planned New Provision

Cambridge is a rapidly expanding city, accommodating several large residential development schemes over the next few years. Working together with partners, a high value is placed on the importance of enabling the rapid development of strong social and community networks through the early provision of community facilities, encouraging resident interaction (and building links with existing residents in surrounding neighbourhoods).

This approach is working particularly well within the Trumpington community, where the council (and its partners) have worked together with the Trumpington Residents Association to develop proposals for a multi-use community facility as part of the Clay Farm development. There are also emerging proposals for community facilities as part of the National Institute of Agricultural Botany (NIAB) site, which are also briefly examined in this section.<sup>10</sup>

#### 1 Clay Farm Community Centre

Outline planning permission has been granted for the development of up to around 4,000 new homes on the Southern Fringe of Cambridge on three sites: Clay Farm (up to 2,300), Glebe Farm (350), and Trumpington Meadows (1,200). Bell School (350), the fourth site within the Southern Fringe, is not yet fully approved. Extensive discussions were held as part of the master-planning of the Southern Fringe about the need for community facilities to serve the new community. Experiences elsewhere have demonstrated the value of co-location and shared buildings between both service providers and community organisations. For example, the Cambridgeshire Library Services report 'Foundations for the Future: 20 Years of Library Redevelopment in Cambridgeshire states:

*"The co-location of a library alongside other major service providers in a shared building brings advantages for all the services and users involved. The key to the success of co-location is a seamless design, offering shared entrances and integrated facilities, allowing customers and visitors to move between the services without unnecessary barriers. The advantages of co-location include:*

- *maximum use made of one building*
- *funding focused on one building*
- *building maintenance costs shared*
- *additional customer footfall for shared services"*

It is now agreed that a new shared services and community facility will be provided at the heart of Clay Farm, fronting the new square, to be designed as a high profile building that reflects the Council's objectives for low carbon living, and containing the following facilities:

- community space comprising a multi-use hall with sprung floor, suitable for performance and exhibition, and flexible meeting rooms

<sup>10</sup> A new community facility is also proposed as part of the North West Cambridge University site but discussions are at too early a stage to be included in this review. However, the conclusions and programme of work resulting from the review will provide an important context for future decisions about this site, and others in the future.

- a community café large enough to be viable
- a youth wing with games area, band & DJ room, and space for craft activities
- a public library with internet access and areas for lending and reading materials
- a health centre with consultation rooms for eight general practitioners, flexible spaces for primary care support services, waiting areas, and a minor surgery suite
- residential accommodation – up to 20 affordable flats
- touchdown facilities and accommodation for Police and social services and other providers
- car parking for essential staff and emergency vehicles with external areas for community use

The preliminary designs show a substantial four storey building with the community facilities occupying the ground and first floors of the building and sixteen affordable housing units on the upper floors.

The proposal to co-locate the library in a shared building with medical services is not untried in Cambridgeshire. The new library at Cambourne (pictured) is co-located with a GP practice, Primary Care Trust services and the County Council's Trading Standards team in an award winning building designed to promote the use of shared areas effectively. All involved report major benefits from co-location:

*"It really works well having the library and the surgery in one building. I see on a day-to-day basis how books facilitate parenting. The library is very well used, as are the library books in the Medical Centre."*

Dr Peter Bailey, Monkfield Medical Practice, Cambourne



## Procurement Programme

A Project Group has been set up involving the key partners in the proposed facilities:

- Cambridge City Council (for the community space)
- Cambridgeshire County Council (Library, Social Care and Police)
- NHS Cambridgeshire and local GP (Health Centre)
- Cambridgeshire Partnerships Ltd (affordable housing provider)

The key milestones in the Programme to complete the new community centre (by December 2014) are as follows:

- January 2012 – Start procurement of Design Team
- September 2012 – Appoint Design Team
- October to December 2012 – Develop Design for the Community Centre
- January 2013 – Start procurement of Building Contractor
- March 2013 Secure Planning Approval
- June 2013 – Appoint Building Contractor
- November 2013 - Start on Site
- December 2014 – Complete new Clay Farm Community Centre

A representative from the Trumpington Residents Association has agreed to participate in the process to select the Design Team. It will be a significant part of the Design Team's brief to engage effectively with all interested individuals and groups and bidders experience and their proposed approach to this will be tested in the procurement process.

### Budget and Funding

The Clay Farm Community Centre is estimated to cost £8.2 million to construct. The project has been noted in the Council's Medium Term Strategy and appropriate provisions will be requested in the 2012/13 capital budget and thereafter. Developer Contributions are available to part fund the new Community Centre and have begun to be received. The cost of the provision of the sixteen Affordable Housing units will be met in full by the affordable housing provider, Cambridgeshire Partnerships Limited (CPL).<sup>11</sup>

The revenue costs depend both on the overall design approach adopted, and on decisions about the staffing and management approach to the building and the potential for income generation from rentals and other usage. It is important to note that planning agreements with the developer specify that no 'commercial' activity is allowable within the community facility. This means that whilst it may be permissible to engage a social enterprise to run the café (or the community space), it rules out any fully commercial franchise. The library provision will only be charged a peppercorn rental, and the rental payments for the medical centre from the NHS are to be applied to the capital borrowing required for the construction. This means that income generation will be restricted to hire of the community space. As the analysis of the existing centres in the previous section shows, income levels are unlikely to be substantial if the aim is to provide a facility that is fully accessible to all residents including the most vulnerable and disadvantaged.

### The Phoenix Centre Sutton



Houses a leisure centre (gym and sports hall), youth zone, library, cafe and a community hall all under one roof. Overall management is undertaken by leisure management company, SLM, with the Youth Centre and Library provision managed by the local authority.

*"We haven't got a front entrance desk because that might have looked like a barrier - you come straight into a café and there's a walk-in library with no doors."*

<sup>11</sup> Full details of the payment arrangements and amounts are provided in the January 2012 report to the Council's community Services Scrutiny Committee.

In line with good practice, the future management arrangements for the new building are to be considered in tandem with the design and commissioning process. It is therefore timely that this Future Options Review should include an initial exploration of the various management approaches that could be taken. The review consultant met briefly with the Project Group to explore current thinking, although no detailed analysis of how to approach management issues has yet been undertaken. For example, it is not yet decided whether the various building users will share a common reception function, or whether each of the different 'spaces' within the building will have separate heat, light and other service arrangements. All these, and many other issues impact on cost implications.

However, the space requirements for the various use areas within the building have been calculated, with the community and services areas as shown in the following table (excluding the residential accommodation):

<b>Use</b>	<b>Baseline Area (sqm)</b>
Health	953
Community	466
Youth Provision	182
Shared spaces, including plant, services, lifts, stairs, etc.	549
Library	337
Pharmacy	125
Café	128
Touchdown accommodation (for Police and Social Services)	135
<b>TOTAL</b>	<b>2,875 sqm</b>

The largest user of the building will be the GPs and medical services, potentially located on the 1<sup>st</sup> floor. Flexibility in the design of the community, youth and café spaces will be key to their useability. With regards to the proposed size of these spaces, as a point of comparison, the Munchbox café seating area at the Meadows is 120sqm, the Youth Wing 194sqm, and their main hall is 660sqm (all approximate). The latter is substantially larger than that proposed for Clay Farm, which probably weakens its potential for income generation from major conferences or functions.

### **Ownership and Management Options for Clay Farm**

The options that could be considered fall broadly into two distinct categories:

- Ownership and direct management by the City Council through the existing Community Development team's responsibilities for community centres<sup>12</sup>
- Externalised management arrangements through partners/occupiers of the premises, by commercial organisations or by charitable/social enterprise bodies

In both categories, separate arrangements might be considered for different parts of the building, with a wide menu of varied permutations. The following table explores these in brief outline, although it cannot claim to be a comprehensive options analysis or appraisal:

<sup>12</sup> Although it should be noted that the Council could be challenged under the Localism Act's 'Right to Challenge' by community organisations who would like to run the centre themselves.

Options	Commentary	Risks
<p><b>Option One</b> City Council own and manage in line with policies in place for all the other centres operated through the Community Development team</p>	<p>Responsibilities would include building maintenance, staffing for reception, bookings and activities in the community space and the Touchdown space, the café and operation of the youth facilities (potentially through Chypps), and space for the area’s community development worker.</p>	<p>This option requires most of operational costs to be met from within City Council budgets, although some costs may be shared with partners through a service charge (eg if we have a shared reception).</p>
<p><b>Option Two</b> City Council retain ownership and building maintenance responsibility but operational management is delivered by other occupying organisations (eg the County Council, NHS Cambridgeshire, the RSL or Trumpington Residents Association).</p>	<p>Responsibilities would be broadly similar to those above if overall operational, day-to-day functioning is taken over by one organisation.</p> <p>Alternatively, each different ‘function area’ within the building could be separately operated/managed. For example, the community space (and possibly also the youth wing and café) could be leased to the Trumpington Residents Association and managed directly by them.</p>	<p>The community development style/ethos of current community centre management could be lost through this option.</p> <p>If the building is not open on time, clean and well-presented, the vision of it as a welcoming multi-use base for services could be jeopardised.</p>
<p><b>Option Three</b> City Council own the freehold of the building, but put the operational management of the premises out to tender on the basis of a jointly prepared specification</p>	<p>Building management could be put out to tender on the open market (or potentially added to the Council’s existing leisure management contract).</p> <p>Alternatively, a restricted tender process could be undertaken to known/trusted independent community organisations or social enterprises to take responsibility for ongoing management on a leasehold basis.</p>	<p>Unknown capacity of contractor.</p>



The references to Trumpington Residents Association above respond to the close involvement the Association have with the development of the new facility, although there has been no consultation with them about their potential involvement in its management during the compilation of this Phase One report. The Association already manages the Trumpington Pavilion (pictured) on behalf of the City Council. The potential relationship between these two facilities will be important to consider in the future.

A final comment here concerns the 'type' of community facility that the Council and partners want to see operating within the new settlement at Clay Farm. The model of community centre provision offered by the Council is firmly targeted on vulnerable and disadvantaged people within the community, and indeed the terms for this review include this objective. But there are other models for community spaces, and cafes, which respond more dynamically to some of the evolving realities of today's economy, providing support for homeworkers, the self-employed and for entrepreneurs/business start-ups for example. Facilities such as super-fast broadband, hot-desk 'by the hour' rental, coupled with business support services are all in growing demand in many cities. The commissioning of a high value, centrepiece facility at Clay Farm should perhaps include for new ideas and new approaches to bringing people and communities together, looking ahead to the changing needs of communities settling into the new settlement areas of the city. However, this would have to be considered alongside the restrictions on commercial activity (as mentioned above).

**Hub Kings Cross** is a co-working space for social entrepreneurs based in London. Offering touchdown meeting and hot-desk space work spaces for social enterprises, environmental companies and sustainable businesses, alongside a flexible exhibition and events space; a fair-trade and organic cafe bar; and an evening programme of lectures, film, debate and music.



<http://kingscross.the-hub.net/>

## 2 NIAB1 Community Cafe

The site known as NIAB1 comprises approximately 50 hectares of land between Huntingdon Road and Histon Road in Castle Ward, where development of up to 1,593 dwellings is proposed, plus a combined primary school and community hall, a shop and up to six retail or service units.

A park is also proposed in the centre of the development to cater for formal and informal sports provision and the potential location of a small (200 sq mtrs) community café is being considered here, although proposals are at a very early stage of development. The provisional position is that the developer would provide a shell building, with the City Council taking responsibility for the fit-out and for operational management. The precise details of the facility are therefore unknown at the time of compiling this report, but it is envisaged that there would be a strong youth component.

## Ownership and Management Options for NIAB1 Community Café

As with Clay Farm, the options that could be considered fall broadly into two distinct categories:

- Ownership and management by the City Council
- Externalised management arrangements through either contract or lease provisions

The facility as currently envisaged is relatively small, and therefore could perhaps lend itself to community management more readily than the complex shared services building at Clay Farm. There may be income generation potential from the café (although not enough is known about the use estimates for the facility to make any judgement about its commercial viability). Otherwise, whoever takes on ownership/management of the proposed NIAB community facility will be responsible for covering the operational costs which are currently estimated as likely to be in the region of £55,000 per annum (although it is not clear what staffing capacity is included in this estimate).

Finally, it may be worth commenting that if managed directly by Cambridge City Council this facility (and the Clay Farm facility) mean that the Community Development team will be servicing the provision of 3 cafes (including the existing facility at the Meadows). This may offer opportunities to re-examine the business model for this provision, or even to externalize the service into a social enterprise. One example of a social enterprise café in Cambridge is shown below; another is the Cornerstone Café – a training kitchen and cafe to be operated by the Papworth Trust at St Philip's Church (Romsey) to provide employment and training for young people with physical and mental disabilities. It will be run as a fair trade social enterprise with the aim of enabling local disadvantaged young people gain greater independence in their lives.



## Section Four

### Options for the Future

Drawing on the foregoing review of existing and planned community centre provision, the following observations are proposed as highly relevant to any exploration of potential changes to management arrangements in the future:

- 1) the Council's existing facilities focus on health and wellbeing provision for key groups within neighbourhoods, including young people, ethnic minorities, the elderly, families and children and target especially those who are disadvantaged or vulnerable
- 2) the centres are not currently marketed, or positioned, as private hire venues for weddings and other similar functions (although Meadows is in demand as a conference venue)
- 3) the facilities are well run, and provide attractive non-institutional environments; there is considerable expertise held within the staff teams, and a strong commitment to the service
- 4) building management responsibilities are currently inter-twined with community development functions and whilst staff comment that this places significant demands on their time and can detract from their outreach role, it is accepted that a community development approach to centre management is the core mission and both functions complement each other
- 5) whilst there is currently limited community involvement in the management and operation of the community centres (although some make use of keyholders to facilitate wider use within restrained staff availability), there are strong relationships with existing neighbourhood organisations (eg Romsey Action, King's Hedges Neighbourhood Partnership and Arbury Neighbourhood Community Project)
- 6) there is substantial involvement by the Chypps service in delivering youth activities within the centres and therefore some cross-subsidisation across budgets
- 7) there are strong informal liaison arrangements in place with the operators of other similar community centres, sometimes working across city and ward boundaries
- 8) there are no mechanisms currently in place to network the various community centre providers together for sharing information, expertise and plans or for developing support mechanisms to help them function effectively
- 9) planned new centres involve limited income-generation capability and will require substantial revenue financing by the City Council whichever management option is favoured

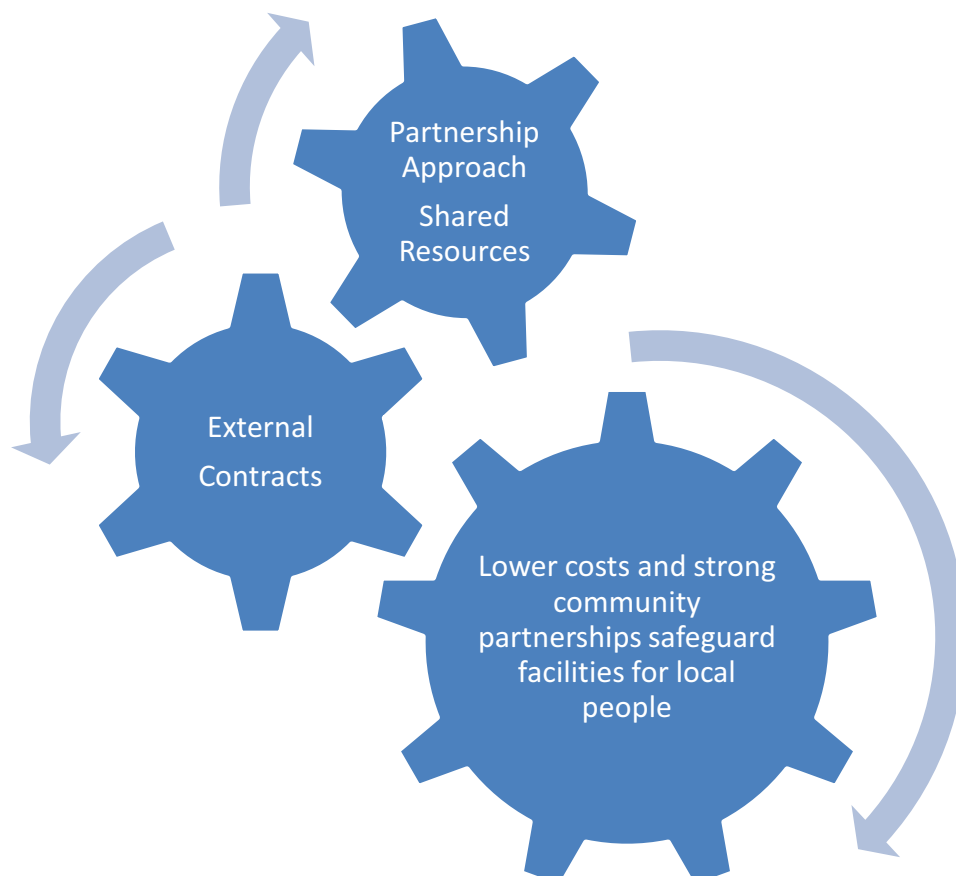
The last point is critical. If increased resources are going to be required for the City Council to manage the planned new facilities, Members will require assurances that existing management arrangements represent value for money, and are maximising their cost effectiveness, before agreeing their extension to flagship new facilities. The 'do-nothing/no change' option is therefore



discarded as there is always room for improvement. However, the other extreme option – centre closure – is also discounted here as it does nothing to contribute to the four objectives provided for the review (see page 7). However, there could be 'selective' closures, potentially enabling the Council to sell the asset or to transfer the ownership and/or management responsibility to other organisations (see below). Whether community organisations will want to make use of the new 'Right to Buy', or indeed the 'Right to Challenge' provisions of the Localism Act (see page 9) is presently unknown, although it is assumed that all the existing (and new) community centres will be included on the Council's list of 'Assets of Community Value'.

