



# Public Document Pack

## Cambridge City Council

### STRATEGY AND RESOURCES SCRUTINY COMMITTEE

**To:** **Scrutiny Committee Members** - Councillors Brown (Chair), Rosenstiel (Vice-Chair), Birtles, Boyce, Ashton, Benstead, Herbert and Tucker

**Alternates:** Councillors Pogonowski and Blackhurst

**Leader of the Council:** Councillor Bick

**Executive Councillor for Customer Services and Resources:**  
Councillor Smith

**Date:** Monday, 15 October 2012  
**Time:** 5.00 pm  
**Venue:** Committee Room 1 & 2 - Guildhall  
**Contact:** Glenn Burgess **Direct Dial:** 01223 457169

### AGENDA

**1 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 OF THE PREVIOUS MEETING** (*Pages 1 - 34*)

**4 PUBLIC QUESTIONS**

**5 RECORD OF URGENT DECISIONS TAKEN BY THE LEADER OF THE COUNCIL AND THE EXECUTIVE COUNCILLOR FOR CUSTOMER SERVICES AND RESOURCES**

To note decisions taken by the Leader of the Council and the Executive Councillor for Customer Services and Resources since the last meeting of the Strategy and Resources Scrutiny Committee.

5a Replacement of the Heating Boilers in the Admin. Block at Mill Road Depot  
(Pages 35 - 46)

5b Additions to the Capital Plan (Pages 47 - 48)

### **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 Customer Services and Resources**

### **Items for Decision by the Executive Councillor, Without Debate**

Items for debate by the committee and then decision by the Executive Councillor for Customer Services and Resources.

**6 CUSTOMER ACCESS STRATEGY 2012 - 2015** (Pages 49 - 72)

**7 PROCUREMENT STRATEGY 2012-17** (Pages 73 - 88)

**8 DISPOSAL OF 7 SEVERN PLACE CAMBRIDGE CB1 1HL** (Pages 89 - 96)

**9 SIEMENS MAINTENANCE CONTRACT - PROJECT APPRAISAL** (Pages 97 - 106)

**10 CORE SWITCH UPGRADE - PROJECT APPRAISAL** *(Pages 107 - 116)*

**11 APPOINTMENT TO THE COUNTY ARCHIVES AND LOCAL STUDIES ADVISORY GROUP**

The County Archives and Local Studies Advisory Group exists to provide a forum for those who share an interest in the preservation and use of the documentary heritage of Cambridgeshire (including the historic county of Huntingdonshire). These 'stakeholders' include creators, depositors, custodians and users of collections.

The aims of the Group are:

- To be the main point of reference for consultation and advice on matters relating to archives and local studies in the county
- To provide advocacy and publicity for archives and local studies collections and services: their collection, preservation and use
- To exchange information between all stakeholders in order to stimulate and improve both individual activity and partnership working

**12 OPTIONS FOR SITE K1, ORCHARD PARK** *(Pages 117 - 128)*

NOT FOR PUBLICATION: The annex to this report relates to an item (item 12) during which the public is likely to be excluded from the meeting 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.

*(Pages 117 - 128)*

**Decisions of the Leader**

Items for Decision by the Leader, Without Debate

**13 REVIEW OF USE OF THE REGULATION OF INVESTIGATORY POWERS ACT** *(Pages 129 - 148)*

**14 LOCALISM ACT 2011: IMPLEMENTATION OF THE COMMUNITY RIGHT TO BID** *(Pages 149 - 158)*

Items for debate by the committee and then decision by the Leader of the Council

**15 LOCAL GOVERNMENT RESOURCE REVIEW - BUSINESS RATES**

## **RETENTION POOLING OPTIONS** *(Pages 159 - 170)*

To follow *(Pages 159 - 170)*

### **16 DISTRICT HEATING SCHEME** *(Pages 171 - 184)*

### **17 REVIEW OF STREETLIFE ANTI-SOCIAL BEHAVIOUR** *Pages 185 - 240)*

### **18 GENERAL DEBTS WRITE OFF**

NOT FOR PUBLICATION: The report relates to an item (item 18) during which the public is likely to be excluded from the meeting 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.

## **Information for the Public**

**Location** 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.

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- 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.

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[www.cambridge.gov.uk/democracy/ecSDDisplay.aspx?NAME=SD1057&ID=1057&RPID=33371389&sch=doc&cat=13203&path=13020%2c13203](http://www.cambridge.gov.uk/democracy/ecSDDisplay.aspx?NAME=SD1057&ID=1057&RPID=33371389&sch=doc&cat=13203&path=13020%2c13203).

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**STRATEGY AND RESOURCES SCRUTINY COMMITTEE**

9 July 2012  
5.00 - 10.22 pm

**Present:** Councillors Brown (Chair), Rosenstiel (Vice-Chair), Boyce, Ashton, Benstead, Herbert, Tucker and Pogonowski

**Executive Councillors:**

Leader of the Council: Councillor Bick

Executive Councillor for Customer Services and Resources: Councillor Smith

**Officers Present:**

Chief Executive: Antoinette Jackson

Director of Customer and Community Services: Liz Bisset

Director of Environment: Simon Payne

Head of Legal Services: Simon Pugh

Head of Customer Services: Jonathan James

Head of Corporate Strategy: Andrew Limb

Head of Accounting Services: Julia Minns

Head of Strategic Housing: Alan Carter

Head of Tourism and City Centre Management: Emma Thornton

Head of Planning Services: Patsy Dell

Head of ICT: James Nightingale

Head of Revenues and Benefits: Alison Cole

Benefits Manager: Naomi Armstrong

Strategy and Partnerships Manager: David Kidston

Strategic Procurement Advisor: Debbie Quincey

Building Surveyor: Andrew Muggeridge

Safer Communities Section Manager: Lynda Killkely

Strategy Officer: Chris Williams

Committee Manager: Glenn Burgess

**Others present:**

CBbid Development Manager: Luke Crane

Chairman of Love Cambridge Partnership: Ian Sandison

**FOR THE INFORMATION OF THE COUNCIL****12/36/SR Apologies for absence**

Apologies were received from Councillor Birtles. Councillor Pogonowski attended as an alternate for Councillor Birtles.

**12/37/SR Declarations of interest**

| <b>Councillor</b> | <b>Item</b> | <b>Interest</b>                                      |
|-------------------|-------------|--|
| Brown             | 12/45/SR    | Personal: Wife works for the Citizen's Advice Bureau |
| Boyce             | 12/50/SR    | Personal: Trustee of Kelsey Kerridge Sports Centre   |
| Boyce             | 12/56/SR    | Personal: Employer located on the site map           |
| Pogonowski        | 12/56/SR    | Personal: Member of the University Senate            |

**12/38/SR Minutes of the previous meeting**

The minutes of the meetings held on 19 March 2012 and 24 May 2012 were approved and signed as a correct record.

**12/39/SR Public Questions**

Mr Taylor addressed the committee regarding agenda item 22 (minute item 12/57/SR) and emphasised the need to involve academics and magistrates in the Cambridge Restorative Justice Scheme. The need for the Oversight Meetings to be held in public was also emphasised.

These comments were noted.



Mr Taylor addressed the committee regarding agenda item 13 (minute item 12/58/SR) and emphasised the need to go beyond the minimum national broadband standards. It was noted that there was a need to focus not only on provision, but also contracts and pricing. Due to the high population turnover within Cambridge a minimum contract length of less than 12 months was also suggested, as was further investigation into fibre-optic options.

These comments were noted

Mr Taylor addressed the committee regarding agenda item 15 (minute item 12/50/SR) and emphasised the need to identify which institutions would receive discounts and which would be exempt. It was also questioned if, after the referendum, the Council would use its veto if required.

These comments were noted.

A public question/statement was submitted by Mrs Blair. Full details can be found at minute item 12/62/SR.

A public question/statement was submitted by Ms Brightman. Full details can be found at minute item 12/50/SR.

A public question/statement was submitted by Ms Banner. Full details can be found at minute item 12/50/SR.

### **12/40/SR Record of Urgent Decisions taken by the Leader of the Council and the Executive Councillor for Customer Services and Resources**

#### Intelligent Energy Europe Bid re. Cambridge City District Heating Scheme

The decision was noted.

**12/41/SR 2011/12 Revenue and Capital Outturn, Carry Forwards and Significant Variances - Customer Services and Resources Portfolio**

**Matter for Decision:** The officer's report presented a summary of the 2011/12 outturn position (actual income and expenditure) for services within the Customer Services & Resources portfolio, compared to the final budget for the year. The position for revenue and capital was reported and variances from budgets were highlighted, together with explanations. Requests to carry forward funding arising from certain budget underspends into 2012/13 were identified.