It is suggested that there are three main categories of potential change to the way the Council's community centres currently operate (and which are potentially equally applicable to the new planned provision):

- (a) Promoting wider involvement and partnership in community centre operations
- (b) Externalising management, or management functions
- (c) Exploring community management or social enterprise models



Two workshops have been held with staff to explore these areas of change (which all overlap or inter-connect to some extent) which produced not only several excellent ideas and suggestions for increasing management efficiency, but also explored the value of the team's expertise and its wider application both within existing communities and in relation to the planned new facilities coming on

stream. Using information and ideas from these sessions, the above categories can be further described as follows:

**(a) Promoting wider involvement and partnership in community centre operations**

The first observation to make here concerns the use of volunteers, and particularly allowing approved 'key holders' to operate activities within the centres without council staff needing to be present. This approach is working well at several of the Council's centres (eg at Ross Street, which is currently bringing in over 60% of its costs from hire charges) and could be extended to others, particularly if some improvements are made to security arrangements in order to limit access to different parts of the buildings.

All community centre providers face similar challenges in maintaining vibrant, well-cared for facilities that are managed to ensure affordable access by those most in need of their services. Community centres are operated as 'social businesses' right across the city, by churches, charitable organisations and trusts or by other neighbourhood organisations such as the Neighbourhood Council established for Orchard Park. The latter is an example of where political boundaries (the City Council boundary, or ward boundaries for example) don't always fit with 'natural neighbourhoods' and the way residents access facilities across these boundaries.<sup>13</sup>

It is suggested that the City Council's Community Development team could build on existing informal liaison arrangements with adjacent, similar premises and begin a phased, cautious, exploration of joint challenges and the potential for shared arrangements (eg for contract services, see below), reducing costs across organisations and ensuring a more coherent 'offer' to local communities. There may be interest in this approach, especially if access to regular specialist briefings and other services from the Community Development team were offered. However, there is of course the risk that other providers see no reason for, or benefit from, partnering with the Council in this way.

It may also be fruitful to organise some city-wide consultation on these issues. There seems to be little knowledge currently about the circumstances of many of the important facility providers. Whilst the list of facilities has been updated recently by the CVS (which notes a small decline in numbers since 2004) perhaps a short survey questionnaire could explore how centres see their future development over the next 5 years, the major challenges they expect to encounter, and indeed their interest in potential growth/expansion (see below). It could also provide a mechanism for capturing a clearer picture of the expertise available across the city, given that many organisations are actively demonstrating tremendous innovation and skill in balancing their need for income generation with their core mission.

A further relevant area of work is the initiative underway by the County Council to explore the potential for establishing community hubs, bringing public sector provision together - for example, in Abbey around East Barnwell Community Centre and in Cherry Hinton around the local library (and indeed similar to the grouping of facilities proposed for the new facility at Clay Farm as described in the previous section of this report). Capital is potentially available through developer contributions

<sup>13</sup> It is also interesting to note that the Meadows community centre is not actually on land within the City Council's boundary, sitting just within South Cambridgeshire District Council.

to make improvements to the existing centres and/or to facilitate community hubs where this delivers additional or improved community space and greater community involvement in the running of the space.

Finally, there may be scope to develop community involvement in the general operation of the Council's community centres through reporting/consultation arrangements with the four Area Committees, or as appropriate. Again, such approaches could be developed in partnership with other facility providers.

### **(b) Externalising facilities management, or management functions**

The Community Development team responsible for community centres have recently employed an Asset Manager with experience of building maintenance contracting. He has been reviewing the existing arrangements for building maintenance and examining options for improving efficiency through greater use of external contracting for some core functions. The staff workshop developed some further thinking about the potential of this option, dividing services into three 'risk' categories:

#### **Group 1 - less risk to core business**

- cleaning
- building maintenance
- grounds maintenance

#### **Group 2 - more risky – potential impact on community development ethos**

- admin/booking procedures
- publicity and promotion

#### **Group 3 – high risk - impact on community development ethos**

- cafe function
- band and sound room
- community development and outreach functions
- overall centre management and staffing
- centre supervisor duties

There is potential to consider the inclusion of Group 1 functions within the arrangements for retendering the Council's leisure facilities management contract - which is being retendered during 2012 - given that this would increase the potential for economies of scale. This option would also offer the opportunity for market testing. (NB Use of existing Council services or preferred suppliers could also be considered through this option, subject to performance issues, and noting that such approaches are not necessarily cheaper.)

Finally, the tendering of particular building management functions does offer the potential to free up or ease current time constraints on Centre Managers and allow more time for general community development. But there are also risks. For example, cleaning contractors may be less thorough than is currently the standard, or maintenance contractors may not act sufficiently promptly to avoid disruption to centre users.

### **(c) Exploring community management or social enterprise potential**

As noted in the introductory section, many local authorities are increasing transferring community and youth centres (and other community facilities) to direct management by community organisations. This approach is being implemented in Cambridge for the Trumpington Pavilion (which is managed by the Trumpington Residents Association) and has been proposed by the King's Hedges Neighbourhood Partnership in respect of the Nuns Way Pavilion. As previously noted, there are also many different types of organisations already managing community centre provision across the City, but there has as yet been no consultation with them about their potential interest in such an agenda of change. The Case Study on Northampton (provided in Appendix 1) summarises one authority's approach to transfer, indicating at least a 2-3 year lead-in period and the need for careful safeguards, and organisational support, through the tendering and contracting process.

Financial savings may not initially be substantial, as realistic management costs need to be reflected in the contract. However, charities, trusts and other forms of social enterprise bring a more entrepreneurial approach to their work, often making extensive use of volunteers, or accessing external funding that is not available to statutory organisations. Contract funding can taper, allowing for gradual development of these other resource opportunities.

As noted previously (see p.23), there are also several community cafes operating with Cambridge, and there may be opportunities for them to grow through tendering the operation of new café facilities potentially coming on stream at Clay Farm and at the NIAB site.

An alternative approach to social enterprise would be to explore options for externalising the existing community development team, or discrete elements of it (such as the catering team at Meadows). However, there is currently little evidence of a substantial appetite for such a radical approach, but options could be further explored, as appropriate, as part of Phase Two.

## **Conclusions and Proposals for Phase Two**

There are three main conclusions arising from phase one of this review:

- 1) The Council's provision is well run and well used, targeted firmly on the most vulnerable and disadvantaged communities; apart from the need to ensure that management arrangements are cost effective and financially efficient, there is no overriding need for change.
- 2) Current government policy for 'localism' promotes the development of more proactive community involvement in delivering public provision such as community centres. Whilst there are several existing arrangements of this kind within the city, these approaches could perhaps be pursued more proactively, building stronger partnership with local people and tapping into expertise across the wider community and voluntary sector.
- 3) Given the planned expansion in community facilities to support housing growth, it may be timely to re-examine the management model in order to ensure that all facilities can thrive into the future, whichever organisation is responsible for the provision; both a city-wide and neighbourhood partnership approach is essential to facilitate this.

Proposals for phase two of the work programme for this review are therefore recommended as follows:

**(a) Existing Centres**

Timing: complete by November 2012

- Hold community workshops, on a neighbourhood basis, to explore the issues and recommendations in this report with ward councillors, community development staff, community groups and residents.  
*Outputs:*
  - *proposals for shared arrangements*
  - *assessment of community support for asset transfer and potential community partners*
- Include existing centres in this year's Leisure Management Tender to market test buildings maintenance and cleaning.  
*Outputs:*
  - *clarity about whether contracting out this service is financially advantageous*
- Further explore the value of city-wide consultation on the issues explored in this report, preceded by a short survey questionnaire seeking information on how centres see their future development over the next 5 years, the major challenges they expect to encounter, and their interest in potential growth/expansion through asset transfer.  
*Outputs:*
  - *a clearer picture of community centre provision and expertise available across the city*
  - *assessment of interest in asset transfer and potential community partners*
- Continue liaison with the County Council to assess potential development of community hubs linked to the provision of developer contributions towards capital costs of building adaptations.  
*Outputs:*
  - *clarity on priority areas and potential linkages to this programme*

**(b) Clay Farm Community Facility**

Timing: complete by November 2012

- Hold community workshops to explore the issues and recommendations in this report with relevant stakeholders, ward councillors, community development staff, community groups and residents.  
*Outputs:*
  - *appraisal of the support, practicalities and likely cost implications for each of the three options outlined in this report as suitable for future management of the new facility*
  - *recommendations to the Council on the preferred management arrangements*

**(c) NIAB1 Community Facility**

Timing: complete by April 2013

- Hold community workshops to explore the issues and recommendations in this report with ward councillors, community development staff, community groups and residents.

*Outputs:*

- *appraisal of the support, practicalities and likely cost for each of the two options suggested in this report as suitable for future management of the new facility*
- *recommendations to the Council on the preferred management arrangements*

## APPENDIX 1: Northampton Community Centre Management Outsourcing

### Case Study by the Asset Transfer Unit: [www.atu.org.uk](http://www.atu.org.uk)

The story starts in 2009 when Northampton Borough Council were seeking significant savings in the Community Centres budget. The Council brought existing management committees together to tell them that the Council wished where possible to transfer community centres to existing management committees or other interested operators as quickly as possible. Due to the speed of events, little information was available to help inform decision making and in most cases there was a feeling that the Council was unlikely to go ahead with the transfers anyhow. Changes to the caretaking operations did go ahead which realised some of the financial savings needed, but there appeared to be little appetite for change amongst management committees and it became clear that a different approach was needed. At the same time a member Scrutiny process took place which endorsed the overall goal of transfer but recognised the need for proper financial and management support along the way. The identified support included tapering grant, dedicated resource to focus on transition arrangements and a procedure to begin a process of dialogue and planned transfer to willing transferees. During the process the emphasis was placed on the expected community benefits rather than the financial savings, and this opened the door to a better conversation. Community Matters, the DTA and the local CVS all advised on the design of the new course of action and were able to offer support along the way with business planning, lease negotiations and so on.

Ten existing Management Committees were offered first refusal in taking over their Centres. A further eleven were directly managed by the Council and eight of these were subject to a public offer. Expressions of interest were received from sixteen organisations. Interest was received for each of the eight centres, and six organisations expressed interest in all eight centres. An Invitation To Apply (ITA) was issued to each of these 16 organisations on 28 March 2011 and they were given a ten week period to prepare a Business Plan Application and financial projections.

The Council received seven applications to run the eight centres and of these a number were for more than one centre. Bids came from a wide variety of organisations including:

- existing users such as a martial art group,
- potential new users such as faith groups,
- neighbours
- a local school
- service providers –
- national charitable organisations
- a partnership of two existing community centres seeking to run several centres.

The bids were assessed and evaluated against the criteria below by a panel of NBC officers with Locality's Regional Manager representing the community perspective.

	Criteria	How assessed/Priority
1	Legal governance, including legal set-up, policies, licensing, power to hold land/property	Pass/Fail
2	Current financial viability	Pass/Fail
3	Public Access experience	Medium
4	Community Engagement experience	High
<b>Quality of Business Plan:</b>		
5	Community Engagement plans	Medium

	Criteria	How assessed/Priority
6	Community Activity plans	High
7	Achieving management agreement objectives	Low
8	Sustainable 5-year financial forecasts	High
9	Adequate processes/procedures/systems	Low

Two bidders were selected at the end of this process, one bidder to take over one centre and the partnership to take over the remaining seven.

The new partnership, now named Community Spaces Northampton (CSN), was appointed to run seven centres; Bellinge, Briar Hill, Kingsthorpe, Rectory Farm, Southfields, Standens Barn and Vernon Terrace. At this point CSN was a new partnership led by the Alliston Garden Youth & Community Centre (AGYCC), which proposed to set up a new company limited by guarantee, and register as a charity or Community Interest Company. This was therefore a high risk strategy for NBC, but the bid was considered to be strong with key strengths identified as:

- very credible application
- local organisation
- good community engagement experience
- considerable community centre management experience
- considerable community development experience
- considerable analysis of each centre and detailed plans for improvement
- good use of centre manager and community development resource across the 7 centres
- good staff costs to room hire income ratios
- sensible room hire income increase
- good build up of reserves
- level of grants required were within the budget

The intention at this point was for the board of CSN to be formed from trustees of AGYCC, and staff or trustees of the Doddridge Centre, another well-established community centre. In addition, professional board members would be recruited as well as experienced community practitioners. There would also be full opportunity for user groups' views to be fairly and accurately reported back to the board – either through direct election to the board or via other mechanisms.

The partners began work immediately with advisors from Locality and Northamptonshire Social Enterprise Development Agency to make decisions about the governance and structure of the new organisation. The new company was registered in August 2011. An organisation development plan was put in place with £20,000 funding from the Asset Transfer Unit and Northampton Borough Council. The grant seed funded a programme of start up support to set up the organisation and get it ready for the transfer of the buildings and two caretaking staff who will be transferred to the new company. The first £20,000 has since been supplemented by a further £10,000 (£5,000 from the Asset Transfer Unit and £5,000 from NBC).

The complete schedule of pre-development support provided from this source of grant includes (or will include):

- formation of Community Spaces Northampton;
- legal support in lease and management agreement negotiations;
- visit to Fresh Horizons in Huddersfield to see first hand a community business managing community centres and other buildings such as libraries;
- HR support in developing job descriptions for new posts and recruiting to those posts



- conditions surveys of all buildings
- accountancy support in setting up finance systems
- purchase and installation of room booking software.

Further work will be needed following transfer to; recruit and train further trustees, raise finance to undertake capital improvements to the buildings, including implementing security and remote caretaking options, develop marketing materials, community engagement, develop new job descriptions and implement staffing changes where necessary having undertaken a thorough organisational restructure.

There have been regular meetings with NBC officers to track progress, identify sticking points and find solutions. This has been critical to the process.

The Transfer of Undertakings (Protection of Employment) Regulations (TUPE) protects employees' terms and conditions of employment when a business is transferred from one owner to another. The TUPE considerations for the two caretakers have been the most difficult, time consuming and expensive to work through. Two caretakers spend more than 50% of their time working at the seven centres and therefore are due to transfer. CSN's intention is to change the role and duties of the caretakers, separating the cleaning aspects of the role and requiring the caretakers to take on day to day maintenance responsibilities. The submitted business plan did not make consideration for the additional expenses by way of pension contributions, generous holiday allowances and sickness benefits, as the full details were not provided to applicants. As a consequence further work has been required to re-calculate and evaluate the viability of on-going staffing costs. CSN want to be a good employer but may not be able to match the benefits and some of the terms and conditions to new staff, which will lead to significant differentials within a small organisation. The Council has generously offered an indemnity and have drafted an agreement enabling the caretakers to remain in the Council's pension scheme. The TUPE process is a statutory obligation and failure to comply can result in a case for constructive dismissal. This is an area that is often quite intimidating for charity trustees to tackle, and can result in significant costs for legal fees and employment advice.

One outstanding issue that has yet to be resolved is around proposals for a house that is adjacent to one of the Centres. This has previously been in community use and at one point NBC wished to sell it for residential use. CSN and the local community would prefer it to stay in community use and it would make a good base for CSN's proposed catering operation. Following representation to the Council, CSN is now negotiating with them to agree a lease for the building. This has positive implications for the business plan and the location of CSN's office base.

In general good progress is being made, although the actual date of handover has been put back twice from November to February and now the start of March. £45,000 in support costs was originally budgeted, and £30,000 of that has now been earmarked with the majority spent on legal costs. There has been a considerable amount of unpaid work for the three individuals taking on the bulk of the set up work, and some of it has been very stressful. NBC officers have provided a good level of support, but the pace has been constrained by the involvement of many different departments and in particular the backdrop of cuts and reorganisation.

What has kept everyone going has been the determination to offer a better community centre service to local people than the Council has been able to do in recent years. Coupled with the belief that there are economies of scale to be made in taking on multiple community use buildings in, for example, the deployment of staff, sharing of marketing and potential to raise funding and investment.

**Contacts:**

Community Spaces Northampton - [communityspacesnorthampton@gmail.com](mailto:communityspacesnorthampton@gmail.com)

Northampton Borough Council - [thall@northampton.gov.uk](mailto:thall@northampton.gov.uk)

## APPENDIX 2: The Centre at St Paul's

Summary taken from: [www.centrestpauls.org.uk](http://www.centrestpauls.org.uk)

***The Centre at St Paul's is a registered charity. Income generated from room hire is used to maintain and improve the building, pay staff and subsidise non income generating activities.***

***The Centre at St Paul's was created in 1996 when the Victorian church, built in 1841, was divided into two. From the outside the building looks the same. Inside, the worship area (Main Hall) now occupies half the original space. It is used for church services on Sundays and for Centre activities during the rest of the week. The Main Hall is increasingly popular as a weekend venue for dinners, fund-raising events, concerts and ceilidhs. In 2012, it will be extensively refurbished by the removal of outmoded fittings to create a flexible setting for church services and community events.***



***The Centre's own activities for members of the community include a baby and toddler group (run in partnership with Homerton Children's Centre), free internet classes (in conjunction with Cambridge Online), a seated exercise class as part of the city council's "Forever Active" programme, lunch for people with mental health issues and Friday lunch for older people. These events are coordinated by a member of staff and run by volunteers. The Centre acts as a distribution centre twice a week for Cambridge City Foodbank which is organised in partnership with Our Lady and the English Martyrs catholic church and Cambridge Community Church. On Saturdays it hosts a community lunch cooked and served by Cambridge FoodCycle volunteers using food that would otherwise be thrown away. Centre representatives play a leading role in Newtown Community Forum which meets regularly to discuss issues of concern to residents' associations and other members of the Newtown community. It also features prominently in the Newtown Newsletter, produced in conjunction with Cambridge City Council, which is distributed to 1,500 Newtown addresses four times a year.***





To: Executive Councillor for Community Development and Health: Councillor Mike Pitt

Report by: JAS LALLY

Relevant scrutiny committee: Community Services Scrutiny Committee 28/6/2012

Wards affected: All Wards

## **DEVELOPING A LOCAL HEALTH PARTNERSHIP FOR CAMBRIDGE AND CONTRIBUTING TO THE CAMBRIDGESHIRE HEALTH AND WELL-BEING STRATEGY**

### **Not a Key Decision**

#### **1. Executive summary**

- 1.1 Members of Community Services Scrutiny Committee were provided on 12 January 2012 with a paper outlining the developing Cambridgeshire Shadow Health and Wellbeing Board, other local commissioning arrangements and the emerging Cambridge Local Health Partnership. These were being put in place in response to the Health and Social Care Act 2012 (“the Act”) and form a part of the wider reforms to the NHS.
- 1.2 This report shows the progress with the establishment of these local bodies and sets out some of the Council’s own contributions to improving health in Cambridge. It also highlights the consultation about the draft Health and Wellbeing Strategy for Cambridgeshire, prepared by Cambridgeshire’s Shadow Health and Wellbeing Board, which will guide local commissioning decisions in the future, and invites members to consider what the priorities for Cambridge should be, taking into account the evidence provided by the Joint Strategic Needs Assessment, and to support the preparation of the Council’s own response, informed by the views of the Cambridge Local Health Partnership and others.

## 2. Recommendations

The Executive Councillor is recommended:

- 2.1 To note the findings of the JSNA, Phase 6, Summary Report 2012 (3.6).
- 2.2 To agree to prepare and return a Council response to the draft Health and Wellbeing Strategy, during its consultation period, and for the Executive Councillor to sign this off, after consultation with the opposition spokesperson (3.10).
- 2.3 To agree a terms of reference to guide the Cambridge Local Health Partnership (3.15).

## 3. Background

### Cambridgeshire's Shadow Health and Wellbeing Board

- 3.1 Cambridgeshire's Shadow Health and Wellbeing Board ("the Shadow Board") met for the first time on 14 October 2011 and since met a further three times. The target date for the Shadow Board to become a statutory body is 1 April 2013. The Shadow Board will:
  - Prepare a Joint Health and Wellbeing Strategy for Cambridgeshire based on an "enriched" and "inclusive" **Joint Strategic Needs Assessment (JSNA)** of the wider health and wellbeing needs of the people of Cambridgeshire
  - Promote joint commissioning and integrated provision between health, public health and social care
  - Consider local Clinical Commissioning Groups commissioning plans and ensure they are in line with the Joint Health and Wellbeing Strategy
  - Carry out a duty to involve users and the public in commissioning decisions

### Commissioning Groups and Commissioning Plans

- 3.2 At about the same time as the Shadow Board was being set up a Commissioning Senate of GPs was established for Cambridgeshire. Since then a shadow Clinical Commissioning Group (CCG) has been established across both Cambridgeshire and Peterborough. This is a sub-committee of the Cambridgeshire and Peterborough Cluster PCT Board. It has assumed delegated responsibility for leading the

commissioning of the majority of NHS services and it will take decisions that cannot be taken appropriately at locality commissioning level. The Cluster PCT Board retains oversight of commissioning and statutory accountability until April 2013 when the statutory function should transfer to the CCG. Every GP practice will have to be a member of a CCG.

- 3.3 Local Commissioning Groups (LCGs) are smaller groups of GP practices with a focus on more local issues than the CCG. There will be 8 LCGs within the Cambridgeshire and Peterborough CCG. CATCH is the largest LCG and covers parts of Cambridge and South Cambridgeshire. It comprises of 28 practices with a patient population of 217,783. The other LCG that covers parts of Cambridge City (including practices in the north and north east) is Cam Health, which comprises of 9 practices with a patient population of 83,215.
- 3.4 A briefing was held a few months ago about the emerging Local Commissioning Plans of the LCGs covering Cambridge and their local priorities. Since then, Local Commissioning Group plans have been substantially refined and reviewed. Further briefings are being arranged in order to ensure that there is a good degree of understanding of the development of clinical commissioning. Where relevant, the LCG plans complement and echo the priorities in the draft Health and Wellbeing Strategy and will be informed by the needs outlined in the Joint Strategic Needs Assessment, together with other locally identified priorities.

### **Joint Strategic Needs Assessment**

- 3.5 The Shadow Health and Wellbeing Board has already discussed the Cambridgeshire JSNA work to date, which identifies the following issues for Cambridgeshire:
- Focussing on a positive start in life for children
  - Planning for the significant forecast growth in the number of older people
  - Recognising the major impact on health of common lifestyle behaviours
  - Promoting individual and community resilience and mental health, including mitigating the effects of economic downturn
  - Addressing inequalities, and the health needs of marginalised or vulnerable groups in the county.
- 3.6 For Cambridge the JSNA, Phase 6 Summary Report 2012, finds the health of the Cambridge population to be generally similar to, or better than the England average. This Summary Report is attached as

**Appendix 1.** The views of members are sought on whether the following issues, identified in the JSNA, are important for Cambridge:

- Local inequalities in health,
- Mental health needs,
- Homeless people and maintaining a focus on prevention,
- Alcohol related harm,
- Smoking,
- Lack of physical activity and obesity.

3.7 NHS Cambridgeshire Public Health Information Team provided a more specific briefing about demographic information and health priorities for Cambridge for the seminar held on Dec 11<sup>th</sup> 2011 (see 3.13). The briefing draws from data in the JSNA and also the district profile produced by the Department of Health. (An updated district profile is due to be published by DH on 26 June 2012). To a large extent this paper reflects the issues identified in 3.6 above. Other points that it draws out for Cambridge are:

- Cambridge City has the highest concentration of the working age population (16-64 years) at 73% of its total population compared to 65% on average in Cambridgeshire
- There is a noticeably higher proportion of people aged 15-34 years due to the large student population
- In terms of ethnicity, Cambridge City is the most diverse district in Cambridgeshire with 7.2% of people in the 'Other White' group compared with 4.2% in Cambridgeshire and 3.1% in the 'Chinese or Other Ethnic group' compared with 1.1% in Cambridgeshire
- While life expectancy for men and women in Cambridge has improved, the rate of increase has not been as that seen in either England or in Cambridgeshire as a whole. Reasons for this are being explored by examining the mortality experience of both men and women in more detail but to date, reasons for this remain unclear.
- In terms of income deprivation affecting children, Cambridge is the most deprived district in Cambridgeshire and is in the second most deprived quintile nationally. In 8 wards in Abbey, East Chesterton and Kings Hedges, more than 40% of children aged 0-15 years live in families in receipt of benefits.

## **Consultation about a draft Health and Wellbeing Strategy for Cambridgeshire**

3.8 The timeline for the production of Health and Wellbeing Strategy for Cambridgeshire has been agreed. It involves:

- The finalisation of the JSNA Phase 6 Summary Report – this was approved at the Shadow Board meeting on 11 April 2012
- A planned stakeholder event later in May to discuss priorities with Local Health Partnerships and the wider Health and Wellbeing Network – this took place on 2 May 2012
- A draft Joint Health and Wellbeing Strategy approved for consultation at a special meeting of the Shadow Board on 18 June – this should be released on 18 June
- A 90 day public consultation period for the Strategy, running from 18 June to 17 September 2012
- The final approval of the final Strategy at the October Shadow Board meeting.

3.9 At the time of writing this report the consultation draft of the Joint Health and Wellbeing Strategy is not available. Its framework is expected to set out the purpose of the strategy – to allow readers to make an informed comment on the proposed themes and priorities for the final strategy – what it is thought that the needs of people in Cambridgeshire presently are and how new ways of working could lead to the outcomes that are sought – the improvement in health of Cambridgeshire’s population. As the release date of the draft is the same day as the publication of the Community Services agenda, members of the committee will receive a copy of the document with their agenda.

### **Making our response**

3.10 It will be important that the Council and its local partners and others with a stake in the health and wellbeing of the population – probably all sections of the population - contribute their views about the evidence presented and the priorities selected, based on their knowledge of the different communities in Cambridge. The document is important because it will provide guidance for local commissioning decisions. The main duty to consult, however, rests with the Shadow Health and Wellbeing Board.

3.11 The Council provides a range of services that contribute to improving the health of local people. Highlighting our services to commissioners is a key task as our work with vulnerable communities, especially those living on low incomes, is often preventative and “upstream” and

can be lost when there is an emphasis on acute and reactive care. Some of our contributing services are shown in **Appendix 2**. The Council has the opportunity to shape the document through the Cambridge Local Health Partnership.

## **Cambridge Local Health Partnership**

- 3.12 The Shadow Board sees itself as being the centre of a wider network of local stakeholder “hubs” across Cambridgeshire. These “hubs” will be the **Local Health Partnerships**, which will build on the former local Improving Health Partnerships and be based on each of the five district council boundaries.
- 3.13 The Council arranged a seminar at the end of last year to bring our services to the attention of Local GP Commissioning Groups, to raise awareness of what we contribute towards improving health and to gain a shared understanding of how we could forge a new Local Health Partnership for Cambridge. The good news was that local GP’s recognised the contribution our services make to improving the health of the local population and wanted to work closely with us. There was a stated preference at the seminar to form a reasonably small Local Health Partnership that could focus on a few local priorities, where it could make a difference.
- 3.14 Informal meetings have taken place (23 January 2012 and 11 June), involving representatives from the local GP Commissioning Groups, Public Health, the local community and voluntary sector and the Council to discuss how the Cambridge Health Partnership should be constituted, what its purpose should be, who should be involved and what might form the basis of its early work.
- 3.15 Draft terms of reference for the partnership have been produced and these are presented in **Appendix 3**. The Cambridge Local Health Partnership has yet to hold a formal meeting. It is likely that the first meeting will involve exploring the priorities in the Local Commissioning Groups’ Commissioning Plans and start to identify where joint action could be taken across Council services and with others to bring about improvements. The intention is to set up a small number of task and finish groups to progress some very focused actions and to oversee the delivery of projects that utilise existing services, perhaps delivered in a different way.
- 3.16 It is expected that the Cambridge Local Health Partnership will provide a joint view about the public health priorities for Cambridge, in response to the draft Health and Wellbeing Strategy provided for consultation. This will be incorporated into the Council’s response.



## 4. Implications

### (a) Financial Implications

The Health and Wellbeing Strategy will help guide the commissioning of local health and social care services, including those improving public health. The Council has the opportunity through the Local Health Partnership to work more collaboratively and in focused way to achieve better outcomes.

### (b) Staffing Implications (if not covered in Consultations Section)

No staffing implications.

### (c) Equal Opportunities Implications

The Council can, as part of its response to the draft Health and Wellbeing Strategy, draw attention to the needs of vulnerable groups of people living in Cambridge. Cambridgeshire County Council, as the lead body, will have the duty to prepare an Equality Impact Assessment.

### (d) Environmental Implications

It is likely that the bodies delivering services, initially, will be using the same assets, perhaps deployed in different ways.

- Nil: to indicate that the proposal has no climate change impact.

### (e) Consultation

The Council will be looking to encourage the groups it has contact with to respond to the consultation about the draft Health and Wellbeing Strategy.

### (f) Community Safety

Some of the priority areas in the draft strategy are likely to be centred on preventing violence within family settings, especially harm to children. The Cambridge Community Safety Partnership will be invited to contribute towards the Council's response to the consultation draft of the Health and Wellbeing Strategy and to link to the new partnership.

## 5. Background papers

These background papers were used in the preparation of this report:

Reports to the Shadow Cambridgeshire Health and Wellbeing Board can be found here:

<http://www.cambridgeshire.gov.uk/CMSWebsite/Apps/Committees/Committee.aspx?committeeID=55>

The Cambridgeshire JSNA reports can be found here:

[www.cambridgeshirejsna.org.uk](http://www.cambridgeshirejsna.org.uk)

National Health profiles for Cambridgeshire Districts can be found here:

<http://www.cambridgeshirejsna.org.uk/other-assessments/cambshealthprofiles>

and Cambridgeshire County Council's District reports at:

<http://www.cambridgeshirejsna.org.uk/other-assessments/cambridgeshire-districtdemographic-reports>

Information reports for GP led Local Commissioning Groups were produced as part of the JSNA Phase 5 and can be found on the JSNA website at:

<http://www.cambridgeshirejsna.org.uk/healthprofiles>

A guide to the Health and Social Care Act 2012 can be found here:

<http://www.dh.gov.uk/health/2012/03/royalassent/>

Briefing prepared for Cambridge City Seminar – NHS and Local

Government Working Together December 2011 produced by NHS

Cambridgeshire Public Health Information Team, November 2011 [phi-team@cambridgeshire.nhs.uk](mailto:phi-team@cambridgeshire.nhs.uk)

## 6. Appendices

1. JSNA, Phase 6 Summary Report 2012
2. Table showing Council services that contribute to improving health in Cambridge
3. Paper showing proposed Terms of Reference for the Cambridge Local Health Partnership

## 7. Inspection of papers

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

Author's Name: Jas Lally  
Author's Phone Number: 01223 - 458572  
Author's Email: [jas.lally@cambridge.gov.uk](mailto:jas.lally@cambridge.gov.uk)

**Cambridgeshire  
Joint Strategic Needs Assessment  
Phase 6 Summary Report  
2012**

**FINAL  
date: 11/04/12**

## Contents

1. Introduction .....	3
2. Summary of Population and Health Statistics for Cambridgeshire.....	4
3. How does Health in Cambridgeshire Districts Compare with Other Areas? .....	6
4. How do we Spend our Local Resources on Health and Care? .....	9
5. Specific JSNA Topics .....	14
5.1 Prevention of Ill Health in Adults of Working Age (2011) .....	14
5.2 Children and Young People (2010) .....	16
5.3 Older People (2011).....	17
5.4 Adults with Mental Health Problems (2010) .....	19
5.5 JSNA for New Communities (2010).....	21
5.6 Gypsies and Travellers (2010).....	22
5.7 Migrant Workers (2009) .....	23
5.8 Homeless People and those at Risk of Homelessness (2009).....	24
5.9 People with Learning Difficulties (2008) .....	26
5.10 People with Physical and Sensory Impairments and/or Long-Term Conditions (2008) .....	27
6. Summary of Key Health and Wellbeing Needs in Cambridgeshire .....	29

## 1. Introduction

This report provides a brief summary of the wealth of information about health and wellbeing needs and outcomes available on the Cambridgeshire Joint Strategic Needs Assessment (JSNA) website. <http://www.cambridgeshirejsna.org.uk/>. It is designed to identify and flag key pieces of information about the health and wellbeing needs of people who live in Cambridgeshire, and about local inequalities in health for specific population groups.

It does not have the depth of information needed to support planning of services – which is available in the detailed documents on the JSNA website. Its aim is to contain enough information to help identify strategic priorities for health and wellbeing in the county.

This JSNA summary and the supporting material lying behind it will be used as the basis for a Cambridgeshire Health and Wellbeing Strategy to address priority health and wellbeing needs to be developed and consulted on over the summer.

Preparing a JSNA is already a statutory process, and from April 2013, following introduction of the Health and Social Care Bill, the production of a joint Health and Wellbeing Strategy for the county will also be statutory.

In order for the JSNA to fully support Strategy development, a high level overview of how financial resources are currently used to meet health and care needs in the County has been included in this report. A more detailed piece of work on resource use across agencies to meet the health, wellbeing and care needs of older people is also in progress and work to date is included as a separate appendix. [http://www.cambridgeshirejsna.org.uk/webfm\\_send/224](http://www.cambridgeshirejsna.org.uk/webfm_send/224)

The purpose of the JSNA is to identify local needs and views to support local strategy development and problem solving. In order to understand whether we are achieving good health and care outcomes locally, it is useful to benchmark outcomes in Cambridgeshire against those in other areas. The government has published three outcomes frameworks to support local areas in doing this:

- The Public Health Outcomes Framework  
[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_132358](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_132358)
- The NHS Outcomes Framework  
[http://www.dh.gov.uk/en/publicationsandstatistics/publications/publicationspolicyandguidance/DH\\_131700](http://www.dh.gov.uk/en/publicationsandstatistics/publications/publicationspolicyandguidance/DH_131700)
- The Social Care Outcomes Framework  
[http://www.dh.gov.uk/en/publicationsandstatistics/publications/publicationspolicyandguidance/DH\\_131059](http://www.dh.gov.uk/en/publicationsandstatistics/publications/publicationspolicyandguidance/DH_131059)

When priorities for action have been identified in the Health and Wellbeing Strategy for Cambridgeshire, some of the indicators in the national outcomes frameworks will help us to monitor the outcomes these actions are achieving.

## 2. Summary of Population and Health Statistics for Cambridgeshire

The information presented in this section is an updated version of the *Key demographic and health related data* chapter published in Phase 5 of the JSNA (2011). <http://www.cambridgeshirejsna.org.uk/cambridgeshire-jsna/keydemohealth>.

Also included below are findings from the *Cambridgeshire Health Profile 2011*, published in June 2011 by the Public Health Observatories, and available at <http://www.healthprofiles.info>. Our local *Health Profile* briefing provides further information, including for local authority districts, and can be found at <http://www.cambridgeshirejsna.org.uk/other-assessments/national-health-profiles-cambridgeshire-and-constituent-local-authority-districts>.

### **Summary - key demographic and health related data**

- It is estimated that there are 605,400 people living in Cambridgeshire, 17.3% are under 15 years of age and 16.3% are over 65+.<sup>1</sup> Cambridge City has the highest concentration of the adult working age (16-64 years) age population at 73% of its total population compared to 65.2% on average in Cambridgeshire.<sup>2</sup>
- Population forecasts suggest that the population of Cambridgeshire is set to increase by 13% between 2011 and 2021 (78,400 people in total), with the majority of the increase seen in Cambridge City and South Cambridgeshire (2011-2021).<sup>3</sup> This is associated with a forecast increase in the number of new dwellings in the same period, of 44,100.<sup>4</sup> Further population forecasts suggest that the population of Cambridgeshire is set to increase by 21.1% between 2011 and 2031 (128,900 people in total), with the majority of the increases also seen in Cambridge City and South Cambridgeshire.
- Cambridgeshire has a predominantly white population. However, Cambridge City has a higher proportion of people from non-white ethnic groups,<sup>5</sup> when compared to the national average, many of whom are students or professionals. There are also considerable numbers of Travellers<sup>6</sup> and migrant workers within Cambridgeshire.
- Deprivation varies greatly across the county, with Fenland, north-east Cambridge and parts of North Huntingdon having the highest levels of relative deprivation. The same pattern exists for children living in poverty. Income deprivation for older people is more widely dispersed. Generally, higher levels of deprivation are associated with poorer health.
- Cambridgeshire is a predominantly rural area.<sup>7</sup> Nearly a fifth of Cambridgeshire's population do not have access to a car or van.<sup>8</sup> This goes down to less than a tenth for children living in households with no access to a car or van but up to four in ten pensioners. Cambridge City has the lowest levels of car ownership, which may be expected given that it is an urban area. However, Fenland has the second highest levels of non-car ownership in Cambridgeshire.