**Decision of the Executive Councillor:**

The Executive Councillor resolved to:

- i. Agree that the carry forward requests, totalling £225,430 as detailed in Appendix C of the officer's report, be recommended to Council for approval.
- ii. Seek approval from Council to carry forward capital resources to fund re-phased net capital spending of £958,000 from 2011/12 into 2012/13 and future years, as detailed in Appendix D of the officer's report.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

**Scrutiny Considerations**

The committee received a report from the Head of Accounting Services.

In response to member's questions the Head of Accounting Services confirmed the following:

- i. Further detail relating to slippage on the budget for SC192 (Development land on the North side of Kings Hedges Road), could be requested from the Director of Resources.

In response to member's questions the Executive Councillor confirmed the following:

- i. An interim report on progress of the K1 self build project would be brought back to the Strategy and Resources Scrutiny Committee on 15 October 2012.

In response to member's questions the Head of ICT confirmed the following:

- i. Slippage on the budget for PR020 (ICT Infrastructure Programme) was related to both hardware and software issues. The upgrade of Microsoft Office licenses had also been delayed, as had a number of projects being delivered by Serco.

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Executive Councillor approved the recommendations.

## **12/42/SR Localisation of support for council tax**

**Matter for Decision:** Introduction of a City Council tax support system in the form of a council tax reduction scheme.

### **Decision of the Executive Councillor:**

The Executive Councillor resolved to:

- i. Seek to achieve the 10% reduction in Government grant by reducing discounts allowed for second homes and using new local powers to charge up to 100% on empty homes and up to 150% on long-term empty homes.
- ii. Agree that officers should develop a draft local council tax reduction scheme for consultation in line with the recommendation set out in Appendix A of the officer's report.
- iii. Note the provisional timeline for decisions as set out in section 4 of the officer's report.
- iv. Note that there is key information and legislation that will not be available from the Government for many months meaning the timelines and assumptions in the officer's report are provisional only and will be updated and improved as the year progresses.

- v. Agree the initial programme of engagement and consultation on the key issues set out in section 6 of the officer's report.
- vi. Agree that the initial £84,000 (and any subsequent payments) new burden Government funding towards implementation costs of the local scheme (already received) be fully utilised for that purpose.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

### **Scrutiny Considerations**

The committee received a report from the Head of Revenues and Benefits.

In response to member's questions the Executive Councillor confirmed the following:

- i. Any additional funding would not be provided at the expense of vulnerable groups.

In response to member's questions the Head of Revenues and Benefits confirmed the following:

- i. Consultation would be undertaken throughout the summer with any specific issues being brought back to the Strategy and Resources Scrutiny Committee on 15 October 2012.

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Executive Councillor approved the recommendations.

### **12/43/SR Clay Farm Land Disposal Project - Delivery of Affordable Housing by the City Council**

**Matter for Decision:** Under the new 'self-financing' regime, the City Council now has the opportunity to retain ownership and management of the Affordable Housing on its land at Clay Farm.

**Decision of the Executive Councillor:**

The Executive Councillor resolved to:

- i. Approve, in principle, for the Council to own and manage up to 105 Affordable Housing dwellings on the Council's land at Clay Farm.
- ii. Delegate authority to the Director of Resources in liaison with the Director of Customer and Community Services and the Head of Legal Services to agree the transfer of land between the General Fund and the Housing Revenue Account under appropriate terms and conditions.
- iii. Note progress with the project to dispose of the Council's land at Clay Farm.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

**Scrutiny Considerations**

The committee received a report from the Head of Strategic Housing.

The Scrutiny Committee considered and approved the recommendations by 7 votes to 0 (unanimous).

The Executive Councillor approved the recommendations.

**12/44/SR The Public Services (Social Value) Act 2012 and Response to Council Motion about the Council's use of Contractors**

**Matter for Decision:** The purpose of the report was to advise on the imminent change in legislation affecting procurement by the City Council, to recommend for approval the Council's approach to fulfilling the new duty placed upon it by the Public Services (Social Value) Act 2012 and to respond to the Notice of Motion (11/48b/CNLb) to Council on 21 July 2011 concerning the employment of contractors.