---

<sup>1</sup> Cambridgeshire County Council Research & Performance Team, Mid-2010 population estimates.

<sup>2</sup> Cambridgeshire County Council Research & Performance Team, Mid-2010 single year population estimates.

<sup>3</sup> Cambridgeshire County Council Research & Performance Team, Mid-2010 ward population forecasts.

<sup>4</sup> Cambridgeshire County Council Research & Performance Team Dwelling stock forecasts, 2009-2031: Cambridgeshire 2001 Census.

<sup>5</sup> Cambridge sub-regional Traveller Needs Assessment 2006.

<sup>6</sup> DEFRA classification 2004.

<sup>7</sup> 2001 Census.

- The estimated unemployment rate in Cambridgeshire increased from 5.4% in July 2008/June 2009 to 6.0% in July 2010/June 2011. The highest level of unemployment is seen in Fenland at 8.3%, which is higher than the national rate of 7.7%<sup>9</sup>. Unemployment is associated with poorer health.
- In January 2012, 2.2% of the working age population in Cambridgeshire were claiming Jobseeker's Allowance (JSA), which was at a lower level than the England average of 4.0%. The claimant count rate was the highest in Fenland at 4.0%, equal to the national average.<sup>10</sup>
- Overall, a half of lone parents do not work, with higher proportions in South Cambridgeshire and Huntingdonshire.<sup>11</sup>
- Affordable housing is a significant issue in Cambridgeshire with high differentials between house prices and average income throughout the county, most marked in Cambridge City. This leads to increased use of the private rented sector.<sup>12</sup>
- It is estimated that 35,000 households in Cambridgeshire experience fuel poverty (more than 10% of income required to heat the home). Cold homes during severe winter weather increase the risk of illness and hospital admission for infants and older people, particularly from chest infections, heart attacks and strokes.<sup>13</sup>
- Educational attainment is closely linked with health in later life. The expected standard of performance at the end of Key Stage 4 is five or more GCSEs or their vocational equivalents including English and Maths at grades A\*-C. In 2011 over 59% of Cambridgeshire pupils at the end of Key Stage 4 attained this standard, but performance varied across the county. In Fenland 43% of candidates attained five or more GCSE grades A\*-C, compared to 69% in South Cambridgeshire.<sup>14</sup>
- Life expectancy at birth in 2008-2010 was higher than in England in all Cambridgeshire districts except for Fenland where in males it was significantly lower than England and in females where it was lower than England but not significantly so.<sup>15</sup>
- There are on average around 4,800 deaths a year in Cambridgeshire (2008-2010).<sup>16</sup> Circulatory disease and cancer are the main causes of death in the overall population. Cambridgeshire has rates of mortality from all causes significantly lower than for England. The same is true for mortality from cancer, mortality from circulatory diseases and premature mortality. Conditions originating in the perinatal period and transport accidents are the main causes of death for children.<sup>17</sup>

<sup>9</sup> ONS, NOMIS Model-Based Estimates of Unemployment (for districts), Annual Population Survey, ONS, NOMI.

<sup>10</sup> ONS, NOMIS, Claimant count. Note: The number of people claiming Jobseeker's Allowance (JSA) is not an official measure of unemployment but it provides more up-to-date indicative figures of people who are seeking work.

<sup>11</sup> 2001 Census.

<sup>12</sup> See <http://www.cambridgeshirejsna.org.uk/cambridgeshire-joint-strategic-needs-assessment-jsna/jsna-phase-5>

<sup>13</sup> See <http://www.cambridgeshirejsna.org.uk/cambridgeshire-joint-strategic-needs-assessment-jsna/jsna-phase-5>

<sup>14</sup> Cambridgeshire County Council and NHS Cambridgeshire, Children & Young People Data Profile July 2011.

<sup>15</sup> ONS, November 2009.

<sup>16</sup> East of England Public Health Observatory, 2011.

<sup>17</sup> East of England Public Health Observatory, 2011.

### **3. How does Health in Cambridgeshire Districts Compare with Other Areas?**

#### **Summary**

The ONS Cluster Dataset 2012 includes comparative data for the Local Authority Districts in Cambridgeshire. The aim of the Cluster Dataset is to benchmark health outcomes and health determinants against national and Office for National Statistics (ONS) comparator district averages. ONS comparator districts, known as Clusters, are similar to each other and so the validity of comparisons is greater.

A brief summary for each District follows and table S1 overleaf includes a summary of the statistical significance of the differences, relative to the ONS Cluster and England, for each District and for each data indicator.

The full report is included on the JSNA website at <http://www.cambridgeshirejsna.org.uk/ons-cluster-dataset/ons-cluster-dataset>.

National health profiles for Cambridgeshire Districts can be found at <http://www.cambridgeshirejsna.org.uk/other-assessments/cambshealthprofiles> and

Cambridgeshire County Council's District reports at <http://www.cambridgeshirejsna.org.uk/other-assessments/cambridgeshire-district-demographic-reports>

Information reports for GP led Local Commissioning Groups were produced as part of the JSNA Phase 5 and can be found on the JSNA website at <http://www.cambridgeshirejsna.org.uk/healthprofiles>.

#### **Cambridge City**

ONS Cluster Group is Thriving London Periphery. The health of the Cambridge population is generally similar to, or better than, the England average and is, for the majority of measures, similar to the ONS Cluster average. Rates of statutory homelessness (household based) and hospital admissions for alcohol related harm are significantly higher than those for the ONS Cluster and England. Male all cause mortality is significantly higher than in the ONS Cluster.

Important issues for Cambridge City include addressing local inequalities in health, addressing mental health needs, working in partnership to address the needs of homeless people and maintaining a focus on prevention, including alcohol related harm, smoking physical activity and obesity.

#### **East Cambridgeshire**

ONS Cluster Group is Prospering Smaller Towns. The health of the people of East Cambridgeshire is generally better than the England average and is similar to, or better than, its ONS cluster average. Only the rate of statutory homelessness (household based) is significantly higher than the cluster average and no indicators are worse than the England average.



Important issues for East Cambridgeshire include prevention and management of long term conditions such as diabetes, planning in partnership to meet the needs of an ageing population with an emphasis on mental health, and promoting parental mental and physical health.

### **Fenland**

ONS Cluster Group is Prospering Smaller Towns. This is the same comparator group as Huntingdonshire and East Cambridgeshire. It could reasonably be argued that because deprivation scores in Fenland are higher than the other two areas, the comparator group is not ideal. The health of the people of Fenland is generally similar to, or worse than, the England and cluster averages. GSCE achievement, adult physical activity, hospital admissions for alcohol related harm, modelled prevalence of several major diseases and conditions, male all cause mortality and mortality from land based transport accidents are all significantly worse than the ONS Cluster and England averages. Levels of obesity in reception year children, the teenage pregnancy rate, female all cause mortality and premature mortality from circulatory diseases are significantly worse than the Cluster.

Important issues for Fenland include working in partnership to meet the needs of an ageing population, addressing rural isolation and improving access to services, addressing local health inequalities including teenage pregnancy rates, and the prevention and management of long term conditions such as heart disease and diabetes – including a focus on smoking and obesity.

### **Huntingdonshire**

ONS Cluster Group is Prospering Smaller Towns. The health of the people in Huntingdonshire is generally better than on average in the England and is either better or similar to its ONS cluster group. Only the rate of statutory homelessness (household based) is significantly higher than the cluster and English averages.

Important issues for Huntingdonshire include addressing local inequalities in health, planning in partnership to meet the needs of an ageing population, and maintaining a focus on long term prevention of ill health and management of long term conditions across all age ranges.

### **South Cambridgeshire**

ONS Cluster Group is Prospering Southern England. The health of the people of South Cambridgeshire is generally better than the England average and similar, or better than, the Cluster Group average. Only the rate of statutory homeless per 1,000 households, and hospital admissions for alcohol related harm are significantly worse than the ONS Cluster.

Important issues for South Cambridgeshire include planning in partnership to meet the needs of an ageing population, addressing transport and access to services in a predominantly rural area, and addressing health and wellbeing needs for disadvantaged groups dispersed across the area, including Gypsies and Travellers.

**Table S1: Cambridgeshire Districts - summary of statistical differences with ONS Cluster Groups and England**

Indicator	Cambridge		East Cambridgeshire		Fenland		Huntingdonshire		South Cambridgeshire	
	Local value significance c/w Cluster	Local value significance c/w England	Local value significance c/w Cluster	Local value significance c/w England	Local value significance c/w Cluster	Local value significance c/w England	Local value significance c/w Cluster	Local value significance c/w England	Local value significance c/w Cluster	Local value significance c/w England
1 GCSE achievement (%)										
2 Statutory homelessness (per 1,000 hh)										
3 Unemployment rate 16+ (%)										
4 Infant mortality rate (per 1,000 live births)										
5 Perinatal mortality crude rate (per 1,000 total births)										
6 Low birth weight babies (%) <2500g										
7 Percentage smoking in pregnancy										
8 Obesity in Year 6 year children (%)										
9 Obesity in Reception year children (%)										
10 Teenage pregnancy rate (u18) (per 1,000)										
11 Chlamydia screening in 15-24s (%)										
12 Physically active adults (%)										
13 Hospital admissions for alcohol related harm (per 100,000)										
14 Modelled CHD prevalence (%)										
15 Modelled COPD prevalence (%)										
16 Modelled hypertension prevalence (%)										
17 Modelled stroke prevalence (%)										
18 Male life expectancy										
19 Female life expectancy										
20 Male mortality from all causes (per 100,000)										
21 Female mortality from all causes (per 100,000)										
22 Mortality from all cancers (u75) per 100,000										
23 Mortality from all circulatory diseases (u75) (per 100,000)										
24 Mortality from accidents (15-24) (per 100,000)										
25 Mortality from accidents (65+) (per 100,000)										
26 Mortality from land transport accidents (per 100,000)										

**Key: statistical significance**

Significantly better
Not significantly different
Significantly worse
Significance unavailable

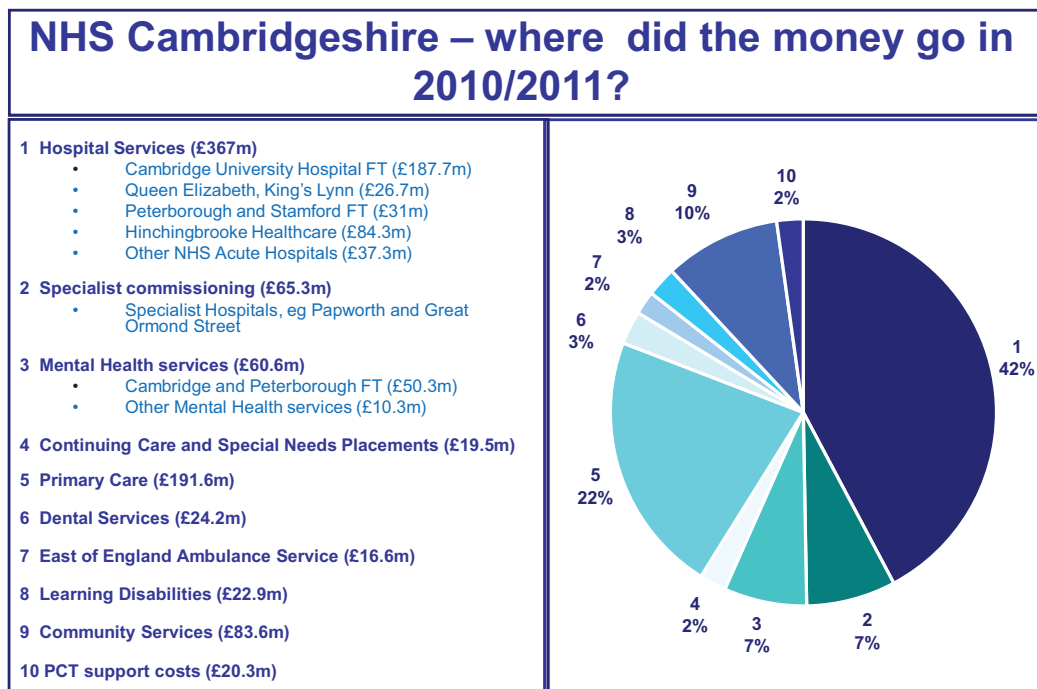
**Source: NHSC ONS Cluster Dataset 2012**

## 4. How do we Spend our Local Resources on Health and Care?

### 4.1 NHS Care

In the 2010/11 financial year (April 2010 – March 2011), NHS Cambridgeshire received approximately £872 million of public funds to spend on health and care for local people.

The breakdown of spend outlined below shows that about half of the total spend (49%) was on acute hospital care, a little under a quarter (22%) was on primary care – including GP practice services, drugs prescribed by GPs, and the NHS costs of local pharmacies; and about a tenth (10%) was on community health services – such as district nursing, health visiting, community hospitals and rehabilitation. Mental health services, including some in-patient care accounted for 7% of spend.



Source : Finance Directorate, NHS Cambridgeshire

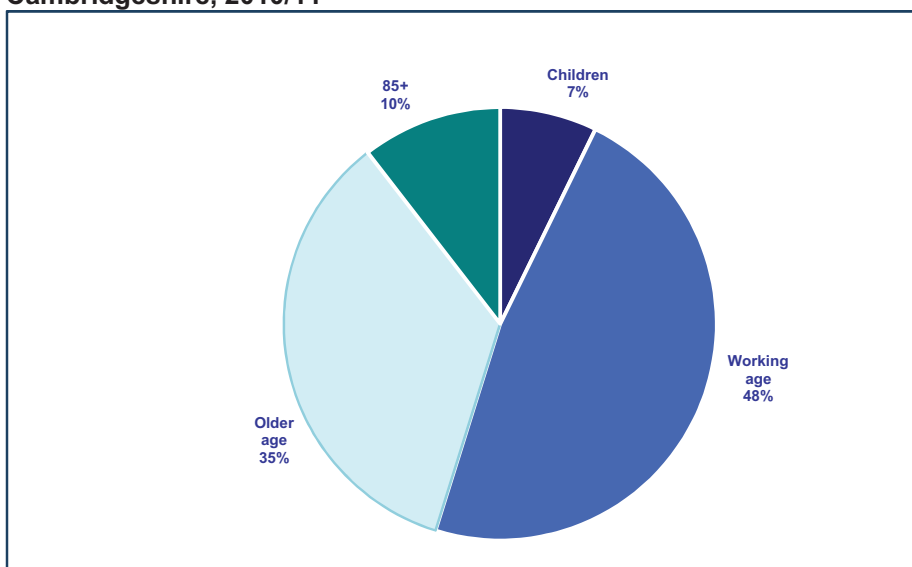
**NHS**  
Cambridgeshire

#### 4.1.1 Spend by age group – hospital admissions

The likelihood of serious illness and of needs for healthcare changes in different age groups, so in order to understand how resources are used to meet the health needs of local people, an analysis of spending of hospital care by age group in 2010/11 was completed. This showed that almost half of total hospital spend (45%) was for people aged 65+, who make up about one in six of the Cambridgeshire population.

This is not surprising, given that the likelihood of serious illness increases with age – but emphasises the importance of making sure that local healthcare provision is designed to meet the needs of older people. To support this, a more detailed analysis of activity and resource use for the care of people aged over 65 has been prepared and is available in the JSNA Older People Services and Financial Review.

#### Spend by age group – hospital admissions (elective and emergency, NHS Cambridgeshire, 2010/11

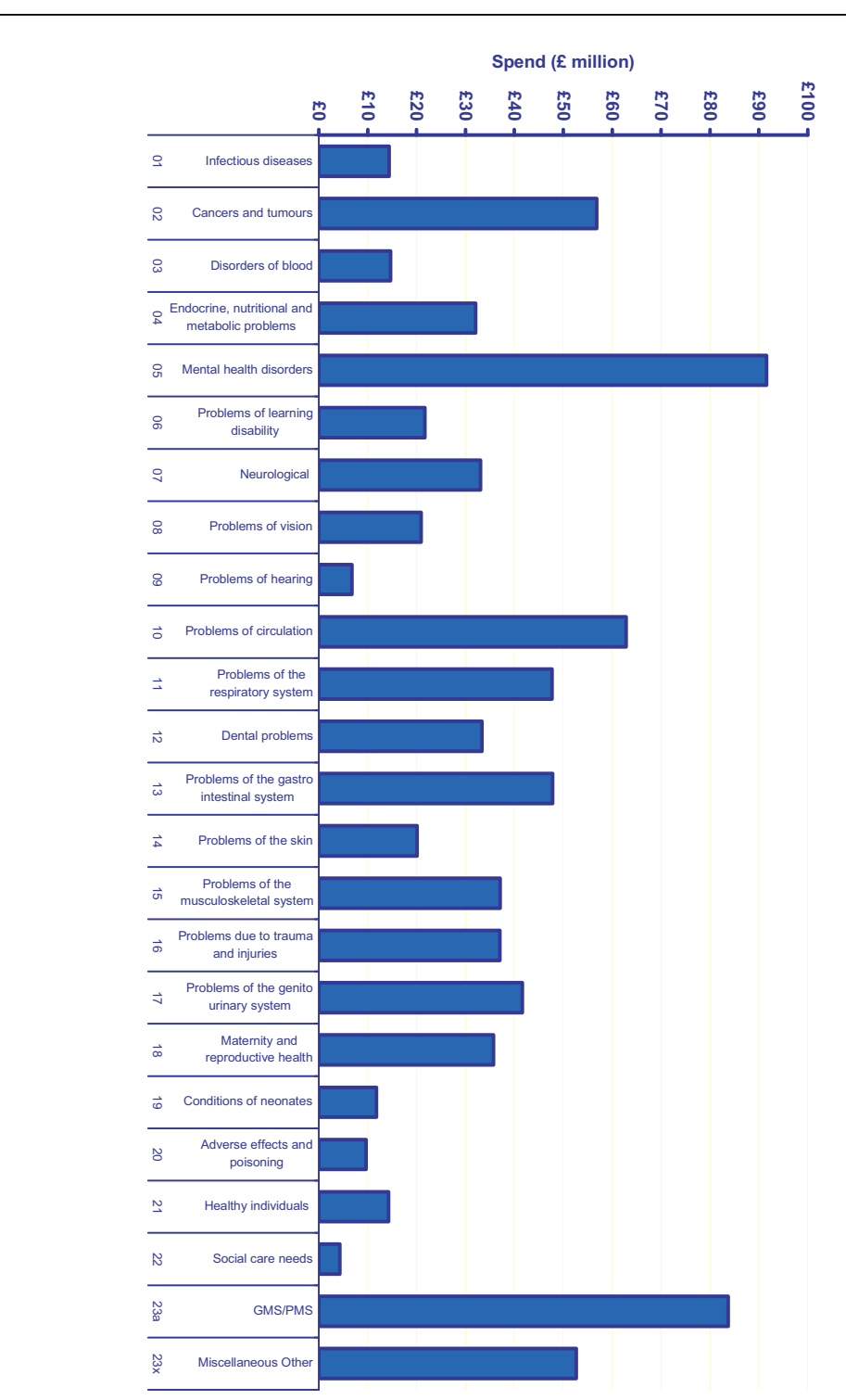


Source: Admitted Patient Care Commissioning Dataset, NHS Cambridgeshire.  
Note: Tariff costs only.

#### 4.1.2 NHS spend by disease group, 2009/10

Estimates of NHS spending on particular group of diseases are also available through Department of Health 'Programme Budgeting' data. These estimates must be regarded with some caution, as costs may be allocated in different ways in different organisations and this can skew the results. For Cambridgeshire, the programme budgeting data for 2009/10 shows that spending is spread across a range of disease groups, with the highest single area of spend being mental health problems at over £90m, followed by problems of circulation (including heart disease and stroke) at over £60m and cancers/tumours at over £55M.

Spend by NHS Cambridgeshire by disease group (2009/10 Programme Budgeting Data)

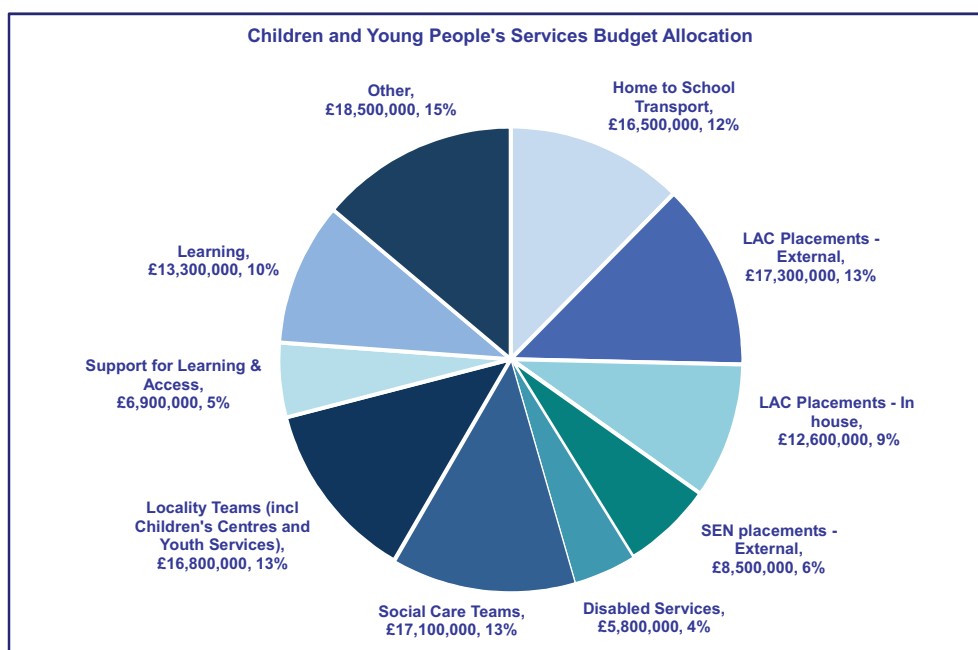


Source: Programme Budgeting Toolkit, Department of Health

## 4.2 Cambridgeshire County Council spend on Social Care and Prevention

### 4.2.1 Children and young people's services budget allocation, 2011/12

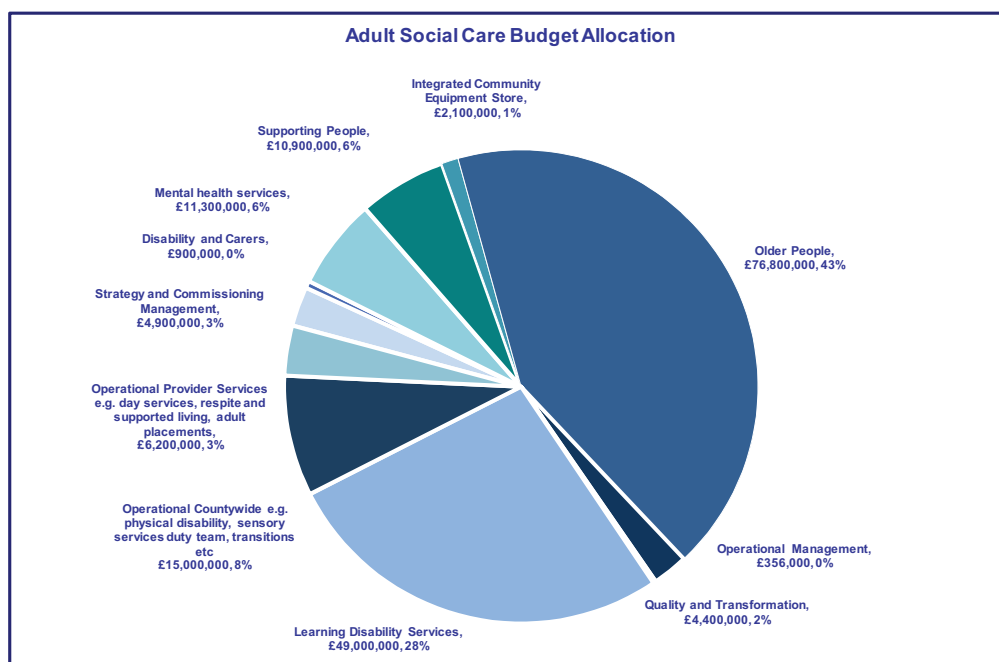
Giving children a good start in life is very important to their future health and wellbeing. The total spend on children and young people's services by the County Council, excluding direct spend on schools, is £133m. Nearly a quarter of all spend (22%) is for 'Looked after Children'; over a sixth (17%) on other social care for children, including services for disabled children, and an eighth of spend (13%) is for locality teams, including children's centres and youth services, which provide preventive interventions for children, young people and their families.



Source: Finance, Cambridgeshire County Council.

#### 4.2.2 Adult social care budget allocation, 2011/12

The total adult social care budget of the County Council is £182m. Of this, over two fifths (43%) is spent on social care for older people aged 65+ and over a quarter (28%) on social care for people with learning disabilities. Spend on social care for people with mental health problems is 6% of the total.



Source: Finance, Cambridgeshire County Council

#### 4.3 Other local public sector spend

The information outlined earlier in this section looks at spend on health and social care by the local NHS and the County Council. But many other local services have an impact on health and wellbeing.

Examples include local authority services for housing, transport, planning of new developments, environmental services, leisure services, libraries, adult education and trading standards; together with police services to address crime and improve community safety. The voluntary and third sector also has a major impact on factors affecting health – for example through housing associations, local services and volunteer schemes to support vulnerable people, and through a wider advocacy role.

It will be important to build further understanding of how this wide range of local public sector resources are used to support health and wellbeing, in order to maximise effectiveness and allow a focus on prevention.

## 5. Specific JSNA Topics

This section describes JSNA work carried out for specific topics since the process began in 2007. The year when the JSNA work was published is given in the section title.

### 5.1 Prevention of Ill Health in Adults of Working Age (2011)

Full JSNA is at: <http://www.cambridgeshirejsna.org.uk/cambridgeshire-joint-strategic-needs-assessment-jsna/jsna-phase-5>.

Summary JSNA is at: <http://www.cambridgeshirejsna.org.uk/cambridgeshire-joint-strategic-needs-assessment-jsna/jsna-phase-5-summary>.

The Cambridgeshire JSNA has identified prevention as a key need that cuts across various population groups and ages.

Prevention may work at different levels:

- through improving the 'wider determinants of health' - the wider socio-economic and environmental factors which influence our behaviour. Wider determinants such as educational outcomes, employment and income and housing are closely linked to health inequalities between different groups in the population.
- through influencing individual lifestyle behaviours such as smoking, diet physical activity and alcohol use amongst people who are currently in good health, but have behaviours which increase the risk of future illness (eg smoking related lung disease, obesity related diabetes).
- through preventive interventions for people who already have health problems ('secondary prevention'), where lifestyle changes will slow or halt the rate at which these problems worsen.

Preventing ill health necessitates integrated approaches that bring together the wider determinants of health with how people live their lives when healthy or when suffering from ill health.

#### ***Demography***

The number of working age adults in Cambridgeshire is estimated as 394,870. This is predicted to increase by 7.7% (39,030 people) in the next 10 years.

#### ***Data and inequalities***

- The Integrated Household Survey (April 2011) indicated that in Cambridgeshire about 20% of local adults are smokers - Fenland has the highest rates where 26.7% of the population is estimated to smoke and South Cambridgeshire has the lowest rate at 16.2%. Nearly 30% of men drink more than the recommended limits, with the highest rates being found in Cambridge City and Fenland (Source: NWPHE LAPE <http://www.lape.org.uk/>). Modelled estimates suggest that less than half of local adults eat more than five portions of fruit and vegetables per day; only 43% of women have high levels of physical activity compared with 50% of men (Source: JSNA Prevention of Ill Health in Adults of Working Age).



GP practices have registers of the number of their patients diagnosed with particular long term health problems. The five commonest problems seen on these registers are:

- High blood pressure (79,000 patients in Cambridgeshire)
  - Depression (60,000 patients)
  - Asthma (41,000 patients)
  - Diabetes (24,000 patients)
  - Coronary heart disease (19000 patients)
- With the exception of asthma, rates of these health problems increase with age. High blood pressure, diabetes and heart disease in particular have strong links with lifestyle behaviours such as physical activity, diet and smoking.

### ***Evidence and best practice***

A wide range of evidence for best practice in prevention of ill health is available through NICE public health guidance <http://www.nice.org.uk/guidance/phg/index.jsp>

Some preventive interventions have been shown to be effective in creating savings for the NHS by reducing use of health services in the short to medium term, as well as effective in improving wellbeing and healthy life expectancy. These include a range of interventions and services to help people stop smoking; brief interventions in general practice giving advice on alcohol consumption; and some contraceptive services. A much wider range of preventive interventions, such as advice on increasing physical activity and mass media campaigns have been shown to be very good value (cost effective) in improving health and wellbeing, compared to the majority of NHS treatment interventions.

### ***Local views***

For the first time a bespoke community consultation process was developed and implemented for the 'Prevention' JSNA. This involved the use of social media, an online survey and focus groups.

A persistent theme from both the data trends and the community consultation is that despite the generally positive wellbeing and health statistics for Cambridgeshire as a whole, the current economic climate has created some new areas of concern. Unemployment rates, benefits claims, and debt have increased in Cambridgeshire in recent years, all of which may impact on people's mental health and longer term physical health. There is a particular concern with the availability and affordability of housing, increasing levels of fuel poverty, and changes to the benefits system.

### ***Priority needs for preventing ill health amongst adults of working age***

The Steering Group and a wider Stakeholder event identified the following priorities for prevention of ill health amongst adults of working age in Cambridgeshire.

- Addressing socio-economic factors with a focus on housing issues.
- Supporting people to address lifestyle issues and behaviour change
- Initiatives for Workplace Health
- Building preventive interventions into patient pathways for people with Long Term Conditions
- Addressing Domestic Violence

## 5.2 Children and Young People (2010)

Full JSNA is at: <http://www.cambridgeshirejsna.org.uk/children-and-young-people/children-and-young-people>. It contains more detailed and specific priorities and recommendations.

### **Demography**

The number of children aged under 15 years is 104,990. It is predicted to increase by 12.5% (13,090 children) in the next 10 years.

### **Data and inequalities**

There are key inequalities in outcomes for children and young people, and these are demonstrated in a number of key indicators, including differences in life expectancy, rates of young people not in employment, education or training, attainment rates across all key stages of education, rates of unhealthy weight, teenage pregnancies and childhood deaths.

Underpinning these outcomes is the significance of deprivation and childhood poverty - the impact of deprivation can reduce the life chances of individuals whether for those living in an area where there is much deprivation or those from disadvantaged groups found throughout the county such as those with disabilities. Looked after children and young offenders are particularly likely to have poor outcomes.

Four or more adverse childhood experiences (child abuse, parental depression, domestic abuse, substance abuse or offending) increase the risk of developing mental health problems throughout life. It is estimated that half of all mental illness (excluding dementia) starts by age 14.<sup>18</sup>

### **Evidence and best practice**

National reports with evidence of best practice include: the Healthy Child Programme [1] [2], the Marmot Review [3] and New Horizons, Confident Communities, Brighter Futures: a framework for developing wellbeing. All stress the importance of the early years and providing a good start in life together with prevention, early intervention and targeted support to those with greatest needs.

[1] Healthy Child Programme Pregnancy and the first five years of life. Department of Health, October 2009. [http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_107563](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_107563)

[2] Health Child Programme from 5 to 19 years old. Department of Health. October 2009. [http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_107566](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_107566)

[3] Fair Society, Health Lives: Strategic Review of Health Inequalities in England post-2010. The Marmot Review, February 2010. <http://www.marmotreview.org/>

---

<sup>18</sup> New Horizons: Confident Communities, Brighter Futures. DH March 2010

### **Local Views**

- Priorities for local schoolchildren questioned in the 'tell us' survey were:
  - friendships and relationships
  - being a victim of crime
  - bullying

### **Priority needs for children in Cambridgeshire**

- Ensuring that all children get a good start in life as an increasing body of evidence shows that the first few years will impact lifelong.
- Supporting good mental health and emotional wellbeing which are fundamental to achieving good health.
- Preventing/reduce the negative impact of alcohol and substance misuse, obesity and overweight, childhood accidents, child poverty, domestic violence and disabilities and the consequent inequalities in outcomes for children, young people and their families.

## **5.3 Older People (2011)**

Full JSNA is at: <http://www.cambridgeshirejsna.org.uk/older-people-including-dementia/older-people-including-dementia>. It contains more detailed and specific priorities and recommendations.

### **Demography**

In Cambridgeshire in 2009, there were an estimated 95,500 people aged 65 and over. This population is expected to grow by 80% (ie an estimated 171,900 older people) in the next 20 years. People are living longer in both 'healthy' states but also in 'poor' health.

### **Data and inequalities**

By 2020, the percentage of people with long term conditions in Cambridgeshire is expected to rise: diabetes from 6.4% to 7.4%, cardiovascular disease from 6.0% to 6.4%, chronic obstructive pulmonary disease from 2.5% to 2.7%. The prevalence is higher in older age groups, so that by 2020 we will have >13,000 older people with diabetes, >11,000 older people with cardiovascular disease, and >4,600 older people with chronic obstructive pulmonary disease.

Mental illness is a significant public health issue amongst older people with high disability adjusted life years lost. Simple modelling that assumes the relationship between age and frailty remains the same as it is now, indicates that over the next 20 years:

- The number of older people experiencing difficulty in managing alone at least one domestic task (eg shopping, jobs involving climbing, floor-cleaning) is expected to almost double from 40,800 to 74,500.
- The number of older people with dementia in Cambridgeshire is expected to double from 7,000 to 14,000.

- The number of older people with depression in Cambridgeshire is expected to increase from 8,600 to 14,500.

If the current system remains unchanged, then the cost of disability benefits could rise by almost 50% in the next 20 years, while the cost of long-term care could rise by 17% by 2027/28. Additional analysis suggests that social care costs alone could double in 20 years without fundamental reform. (Glasby J (2012). *Understanding Health and Social Care* (Second Edition). The Policy Press, Bristol)

### ***Evidence and best practice***

If current patterns of need and care are applied to the projected numbers of older people, current provision of services is unsustainable. This drives two main themes:

- Prevention of ill health and promotion of good health.
- Reconfiguration of services to support people to live in a community setting as long as possible, avoid admission to hospital, and return to a community setting after discharge from hospital.

A recent policy paper by the University of Birmingham has attempted to identify what it calls “10 high impact changes” with regards to prevention in older people’s services. These are: promoting healthy lifestyles (physical activity, diet, social activity), vaccinations, screening, falls prevention, housing adaptations and practical support, telecare and technology, intermediate care, reablement, partnership working, and personalisation.

With regards to effective mental health improvement, discrimination, participation in meaningful activities, relationships, physical health, and poverty have been found to be particularly important factors influencing the mental health and wellbeing of older people.

*Confident Communities, Brighter Futures* by the Department of Health identifies the following effective interventions for the promotion of wellbeing among older people: psychosocial interventions, high social support before and during adversity, prevention of social isolation, multi-agency response to prevent elder abuse, walking and physical activity programmes, learning, volunteering. It concluded that early intervention, and prevention in high risk groups, to be effective against depression and exercise and anti-hypertensive treatment to be effective in dementia.  
[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_114774](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_114774)

### ***Local views***

The Cambridgeshire Older People’s Reference Group surveyed 260 community groups in 2008/09 and highlighted:

- 85% of older people do not access social care services.
- Most care and support is unpaid and informal.
- Men are less likely than women to participate in organised groups.
- People aged 85 and over continue to be involved in community groups.

Older people in Cambridgeshire are most concerned about: income, transport and social inclusion, access to information on services and activities, and housing, including help in the home.

#### ***Priority needs for older people in Cambridgeshire***

- Appropriate planning for the expected increase in the numbers of older people with a focus on
  - Prevention of ill health and promotion of good health amongst older people.
  - Reconfiguration of services to support people to live in a community setting as long as possible, avoid admission to hospital and care homes, and return to a community setting after discharge from hospital.
- Reviewing and developing how we work together across organisations to best support people with mental health problems particularly those with dementia and their carers.
- How we support and provide care for people at the end of their life.
- It is important to capture the assets and contributions of older people and identify ways we can support, expand and utilise these assets in Cambridgeshire for both individual health and the health and wellbeing of the older population as a whole.

#### **5.4 Adults with Mental Health Problems (2010)**

Full JSNA is at: <http://www.cambridgeshirejsna.org.uk/mental-health-adults-working-age/mh-adults>. It contains more detailed and specific priorities and recommendations.

#### ***Demography***

Mental health problems are common - with close to one in six people experiencing possible psychiatric disorder at any one time. If Cambridgeshire residents experienced roughly the national average rate of mental health problems, there would be an estimated 41,000 people in Cambridgeshire with mixed anxiety and depressive disorders, 15,000 people with generalised anxiety disorder and 11,500 with depressive disorders. Estimates for people with schizophrenia range from 580 to 2,890 and for people with affective psychosis from 1,160 to 2,890.

#### ***Data and inequalities***

The JSNA for adults with mental health problems found that while mental ill health is an issue throughout the county, rates are higher in Cambridge City and Fenland.

Homeless people, Travellers and prison populations have high levels of mental ill health. Migrant workers and black and minority ethnic communities are also vulnerable and may have barriers to accessing mental health services.

In 2009/10 about 5,500 people in Cambridgeshire were estimated to be receiving specialist care from mental health services through a Care Programme.

### ***Evidence and best practice***

The evidence base for promoting community mental health and wellbeing at all ages has been summarised in the 2010 Department of Health Report 'Brighter futures: a framework for developing wellbeing'.

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_114774](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_114774)

Good practice for treatment and care of people with a range of mental health problems is available on the NICE website

<http://guidance.nice.org.uk/Topic/MentalHealthBehavioural#/search/?reload>

### ***Local Views***

Feedback on local views from service users, gateway workers and service providers identified a range of areas where further service provision would be welcomed, including

- Support at early stages for people experiencing anxiety/stress.
- Support for people with post-natal depression.
- On going support to help people with long term severe and enduring illness post- crisis.
- More alternative to hospital admission both in a crisis and for respite.

### ***Priority needs for mental health in Cambridgeshire***

The needs identified showed common themes with those from the children and young people's and older people's JSNAs and the evidence base supports:

- Ensuring a positive start to life: Childhood and early adulthood are key periods in the development of personal resilience and educational and social skills that will provide the foundations for good mental health across the whole life course. Key interventions to promote a positive start in early life are
  - promoting parental mental and physical health
  - supporting good parenting skills
  - developing social and emotional skills
  - preventing violence and abuse
  - intervening early with mental disorders
  - enhancing play.
- Interventions that particularly help to maintain mental health for older people include reducing poverty, keeping active, keeping warm, lifelong learning, social connections and community engagement, such as volunteering.
- Interventions to increase individual, family and community resilience against mental health problems include those which reduce inequalities, prevent violence, reduce homelessness, improve housing conditions and debt management, and promote employment.

## 5.5 JSNA for New Communities (2010)

Full JSNA is at <http://www.cambridgeshirejsna.org.uk/new-communities/new-communities>. It contains more detailed and specific priorities and recommendations.

### ***Demography***

This JSNA was unusual in that it looked at the future health and wellbeing needs of communities in new housing development which do not yet exist. It is available to support future planning of developments such as Northstowe.

### ***Data and inequalities***

The initial populations in new growth areas tend to have a young age structure, with many young couples and young children, and very few older people. However, the demographic profile changes over time and so do health needs. Planning for new growth should ensure that adequate services, including healthcare services, are available to early residents and can respond to changing and diverse needs as more people move into the new developments and grow older.

### ***Evidence and best practice***

The Cambridgeshire Quality Charter for growth was developed locally and identifies best practice in developing new communities which support residents' wellbeing.

[http://www.cambridgeshirehorizons.co.uk/about\\_horizons/how\\_we\\_do\\_it/quality\\_charter.aspx](http://www.cambridgeshirehorizons.co.uk/about_horizons/how_we_do_it/quality_charter.aspx)

### ***Local Views***

A local survey carried out by South Cambridgeshire District Council compared the views of people in new communities with those of established residents. It found that residents of new developments generally reported that they were in good health, which probably reflects the younger age structure of these communities. They were less likely to feel that they belonged to their neighbourhood, and more likely to perceive anti-social behaviour as being a problem locally. Satisfaction with the neighbourhood was lower than for long term residents but was still over 80%.

### ***Priority needs for new communities in Cambridgeshire***

Key needs identified in the JSNA include

- Provision of 'lifetime homes which can be adapted to the needs of residents as they become older.
- Incorporating a range for formal and informal green space into new developments.
- Identification of community development roles, (which could be funded from a variety of sources) during building of large new housing developments – to provide early social infrastructure and support the integration of new residents including young families into the community.

## 5.6 Gypsies and Travellers (2010)

The full JSNA is at [www.cambridgeshirejsna.org.uk/travellers/travellers](http://www.cambridgeshirejsna.org.uk/travellers/travellers). It contains more detailed and specific priorities and recommendations.

### *Demography*

Gypsies and Travellers make up almost 1% of population of Cambridgeshire, with about 5,700 people identified in the 2005 Travellers Needs Assessment. Of these 58% lived in caravans and 42% in settled housing. In the January 2010 Count of Gypsy and Traveller Caravans in England the total caravan count in Cambridgeshire was 1,278. Of these, 92% (1,180) were on authorised sites (with planning permission) and 8% (98) were on unauthorised sites (without planning permission).

### *Data and inequalities*

- There are clear inequalities in outcomes for the Gypsy and Traveller population, often as a result of lack of secure accommodation. Gypsies and Travellers have significantly poorer health status than the rest of the population. This includes a lower life expectancy, higher infant mortality rate, poorer health outcomes and poorer access to preventative care, with evidence that mental health problems are more widespread.
- Gypsy and Traveller children remain highly disadvantaged in terms of educational achievement.
- Locally, there is experience that the Gypsy and Traveller community lack confidence and knowledge about how to access services such as health and social care and there is a tendency not to ask for external agency support.

### *Evidence and best practice*

The evaluation of the National Pacesetters Programme<sup>[1]</sup>, which involves delivering equality and diversity improvements and innovations, has identified some short term gains which included making links and engaging with community members, improving cultural awareness among healthcare staff, increasing awareness of health needs and health services among Gypsies, Roma and Travellers and raising the profile of their health needs. It is noted that many of these gains have been made in the process of involvement.

[1] Pacesetters Programme Gypsy, Roma and Traveller core strand Evaluation Report for the Department of Health. Van Cleemput P, Bissell P, Harris J, April 2010. <http://www.sabp.nhs.uk/>

Fenland District Council's work with Travellers has been identified nationally as an example of good practice.

### *Local views*

- Interviews with Traveller children showed concerns about their environment such as location, lack of safe play spaces/facilities and distance/isolation from local communities. Misunderstanding by others about the nature of their identity and reluctance to reveal ethnicity for fear of bullying are particular concerns. Children expressed a constant expectation of racism and many had been exposed to racially motivated threats or attacks.



### ***Priority needs for Gypsies and Travellers in Cambridgeshire***

- Implementing the existing County wide Gypsy and Traveller strategy to improve outcomes and life chances for Gypsy and Traveller communities and promote and enable community cohesion in Cambridgeshire.
- Improving data collection and ethnic monitoring to support better planning and commissioning of services.
- Ensuring good access to health services and support especially for early intervention/prevention, health promotion, mental health and wellbeing and for those with complex health needs. Providing public health and other service information and communications in an accessible format to the Gypsy and Traveller population with appropriate content.
- Improving site management and provision, promoting good practice in education, sharing good practice across different organisations and promoting continuing community engagement between the settled and Traveller communities to reduce mistrust, fear and discrimination.

### **5.7 Migrant Workers (2009)**

The full JSNA is at <http://www.cambridgeshirejsna.org.uk/jsna-topics-published-previously/migrant-workers>. It contains more detailed and specific priorities and recommendations.

#### ***Demography***

International migrants in Cambridgeshire come from all over the world and with different socio-economic backgrounds. Since 2001, National Insurance Registrations indicate that approximately 30,000 people have come to Cambridgeshire to work. Of these, it is estimated that around 13,100 have remained for over one year, bringing the total number of Cambridgeshire residents who were born abroad to 61,500. Following EU expansion in 2004, a rapid increase in migration took place which has brought high inflows of people from the eight Eastern European accession countries (A8) to the county.

The Cambridgeshire Migration Monitoring report 2009 suggests that the number of international migrant coming to the county in 2009 fell compared to 2008 and was largely due to a fall in Polish migrants. All districts saw an overall decrease except Fenland where a decrease in Polish migrants was offset by migration from other A8 countries.

#### ***Data and inequalities***

- Pupil Level School Census data published in January 2009 indicates that black, minority ethnic (BME) children, those in the category 'white: other group' and the categories of Gypsy/Roma and travellers comprise 13.2% of Cambridgeshire's total school population. The data also identifies that across the county's school population 87 languages are spoken.

- Housing is one of a number of key factors that has an important influence on people's health. Research indicates that the majority of newer migrants are living in privately rented or tied accommodation. The numbers of migrants living in houses in multiple occupation has also increased locally, especially in Fenland. This type of accommodation is often of low quality and overcrowded.

### ***Local views***

A county Migration Review workshop involving key stakeholders was held on 10 October 2011. The workshop reported that vulnerabilities still remain around housing, information support and guidance and employment exploitation. Language barriers still exist and the need for English for speakers of other languages (ESOL) courses remain.

Cultural differences regarding alcohol use was a challenge particularly in some migrants from A8 countries where unsafe drinking could have adverse effects on their health and wellbeing as well as that of others.

### ***Priority needs for migrant workers in Cambridgeshire***

A number of Migrant Impacts Fund projects have been undertaken to meet needs in recent years. Funding was used to increase the support available to children and families through the Wisbech Locality Team and also to fund interventions in Fenland and East Cambridgeshire to reduce the negative impacts of houses in multiple occupation on residents and neighbours. Resources need to be identified in order to continue projects where they have proved successful.

## **5.8 Homeless People and those at Risk of Homelessness (2009)**

The full JSNA is at <http://www.cambridgeshirejsna.org.uk/jsna-topics-published-previously/people-who-are-homeless-or-risk-homelessness>. It contains more detailed and specific priorities and recommendations.

### ***Demography***

Homelessness describes a wide range of circumstances where people have no secure accommodation. This JSNA categorises homeless people into three overlapping groups:

- **single homeless and rough sleepers (SHRS)** - group of homeless people for whom there may be no statutory duty or simple solution (around 500 are registered with Cambridge Access Surgery);
- **statutory homeless** - those defined in law as being in priority need and entitled to housing support from local authorities (around 600 households across Cambridgeshire each year, largely families);
- **hidden homeless and those at risk of homelessness** – those not recognised by local authorities or services (thought to be much larger than the two other groups together).

### ***Data and inequalities***

The JSNA focussed on the SHRS group as these have demonstrably very poor outcomes. Physical health, drugs, alcohol, mental health and wellbeing have been recognised as priority health issues among the homeless. Amongst the patients registered at the Cambridge Access Surgery - a dedicated GP practice largely for single homeless and rough sleepers, of the 40 who are known to have died over the last five years, the average age at death was 44.

### ***Evidence and best practice***

The SHRS in Cambridge include a small number of chronically excluded adults, with chaotic lifestyles, behavioural, substance misuse and control issues, and poor mental and physical health. They are often difficult to engage with services but represent significant costs to the tax payer as prolific offenders, having frequent hospital admissions and A & E visits, and intensive users of community and housing support services. Following the findings of the JSNA a partnership funded project has been put in place to work with this group and co-ordinate preventive services, with the aim of improving outcomes and reducing the need for 'crisis' interventions. The outcomes achieved through this project are being evaluated.

### ***Local views***

A patient and stakeholder survey undertaken by the Cambridge Access Surgery in 2007 reported high levels of satisfaction with the service and that if the service as not available just under half of respondents would attend A & E or not access healthcare at all.

### ***Priority needs for homeless people in Cambridgeshire***

- Addressing the needs of chronically excluded adults, single homeless and rough sleepers in Cambridgeshire focusing on the complex interrelationships between health, housing and social care to improve outcomes. Where possible more integrated multi-agency services should be commissioned including funded posts for liaison and co-ordination between services.
- Developing methods to encourage service user and frontline staff engagement in planning, service redesign and commissioning processes. Service users' experience and perceived needs should be embedded in the planning of their own care and of wider services.
- Developing integrated information systems, data collection tools and ways of unifying individual client records so they can be used and accessed across services to allow more holistic and person-centred care.
- Developing services enabling prevention of homelessness and early intervention for the newly homeless to improve individual lives and to reduce overall homelessness. Support is particularly required at transition points such as leaving care, prison release and hospital discharge.

## 5.9 People with Learning Difficulties (2008)

Full JSNA is at <http://www.cambridgeshirejsna.org.uk/jsna-topics-published-previously/adults-learning-disability>

### **Demography**

Across Cambridgeshire there are estimated to be around 10,000 people with learning disabilities aged 15 and above, the majority being people with mild learning disabilities who mainly do not require specialist health or social care support.

### **Data and inequalities**

Cambridgeshire Learning Disability Partnership teams provide health and/or social care support to around 2,230 individuals with learning disability, of whom around 1,700 receive social care support. There is a higher than expected number of service users in Fenland. It is predicted that by 2021 the number of adults with learning disabilities needing support will increase by between 300 and 450.

- People with learning disabilities are vulnerable and at risk of being marginalised. They are more likely to:
  - be socially excluded;
  - have poorer physical and mental health;
  - have difficulties in accessing healthcare;
  - be at risk from abuse;
  - be discriminated against;
  - need support to access housing, health, employment and independent living;
  - be at greater risk of ending up in prison.

There are estimated to be around 3,400 adults with Autistic Spectrum Disorder (ASD) in Cambridgeshire, of whom around 750 would meet the criteria for learning disability. Individuals who do not meet the criteria may still need significant support and there is a statutory responsibility on public sector agencies to assess and meet the needs of people with ASD.

### **Local views**

- Transport is key to access in a number of areas including, improving social networks, leisure opportunities, work and housing choices.
- LDP want access to community based services and more flexible and varied day care services with more opportunities to go out into the community and to learn new skills.
- People with learning disabilities want the right to get part-time work, voluntary work or work experience as well as a full time paid job depending on their wishes. It is felt that a person centred approach and more support is needed to enable this.
- People with learning disabilities want a choice about where they live and who they live with. There are concerns about the funding for housing, particularly for tenancies.

- Consultation with people with learning disabilities and their carers highlights a number of areas where they face difficulties accessing and using health services.

***Priority needs for People with Learning Disabilities in Cambridgeshire***

- Supporting transition from children and young people's services to adult services.
- Ensuring access to health checks, screening and other preventive health care.
- Being treated with dignity and respect, addressing the issues outlined in the 'local views' section above.
- For carers to be consulted, valued and supported in their role, including forward planning as the carer ages.
- Receiving person-centred care and support with the option of self-directed support and personal budgets.
- Exploring increased provision of services within the county for people with learning disabilities including children, to reduce the need for high cost out of county placements.

**5.10 People with Physical and Sensory Impairments and/or Long-Term Conditions (2008)**

Full JSNA at <http://www.cambridgeshirejsna.org.uk/jsna-topics-published-previously/adults-physical-or-sensory-impairment-and-or-long-term-condition>

***Demography***

The OPCS Survey of disability estimated that, in 2006, 8% of the Cambridgeshire population (including older people) or about 48,000 people had a disability.

***Data and inequalities***

- There were 3,020 disabled people of working age receiving benefits in Cambridgeshire in May 2009. Of these 2,990 were receiving Disability Living Allowance. Claimants of benefits related to disability represented about 0.8%, or one person in 125, of resident working age people in Cambridgeshire.
- Individuals with the most severe forms of physical and sensory impairment are eligible for social services support. In 2008/09, Cambridgeshire County Council Adult Social Care provided services for 2,110 clients aged 18-64 with physical disability, frailty and sensory impairment.
- There were 570 people aged between 18 and 64 who were registered with the Council as Blind and/or Partially Sighted at 31 March 2008. There were 1,510 people of all ages registered with social services in Cambridgeshire as deaf (435) or hard of hearing (1,075) at 31 March 2007.
- The likelihood of having a disability increases with a person's age.

### ***Local views***

A review of both local and national consultations with people with physical and/or sensory impairment gave the following findings:

- Housing is a major factor determining physically disabled people's health and wellbeing. It appears from national reports that most disabled people live in unsuitable accommodation.
- Physical disability also affects family members, as they often give up their employment to become carers or, if parents, they need to face the costs of a disabled child.
- People with physical disabilities tend to have less disposable income than people without disabilities. Often, this leads into debt problems and housing deprivation.
- Hospital and care staff may have negative attitudes towards physically disabled people mainly due to lack of knowledge of their condition.

### ***Priority needs for people with a sensory or physical impairment in Cambridgeshire***

- Considering how some causes of disability can be prevented – for examples through measures to reduce road traffic injuries and stroke.
- Providing effective treatment and rehabilitation services directed towards restoring function for people who are already ill or injured to reduce residual disability.
- Minimising social exclusion for people with physical and sensory impairments through implementation and monitoring of equalities legislation, promoting positive attitudes and flexible practices amongst employers, and through providing opportunities for personalised care with the option of self directed support and personalised budgets.

## 6. Summary of Key Health and Wellbeing Needs in Cambridgeshire

Looking at the range of JSNA work that has been carried out over the past four to five years in Cambridgeshire, key health and wellbeing needs identified for the county can be summarised as follows:

- i. To focus on ensuring a positive start to life for children, given the growing evidence of the impact this will have throughout their lives. Work in a targeted way with more vulnerable families to:
  - promote parental mental and physical health
  - support good parenting skills
  - develop social and emotional skills
  - prevent violence and abuse
- ii. To plan now for the significant forecast growth in the number of older people in Cambridgeshire over the next 20 years by prioritising
  - Prevention of ill health and promotion of good health amongst older people.
  - Reconfiguration of services to support older people to live in a community setting as long as possible, avoid admission to hospital/care homes, and return to a community setting after discharge from hospital.

The evidence base as to what works in preventive services and admission avoidance to hospital or care homes for older people is still developing, so it is essential to evaluate initiatives and measure how well they are working.

- iii. To recognise the major impact of common lifestyle behaviours which often start in childhood and continue throughout life – eg smoking, physical activity levels, healthy eating and alcohol use – on the development of long term health problems; and to encourage communities to support lifestyle change.
- iv. To promote individual and community resilience and mental health, including promotion of social networks/self management support and community engagement. To be aware of current social and health inequalities and trends in Cambridgeshire, and monitor the potential impacts of unemployment, poor educational attainment, housing benefit/ universal credit changes, fuel poverty, debt and other social issues on local people's health and wellbeing.
- v. To consider the needs and outcomes for particularly vulnerable or marginalised populations in Cambridgeshire – including Gypsies and Travellers, homeless people, migrant workers, people with learning disabilities, people with mental health needs and people with physical/sensory impairments, when developing or changing services.

This page is intentionally left blank



Cambridge City Council. Some examples of its contribution to improving the wellbeing of communities in Cambridge

<b>Council Responsibility</b>	<b>Contribution to Improving Well-being</b>
<p><b>Housing</b></p> <p><i>City Homes: Robert Hollingsworth</i></p> <p><i>Strategic Housing: Alan Carter</i></p>	<ul style="list-style-type: none"> <li>• Providing council houses for those in need and <b>housing the homeless</b></li> <li>• Supporting <b>tenants and leaseholder groups</b> so that they can contribute to management of the delivery of housing services</li> <li>• Investing in our housing stock to improve its <b>energy efficiency and tackle fuel poverty</b>, and to provide high quality personal hygiene facilities; we also have a role in promoting health &amp; safety standards in the private sector housing dealing with damp and cold and unsafe properties.</li> <li>• As the strategic housing authority we work with Housing Associations and through the planning process to deliver more <b>affordable housing</b>.</li> <li>• We promote <b>high environmental and accessible standards</b> in new affordable housing. For example, all of the new affordable housing on the growth sites will be level 4 of the Code for Sustainable Housing and at least 2% will be fully wheelchair accessible.</li> <li>• We run <b>sheltered housing</b> schemes and support the most vulnerable tenants with specialist care (and work in partnership to do more – Richard Newcombe was opened earlier in the year as an “extra care” scheme for frail elderly – built by Cambridge Housing Society on land provided by the City Council.</li> <li>• We run targeted projects working with <b>rough sleepers</b>, including support to voluntary sector providers, e.g. Wintercomfort, Jimmy’s Night Shelter</li> <li>• Home Aid is the City Council’s version of a home improvement agency that is set up to support older and other vulnerable people to remain in their homes as long as possible by facilitating <b>repairs or carry out adaptations</b> to their homes. We have set up a shared service with South Cambs DC and Hunts DC.</li> </ul>
<p><i>Planning: Patsy Dell</i></p>	<ul style="list-style-type: none"> <li>• Agreeing <b>strategic plans</b> that shape development in the city.</li> <li>• Controlling development</li> </ul>

Cambridge City Council. Some examples of its contribution to improving the wellbeing of communities in Cambridge

<b>Council Responsibility</b>	<b>Contribution to Improving Well-being</b>
	<ul style="list-style-type: none"> <li>• Good <b>design</b> standards</li> <li>• Planning for new <b>health and community facilities</b> in growth areas</li> <li>• Local needs assessment as part of neighbourhood development</li> </ul>
<p><b>Environmental Health:</b> <i>Jas Lally</i></p>	<ul style="list-style-type: none"> <li>• Provision of <b>pest</b> control services to deal with public health pests such as rats, mice, bedbugs</li> <li>• Dealing with filthy and verminous homes, people and possessions, including hoarders and properties that are a fire risk.</li> <li>• Food and health and safety <b>licensing</b></li> <li>• <b>Health &amp; Safety</b> in the commercial workplace, including the investigation of serious accidents</li> <li>• Responsibility for food safety and <b>advisory</b> services on healthy eating and enforcement of smoke free regulations and advising on smoking cessation services</li> <li>• Responsibility for infectious <b>disease</b> control and investigations into food poisoning</li> <li>• Responsibility for <b>alcohol</b> entertainment and <b>gambling</b> licensing and working in partnership with community safety and alcohol reduction strategies.</li> </ul>
<p><b>Pollution:</b> <i>Jas Lally</i></p>	<ul style="list-style-type: none"> <li>• <b>Air</b> - City Council has an air quality action plan, as part of which we are working to promote cleaner fuel vehicles, both with taxi operators and with the County Council re: buses</li> <li>• We have a preventative role on “permitted processes”, which covers major operations such as Addenbrooke’s incinerator and Marshalls spray-painting, which we regulate</li> </ul>

## Cambridge City Council. Some examples of its contribution to improving the wellbeing of communities in Cambridge

<b>Council Responsibility</b>	<b>Contribution to Improving Well-being</b>
	<ul style="list-style-type: none"> <li>• <b>Water</b> – we take enforcement action against those who pollute water and land, and work closely with the Environment Agency</li> <li>• <b>Noise</b> pollution – we promote responsible behaviour and take enforcement action against those who breach noise pollution regulations</li> </ul>
<p><b>Arts and Recreation:</b> <i>Debbie Kaye</i></p>	<ul style="list-style-type: none"> <li>• In addition to the <b>GP referral scheme</b> (which should be well-known to GPs and provides for them to prescribe subsidised exercise sessions at our leisure centres), we:</li> <li>• Provide programmes for the <b>disabled</b>, including “goal ball” (a sport activity for the visually impaired), trampolining and horse riding</li> <li>• Put on “street games” sessions for <b>young people</b>, including basketball and BMX</li> <li>• Run the “<b>Forever Active</b>” programme of exercise classes for the over-50s, ranging from pilates to seated exercise to zumba</li> <li>• Support local <b>sports clubs and volunteers</b>; and</li> <li>• Run school sports activities and the annual “<b>youth games</b>”</li> <li>• We have a major programme of activity in 2012 to take advantage of the opportunity provided by the <b>Olympic</b> games to promote physical activity</li> </ul>
<p><b>Community Safety:</b> <i>Alan Carter</i></p>	<ul style="list-style-type: none"> <li>• Work with partners to <b>reduce crime</b> and disorder</li> <li>• ASB <b>case workers</b> acting on specific cases of ASB with victims and perpetrators</li> <li>• <b>CCTV</b> – general role in public safety and night-time economy</li> </ul>

## Cambridge City Council. Some examples of its contribution to improving the wellbeing of communities in Cambridge

<b><i>Council Responsibility</i></b>	<b><i>Contribution to Improving Well-being</i></b>
	<ul style="list-style-type: none"> <li>• Tackling <b>domestic violence</b></li> <li>• Safer City <b>grants</b> scheme for helping community solutions to crime and safety issues</li> <li>• Support to <b>street pastors</b> scheme – night-time support to people who are drunk/vulnerable</li> </ul>
<b><i>Licensing</i></b>	<ul style="list-style-type: none"> <li>• Alcohol licenses</li> <li>• Creating <b>cumulative impact zone</b></li> </ul>
<b><i>Community Development:</i></b> <i>Trevor Woollams</i>	<ul style="list-style-type: none"> <li>• <b>Community centres</b>, e.g. Meadows, Browns Field, Buchan Street (a Healthy Living Centre)</li> <li>• Neighbourhood Community Development</li> <li>• ChYPPs – general <b>play</b> activities and targeted schemes (e.g. work to deter high risk behaviour and promoting healthy eating, etc.</li> <li>• Work with <b>older</b> people, e.g. Cambridgeshire Celebrates Age, tea dances</li> <li>• Priority areas include <b>vulnerable</b> communities - people with disabilities, engaging black and minority ethnic residents, older and younger people, and those on low incomes</li> <li>• Extensive voluntary sector <b>grants</b> programme</li> <li>• Knowledge of local communities (Mapping Poverty research and direct contact with groups) and support for Neighbourhood projects, such as walking groups from community centres.</li> </ul>
<b><i>Local Transport Management:</i></b>	<ul style="list-style-type: none"> <li>• Promoting cycling and walking</li> </ul>

## Cambridge City Council. Some examples of its contribution to improving the wellbeing of communities in Cambridge

<b>Council Responsibility</b>	<b>Contribution to Improving Well-being</b>
<b>Patsy Dell</b>	
<b>HR and employment policies</b> <i>Deborah Simpson</i>	<ul style="list-style-type: none"> <li>• To support health of our <b>employees</b>, e.g. counselling service, smoking cessation</li> </ul>
<b>Provision of Council Tax benefit and Housing benefit</b> <i>Alison Cole</i>	<ul style="list-style-type: none"> <li>• Promoting take up of <b>benefits</b> and giving advice on claims</li> <li>• Prioritising groups that will receive Council Tax Benefit under a locally managed scheme</li> </ul>
<b>Streets and Open Spaces</b> <i>Toni Ainley</i>	<ul style="list-style-type: none"> <li>• Providing a local environment that is clean and pleasant, which can be enjoyed by local people. This includes recreation grounds, nature reserves, parks, playgrounds and paddling pools.</li> </ul>
<b>Corporate Strategy</b> <i>Andrew Limb</i>	<ul style="list-style-type: none"> <li>• Carrying out Equality Impact Assessment of services to ensure that groups of people are not excluded</li> <li>• Improving participation in the Council's decision-making and providing open forums where local people can "have their say" about issues that affect their well-being.</li> </ul>

This page is intentionally left blank

## CAMBRIDGE LOCAL HEALTH PARTNERSHIP

# Proposed Terms of Reference

Draft: 11 June 2012

## 1. Purpose

Set within the context of ongoing public health and other reforms, this partnership will provide strong local representation and accountability. It will help shape local policies and the delivery of local services and promote the health and wellbeing of Cambridge's residents.

The Cambridge Local Health Partnership will look to add value to existing partnerships, where it can, and choose to focus on local project delivery, where it can make a difference. Emphasis will be on getting things done, making the best use of the assets of partners and keeping the bureaucracy of the Partnership to a minimum.

## 2. Role

The role of the Cambridge Local Health Partnership is to:

- Be a place where knowledge about the local health and wellbeing needs of Cambridge citizens and the assets of service providers is shared and understood, so that local collaborative work is better informed
- Identify a small number of local priorities where joint action can improve the health and wellbeing of local people
- Commission Task and Finish Groups, involving a wide range of stakeholders with an interest in an identified priority, to develop, implement, monitor and review a work programme
- Inform and contribute to the developing **Health and Wellbeing Strategy** for Cambridgeshire
- Provide a brief annual report showing headline achievements over a year
- Represent the interests of local people and to utilise existing community engagement mechanisms, where possible, so that the plans and strategies of local agencies are better informed, and
- Maintain a two-way flow of communication with the **Shadow Cambridgeshire Health and Wellbeing Board** to develop joint working and to play a role in its network

### **3. Membership**

Membership of the Cambridge Local Health Partnership will cover:

- Cambridge Council Executive Member for Community Services and Health
- Cambridge Council Executive Member for Housing
- Cambridge Council Opposition Spokesperson
- Cambridgeshire County Councillor
- GP representative of Cam. Health / CATCH
- Cam. Health / CATCH Manager/s
- Locality Public Health representative
- Representative of the Shadow Health and Wellbeing Board / Director of Public Health
- Representative of the community and voluntary sector
- Representative from Cambridgeshire Children's Trust
- Head of Refuse and Environment (City Council)

### **4. Meeting Arrangements**

#### **Notice of Meetings**

Meetings of Cambridge Local Health Partnership will be convened by Cambridge Council, who will also arrange the clerking and recording of meetings.

#### **Chair**

Cambridge Local Health Partnership will elect a Chair and Vice-Chair.

#### **Quorum**

The quorum for all meetings of the Cambridge Local Health Partnership will be achieved when at least 3 different organisations are in attendance. The role of members will be to regularly attend meetings.

#### **Substitutes**

Nominating groups may appoint a substitute member for each position. These members will receive electronic versions of agendas and minutes for all meetings.

#### **Decision Making**

It is expected that decisions will be reached by consensus, however, if a vote is required it will be determined by a simple majority of those members present and voting. If there are equal numbers of votes for and against, the Chair will have a second or casting vote. There will be no restriction on how the Chair chooses to exercise a casting vote.



## **Meeting Frequency**

Cambridge Local Health Partnership will meet quarterly.

## **Status of meetings and reports**

Cambridge Local Health Partnership meetings shall be open to the press and public and the agenda, reports and minutes, will be available for inspection at the City Council's offices and website at least five working days in advance of each meeting. [This excludes items of business containing confidential information or information that is exempt from publication in accordance with Part 5A and Schedule 12A to the Local Government Act 1972 as amended.]

## **Officer Support**

Cambridge Council will offer procedural advice and the servicing of meetings.

## **5. Governance and Accountability**

Cambridge Local Health Partnership will be accountable for its actions to its individual member organisations. Representatives will be accountable through their own organisations for the decisions they take. It is expected that members will have delegated authority from their organisations to take decisions within the terms of reference. It is expected that decisions will be reached by consensus.

This page is intentionally left blank



Cambridge City Council

Item

**To:** Executive Councillor for Community  
Development & Health – Councillor Mike Pitt  
**Report by:** Tracy Lawrence  
**Relevant scrutiny  
committee:** COMMUNITY SERVICES  
**Wards affected:** All

### **Project Appraisal and Scrutiny Committee Recommendation**

**Project Name: Refurbishment of Chapels and Public Areas at  
Cambridge City Crematorium**

### **Recommendations**

#### **Financial recommendations –**

- The Executive Councillor is asked to approve the commencement of this scheme, which is already included in the Council's Capital & Revenue Project Plan (SC524).
- The total cost of the project is £120,000, funded from R&R
- There are no ongoing revenue implications arising from the project.

#### **Procurement recommendations:**

- The Executive Councillor is asked to approve the carrying out and completion of the procurement for the refurbishment of the Chapels and public areas to be carried out under a phased programme by requesting separate quotes.
- Subject to:  
The permission from the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

## **1 Summary**

Refurbishment of all public areas at Cambridge City Crematorium to greatly improve standards and the ambience for bereaved persons and visitors.

## 1.1 The project

Target Dates:	
Start of procurement	June 2012
Award of Contracts	From July 2012
Start of project delivery	August 2012
Completion of project	December 2012

## 1.2 The Cost

Total Project Cost	<b>£ 120,000</b>
--------------------	------------------

### Cost Funded from:

Funding:	Amount:	Details:
Reserves	<b>£</b>	
Repairs & Renewals	<b>£120,000</b>	R&R Fund (Premises) 21181

### Ongoing Revenue Cost

Funding:	Amount:	Details:
Year 1 & Ongoing	<b>£</b>	Within existing ongoing R&R provision

## 1.3 The Procurement

The programme constitutes a number of very different discrete work packages and separate request for quotations to each market sector will deliver better value than one single contract.

## 1.4 The Project

The Refurbishment Project will ensure that we continue to provide an exceptional service to all users of our facilities, in a comfortable and aesthetically pleasing environment. The improvements will enhance the professional service already provided, enabling us to

have the competitive edge on neighbouring crematoria, thereby maintaining, if not increasing, current income streams.

- Redecorate the East and West Chapels together with the waiting rooms and toilet areas.
- Introduce low energy lighting to all areas.
- Redecorate and improve facilities in two vestries.
- Improvements to all public toilet facilities
- Introduce new soft furnishings to improve the ambience and aesthetics of all public areas.
- Introduce new technology to offer more choice.
- Provide a Bearers room for Funeral Directors and their staff.

### **1.5 Aims & objectives**

A city that celebrates its diversity, unites in its priority for the disadvantaged and strives for shared community wellbeing.

- To make effective and efficient use of Council buildings.
- Improve facilities for those attending funeral services that are using the Chapels, waiting rooms and vestries.
- Improve welfare facilities for visitors to the Crematorium.
- Offer more choice to bereaved people.

### **1.6 Major issues for stakeholders & other departments**

Various stakeholder groups will benefit from the proposed works:

- **Bereaved People** – offering more choice to facilitate their funeral service requirements.
- **Public** – both mourners attending funerals and visitors to the crematorium with improved waiting room and toilet facilities. Improved information systems.
- **Officiants** – redecorate and improve facilities within both vestries, install a new lectern in the West Chapel and relocate the lectern in the East Chapel.
- **Funeral Directors** – provision of a Bearers room.

### **1.7 Summarise key risks associated with the project**

- Complaints to the local/national press.
- Funeral services taking place at neighbouring Crematoria.

- Further deterioration of facilities

## 1.8 Financial implications

Appraisal prepared on the following price base: 2012/13

## 1.9 Capital & Revenue costs

<b>(a) Capital</b>	<b>£</b>	<b>Comments</b>
Building contractor / works	110,000	
Professional / Consultants fees	5,000	
Other capital expenditure	5,000	
<b>Total Capital Cost</b>	<b>120,000</b>	

<b>(b) Revenue</b>	<b>£</b>	<b>Comments</b>
R&R Contribution	0	To be reviewed as part of service contribution in 2012/13
<b>Total Revenue Cost</b>	<b>0</b>	

## 1.10 VAT implications

No VAT implications identified.

## 1.11 Environmental Implications

Climate Change impact	
-----------------------	--

+L Introduction of low energy lighting throughout and 'green' hand driers in the toilet areas

## 1.12 Other implications

These proposals will allow us to improve services to the bereaved and visitors to the crematorium.

**1.13 Staff required to deliver the project**

Lead Officer (Bereavement Services) – Tracy Lawrence

Project Management – Tracy Lawrence

Legal and Procurement Support

**1.14 Dependency on other work or projects**

None identified

**1.15 Background Papers**

Bereavement Services Business Plan 2011-16.

**1.16 Inspection of papers**

Author's Name	Tracy Lawrence
Author's phone No.	01954 782428
Author's e-mail:	Tracy.Lawrence@cambridge.gov.uk
Date prepared:	April 2012

## Capital Project Appraisal - Capital costs &amp; funding - Profiling

**Appendix A**

	2012/13	2013/14	2014/15	2015/16	2016/17	Comments
	£	£	£	£	£	
<b>Capital Costs</b>						
Building contractor / works	110,000					
Purchase of vehicles, plant & equipment						
Professional / Consultants fees						
Other capital expenditure:	10,000					Contingencies
<b>Total Capital cost</b>	<b>120,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Capital Income / Funding</b>						
Government Grant						
Developer Contributions						
R&R funding	120,000					
Earmarked Funds						
<b>Total Income</b>	<b>120,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Net Capital Bid</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	





## Cambridge City Council

To: Executive Councillor for Community Development and Health:  
Councillor Tim Bick

Report by: Jackie Hanson, Operations & Resources Manager

Relevant scrutiny committee: Community Services Scrutiny Committee 29/2/2012

Wards affected: All Wards

### COMMUNITY DEVELOPMENT GRANTS

#### Key Decision

#### 1. Executive summary

To approve three grant awards as detailed in 2 and 3 below.

#### 2. Recommendations

The Executive Councillor is recommended to approve the following Community Development grant awards as detailed in the background information below:

1. £29,500 to Young Lives for the Young Project Workers Scheme - 5 placements
2. £5,000 to Young Lives for the Young Localism - Dragon's Den - Awards for Young Localism Project
3. £10,000 to Cambridge & District Citizens Advice Bureau for 2 Advice Kiosks

#### 3. Background

This decision is requested to enable urgent confirmation of support for the projects to enable the voluntary organisations to plan the staffing and publicity required, and purchase equipment, within tight timescales.

##### 3.1 Young Project Workers Scheme

This proposal is for a Young Project Workers Scheme in Cambridge.

The scheme would provide young people aged 16 – 21 with the opportunity to be employed for approximately 6 months with a voluntary and community sector organisation within the City. There will be two main outputs from this scheme:

- Young unemployed people will be given an opportunity to gain meaningful short-term employment within the voluntary sector working on a specific project and gaining important skills that will assist their future employability.
- Voluntary and Community Sector organisations will receive additional staffing resource and capacity to develop or enhance a short-term project.

##### Structure of Scheme

Young Lives will organise and administer the scheme and will co-ordinate finding suitable host organisations and also undertaking the initial work in relation to the recruitment of Young Project Workers.

The scheme will provide a young person with a 6-month employment opportunity, which is fully funded. The hourly rate of pay will be £6.00 per hour (just above the National Minimum Wage) and will be for 22.5 hours per week. It is most likely that the young

person will be unemployed or just finishing education and beginning to job seek. The scheme is intended for young people who may find it difficult to access employment through the normal routes.

Included within the 22.5 hours per week will be the opportunity for the Young Project Worker to access up to 3 hours per week of training. Some of this training will be provided centrally by Young Lives for all young people and others is expected to be sourced and provided by the host organisation. There will be a small bursary scheme, which host organisations can access to cover costs of training when applicable.

The cost per young person is £5,900, which includes recruitment, training, wages, overheads and management (Young Lives and host voluntary organisation), is based on a programme for 4-6 young people.

There are detailed expectations of Young Lives, the host organisations and the young people.

### **3.2 Young Localism - Dragon's Den**

This project is to give young people have opportunities to embrace localism initiatives in their communities. Young Localism – Dragon's Den provides young people with the opportunity to "pitch" to a group of Young Dragons for up to £1,000 to run a project, which benefits their local community. The City's funding will all be allocated to projects to be run by City Young People. There are no overhead or management charges and the project has been tried and tested previously by Young Lives who will manage the project.

### **3.3 Advice Kiosks**

Following the success of the advice kiosks around the City and the second phase almost completed, a further 2 kiosks are sought. During the consultations around locations for kiosks 2 additional sites have been proposed: Grafton Centre and St Andrews Hall. The funding will be awarded on the satisfactory completion a feasibility study.

## **4. Implications**

- (a) **Financial Implications** - the awards are within the grants budget
- (b) **Staffing Implications** - none
- (c) **Equal Opportunities Implications** - none
- (d) **Environmental Implications** - nil
- (e) **Consultation** - none
- (f) **Community Safety** - none

## **5. Background papers**

none

## **6. Appendices**

none

## **7. Inspection of papers**

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

Author's Name: Jackie Hanson  
Author's Phone Number: 01223 - 457867  
Author's Email: jackie.hanson@cambridge.gov.uk

**CAMBRIDGE CITY COUNCIL**  
**Record of Executive Decision**

<b>Community Development Grant Awards</b>
-------------------------------------------

**Decision of:** Executive Councillor for Community Development & Health  
Councillor Bick

**Reference:** 12/CS/CDH/01

**Date of decision:** 08/03/2012      **Recorded on:** 08/03/2012

**Decision Type:** Key Decision

**Matter for Decision:** The Executive Councillor for Community Development & Health is asked to approve the following Community Development grant awards as detailed in the Officer's report.

1. £29,500 to Young Lives for the Young Project Workers Scheme - 5 placements
2. £5,000 to Young Lives for the Young Localism - Dragon's Den - Awards for Young Localism Project
3. £10,000 to Cambridge & District Citizens Advice Bureau for 2 Advice Kiosks

**Why the decision had to be made (and any alternative options):** This decision was requested to enable urgent confirmation of support for the projects to enable the voluntary organisations to plan the staffing and publicity required, and purchase equipment, within tight timescales.

**The Executive Councillor's decision(s):** The Executive Councillor for Community Development & Health approved the following Community Development grant awards:

1. £29,500 to Young Lives for the Young Project Workers Scheme - 5 placements
2. £5,000 to Young Lives for the Young Localism - Dragon's Den - Awards for Young Localism Project
3. £10,000 to Cambridge & District Citizens Advice Bureau for 2 Advice Kiosks

**Reasons for the decision:** There will be two main outputs from this scheme:

- Young unemployed people will be given an opportunity to gain meaningful short-term employment within the voluntary sector working on a specific project and gaining important skills that will assist their future employability.
- Voluntary and Community Sector organisations will receive additional staffing resource and capacity to develop or enhance a short-term project.

**Scrutiny consideration:** The Chair and Spokesperson of Community Services Scrutiny Committee (Community Development and Health) were consulted prior to the action being authorised.

**Report:** A report detailing the background and financial

considerations is attached.

**Conflicts of interest:** No conflicts of interest were declared by the Executive Councillor.

**Comments:**

## CAMBRIDGE CITY COUNCIL

### Record of Executive Decision

Project Appraisal and Scrutiny Committee Recommendation Orchard Citrix Replacement
------------------------------------------------------------------------------------

**Decision of:** The Executive Councillor for Housing, Councillor Smart

**Reference:** 12/CS/H/01

**Date of decision:** 26<sup>th</sup> March 2012      **Recorded on:** 26<sup>th</sup> March 2012

**Decision Type:** Not a Key Decision

**Matter for Decision:** To recommend to Council the increase in monetary value of this capital project (which is already included at a lower sum in the Council's Housing Capital Plan) for approval by Council, subject to resources being available to fund the capital and revenue costs associated with the Scheme. The total capital cost of the project is £36,340, and it is proposed that this is funded from the housing IT repairs and renewals fund, where sufficient provision exists. The project already has approval for £24,000, with approval for an additional £12,340 of capital resource required.

**Why the decision had to be made (and any alternative options):** The project aims to complete the transition to a new, fully supported, software solution for launching the Orchard Housing Management Information System to users across all council departments.

**The Executive Councillor's decision(s):** The Executive Councillor resolved to agree:

- I. To recommend the increase in monetary value of this capital project (which is already included at a lower sum in the Council's Housing Capital Plan) for approval by Council, subject to resources being available to fund the capital and revenue costs associated with the Scheme. The total capital cost of the project is £36,340, and it is proposed that this is funded from the housing IT repairs and renewals fund, where sufficient provision exists. The project already has approval

for £24,000, with approval for an additional £12,340 of capital resource required.

- ii. The one-off revenue cost of the project is £12,110, with this cost to be funded as originally intended, utilising the existing revenue budget for application support days, which is an integral part of the current contract with Serco. Ongoing revenue costs for the new solution will be met from existing revenue budgets, previously utilised to meet the costs of the existing solution.

**Reasons for the decision:** The current solution for delivering the Orchard system to the user is no longer supported by the IT provider (Microsoft).

**Scrutiny consideration:** The Chair and Spokesperson of Community Services Scrutiny Committee (Housing) were consulted prior to the action being authorised.

**Report:** See attached

**Conflicts of interest:**

**Comments:**

## Project Appraisal and Scrutiny Committee Recommendation

<b>Project Name</b>	Orchard Citrix Replacement
<b>Committee</b>	Community Services
<b>Portfolio</b>	Housing
<b>Committee Date</b>	28 <sup>th</sup> June 2012
<b>Executive Councillor</b>	Councillor Smart
<b>Lead Officer</b>	Julia Hovells

### Recommendation/s

#### Financial recommendations –

- The Executive Councillor is asked to recommend the increase in monetary value of this capital project (which is already included at a lower sum in the Council's Housing Capital Plan) for approval by Council, subject to resources being available to fund the capital and revenue costs associated with the Scheme. The total capital cost of the project is £36,340, and it is proposed that this is funded from the housing IT repairs and renewals fund, where sufficient provision exists. The project already has approval for £24,000, with approval for an additional £12,340 of capital resource required.
- The one-off revenue cost of the project is £12,110, with this cost to be funded as originally intended, utilising the existing revenue budget for application support days, which is an integral part of the current contract with Serco. Ongoing revenue costs for the new solution will be met from existing revenue budgets, previously utilised to meet the costs of the existing solution.

## 1 Summary

### 1.1 The project

The project aims to complete the transition to a new, fully supported, software solution for launching the Orchard Housing Management Information System to users across all council departments.

Target Start date	Project commenced February 2011
Target completion date	April 2012

## 1.2 The Cost

Total Capital Cost	£36,340
--------------------	---------

### Capital Cost Funded from:

Funding:	Amount:	Details:
Reserves	£0	
Repairs & Renewals	£24,000	13503 (Approved June 2011)
Repairs & Renewals	£12,340	13503 (Requiring approval)
Section 106	£0	
Other	£0	

### Revenue Costs

Project Implementation	£12,110	
Year 1 and 2 (Server Support only)	£2,720	Existing Cost / Budget
Year 3 Ongoing (Server Support + V-Workspace Support )	£3,190	Existing Cost / Budget

## 1.3 The Procurement

Serco, on behalf of the Council, will procure the hardware and software provided as part of this solution from specialist external companies.

The cost of hardware was £11,080 and the software is anticipated to be £25,260.



Technical services will be provided by Serco as part of the existing IT contractual arrangements with the Council.

## **2 Capital Project Appraisal & Procurement Report**

### **2.1 What is the project?**

Over 250 members of staff and external contractors use the Orchard Housing Management System across all council departments. This is currently delivered to users' desktops via a Citrix based solution. This software has been used for 6 years and is now out of support and requires replacement.

In the initial recommendations made by Serco, a virtual solution using Quest v-Workspace products was proposed, at a total estimated project cost of £20,600. This was considered a preferable option to upgrading the Citrix software, which would have incurred significantly higher costs than adopting the Quest virtual solution.

The estimated project cost rose when it was identified that licences for the new solution had been under-specified and under-quoted for the original project quote.

Following investigation and pilot implementation of the proposed virtual solution by Serco, and significant testing of this by pilot users in housing, it was concluded that the virtual element of the solution, operating on the platform that the Council is currently using, caused operation of the housing management information system to be too slow to be acceptable to the service.

Serco were unable to provide an alternative virtual solution and instead suggested the purchase of two replacement physical servers, but still using the Quest v-Workspace software.

A combination of the need to purchase physical servers and to meet the accurately identified costs of licenses, the total implementation cost will be £48,450 (£36,340 capital / £12,110 revenue).

## **2.2 What are the aims & objectives of the project?**

The key objective for this project is to enable continued access to the business critical Orchard Housing Management Information System, deploying a fully supported solution.

As part of this project, it is also the aim to ensure that the solution adopted is fully compliant with the corporate IT Strategy, which moves away from using Citrix to a standard delivery method (Quest V-Workspace) for launching programs to the user.

## **2.3 Summarise the major issues for stakeholders & other departments?**

An inability for users to access the Orchard Housing Management Information System would negatively impact:

- Letting and voiding of Council properties
- Recording changes in leasehold property ownership
- Managing the right to buy process
- Ordering of day to day, void and planned repairs and improvements
- Collection of rent by direct debit
- Allocation of all rent collected to tenancies
- Recovery of arrears / legal activity
- Creation of standard letters and documentation
- Responding to day to day enquiries from tenants

Departments negatively affected would include; City Homes, Customer Services, Estates and Facilities, Strategic Housing, Legal Services, Revenues and Benefits.

## **2.4 Summarise key risks associated with the project**

The current solution for delivering the Orchard system to the user is no longer supported by the IT provider (Microsoft). Operating a business critical system in an un-supported environment carries significant operational risks in terms of facilitating staff to be able to undertake routine tasks and deliver standard day to day services.

Operating unsupported software solutions also contravenes the government connect requirement, meaning that we will be non-compliant if a replacement solution is not implemented.

## 2.5 Financial implications

a. Appraisal prepared on the following price base: 2011/12

## 2.6 Capital & Revenue Costs (One-Off)

<b>(a) Capital</b>	<b>£</b>	<b>Comments</b>
IT Hardware Costs	11,080	£10,730 for the purchase of 2 physical servers and £350 for back up tapes
IT Software Costs	25,260	V-Workspace Enterprise Licences, RDS CAL Licences, Windows Server Licenses and back up software licence. Including 2 years support
Professional / Consultants fees	0	Serco will deliver the technical services, charged to revenue budgets via application support days
Other capital expenditure	0	
<b>Total Capital Cost</b>	<b>36,340</b>	

<b>(b) Revenue</b>	<b>£</b>	<b>Comments</b>
Professional / technical support for implementation	12,110	Services will be provided by Serco, recharged as application support days under the existing support contract, funded from existing revenue budgets
Other revenue costs	0	
<b>Total Revenue Cost</b>	<b>12,110</b>	

There will be no increase in the ongoing cost of server support, as Serco will support the two new servers in place of the obsolete Citrix servers.

The support and maintenance for V-Workspace is included in the capital project for years 1 and 2, and will be met from within existing revenue budgets from year 3 onwards.

## **2.7 VAT implications**

There are no adverse VAT implications associated with this project.

## **2.8 Other implications**

There are no other direct implications for consideration as part of this project.

## **2.9 Estimate of staffing resource required to deliver the project**

The project has been resourced to date using a combination of in-house information systems staff and Serco (in the form of application support days).

Testing has been carried out by a number of pilot users across the authority.

Approval of the additional resource required will allow completion of the project with minimal additional use of these staffing resources.

## **2.10 Identify any dependencies upon other work or projects**

There are no direct dependencies on any other work or specific projects.

## **2.11 Background Papers**

- Serco Project Initiation Document – SR013019054 (Version 1.1)

- Serco Project Initiation Document – SR013019054  
(Version 1.8)

## 2.12 Inspection of papers

Author's Name	Julia Hovells
Author's phone No.	01223 457822
Author's e-mail:	julia.hovells@cambridge.gov.uk
Date prepared:	12 <sup>th</sup> March 2012



## Capital Project Appraisal - Capital costs &amp; funding - Profiling

**Appendix A**

	2011/12	2012/13	2013/14	2014/15	2015/16	Comments
	£	£	£	£	£	
<b>Capital Costs</b>						
Building contractor / works						
Purchase of vehicles, plant & equipment	11,080					
Professional / Consultants fees						
Other capital expenditure:IT Software	25,260					
<b>Total Capital cost</b>	<b>36,340</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Capital Income / Funding</b>						
Government Grant						
S106 funding						
R&R funding	36,340					13503
Earmarked Funds						
Existing capital programme funding						
Revenue contributions						
<b>Total Income</b>	<b>36,340</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
<b>Net Capital Bid</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	





## CAMBRIDGE CITY COUNCIL

### Record of Executive Decision

#### Recommendation to Buy Back a Dwelling

**Decision of:** The Executive Councillor for Housing, Councillor Smart

**Reference:** 12/CS/H/02

**Date of decision:** 11<sup>th</sup> April 2012      **Recorded on:** 11<sup>th</sup> April 2012

**Decision Type:** Not a Key Decision

**Matter for Decision:** This report proposes that the Council follows the basic premise of the 'Right of First Refusal' for buying back a Council dwelling that was sold under the right to buy process in 1970. Although this property was originally sold before the introduction of the legislation, the owner-occupier has approached the Council, to offer the Council the right to repurchase, outside of any legal requirement to do so.

**Why the decision had to be made (and any alternative options):** On 2<sup>nd</sup> July 2007, the Executive Councillor for Housing, following scrutiny by Housing Management Board, approved the criteria to determine the conditions under which the Council may choose to enact their legal right to 'buy back' a dwelling.

The property meets criteria four:

Property location frees up land or access or is suitable for future development.

**The Executive Councillor's decision(s):** The Executive Councillor resolved to agree:  
Financial recommendations –

Where a general provision for buying back dwellings under the Right of First Refusal legislation or equivalent has been included as part of the Housing Capital Programme:

- I. The Executive Councillor approved that the Council, following an approach by the owner, look to buy back the ex-Council property as detailed in the Officer's report, that was sold under Right to Buy in 1970. Although the Right

of First Refusal process is not applicable in this instance, the Council has been offered the opportunity to take back a property that sits within a potential future re-development area.

- II. The capital cost of the project is detailed in the confidential report attached.
- III. The revenue implications arising from bringing this property back into housing stock (management, repairs and property improvements) are anticipated to be fully met from the rental income from the dwelling once let.

**Reasons for the decision:**

Although the Right of First Refusal process is not applicable in this instance, the Council has been offered the opportunity to take back a property that sits within a potential future re-development area.

**Scrutiny consideration:**

The Chair and Spokesperson of Community Services Scrutiny Committee (Housing) were consulted prior to the action being authorised.

**Report:**

See attached

**Conflicts of interest:**

**Comments:**