**Decision of the Executive Councillor:**

The Executive Councillor resolved to:

- i. Approve the process set out in the officer's report to satisfy the duty placed on the Council by the Public Services (Social Value) Act 2012.
- ii. For services procurements to which the Public Contracts Regulations 2006 apply ie services procurement above the EU threshold, to instruct officers to:
  - Identify ways in which the procurement might improve the economic, social and environmental well-being of Cambridge, when seeking authority to go out to tender;
  - Conduct procurement processes with a view to securing the identified improvements;
  - Take account of the Council's Vision Statement, Environmental Objectives and Strategic Objectives identified in Portfolio Plans in considering how the "Social Value" duty is discharged.
  - Report further to the Strategy and Resources Scrutiny Committee on measures to ensure that future council contracts pay at least the 'living wage'.
- iii. Instruct officers to consider the issues referred to in the Notice of Motion (11/48b/CNLb) in the light of the Public Services (Social Value) Act 2012 and to recommend appropriate provisions in the new Procurement Strategy which will be reported to the Strategy and Resources Scrutiny Committee in October 2012

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

**Scrutiny Considerations**

The committee received a report from the Strategic Procurement Advisor.

Councillor Herbert highlighted the importance of council contracts paying the 'living wage'. Councillor Herbert proposed and Councillor Benstead seconded the following additional recommendation:

"For services procurements to which the Public Contracts Regulations 2006 apply ie services procurement above the EU threshold, to instruct officers to:

- Report further to the Strategy and Resources Scrutiny Committee on measures to ensure that future council contracts pay at least the 'living wage'."

The Scrutiny Committee considered and approved the additional recommendation by 8 votes to 0 (unanimous).

The Scrutiny Committee considered and approved the amended recommendations by 8 votes to 0 (unanimous).

The Executive Councillor approved the amended recommendations.

### **12/45/SR Risk based verification**

**Matter for Decision:** To seek approval for the adoption of the Risk Based Verification (RBV) Policy in determining evidence requirements for the assessment of new Housing Benefit and Council Tax Benefit claims.

#### **Decision of the Executive Councillor:**

The Executive Councillor resolved to:

- Approve the Risk Based Verification (RBV) Policy and agree that RBV be implemented for new claims by the Council following consultation with External Audit, (start date to be agreed pending full testing) and for changes in circumstances when approval for this is given by the Department for Works and Pensions.
- Bring a feedback report to the Strategy and Resources Scrutiny Committee in July 2013.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

#### **Scrutiny Considerations**

The committee received a report from the Benefits Manager.

In response to member's questions the Benefits Manager confirmed the following:

- i. As a result of the statistical data collected, certain claim types would be flagged up to the Claims Officers. Additional investigation, with the benefit of local knowledge, would then be undertaken.
- ii. By reducing the verification burden it was hoped that more people would be encouraged to claim the benefits they were entitled too.

Councillor Boyce proposed the following additional recommendation:

- That a feedback report be brought to the Strategy and Resources Scrutiny Committee in July 2013.

The Scrutiny Committee considered and approved the amended recommendations by 4 votes to 0.

The Executive Councillor approved the amended recommendations.

## **12/46/SR Cambridge City Council Revenues & Benefits eServices procurement**

**Matter for Decision:** The purchase and installation of the eRevenues and eServices online self-service modules for the Northgate Revenues & Benefits IT system.

### **Decision of the Executive Councillor:**

#### Financial recommendations:

The Executive Councillor resolved to:

- i. Approve the commencement of the project, which was already included in the Council's Capital & Revenue Project Plan (SC335).
- ii. Approve the total capital cost of the project as £59,000 and that it be funded from the Technology Investment Fund and repairs and renewals fund contributions.
- iii. Approve the ongoing revenue costs of the project as £10,750 and that it be funded from the Customer Service Centre's existing budget provision.



Procurement recommendations:

The Executive Councillor resolved to:

- i. Approve the carrying out and completion of the procurement of eRevenues and eServices modules for the Northgate Revenues & Benefits IT system.
- ii. Agree that Serco will carry out the procurement of the replacement server in accordance with the provisions of its contract with the Council.
- iii. Agree that if the quotation or tender sum exceeded the estimated contract value by more than 15% the permission of the Executive Councillor and Director of Resources would be sought prior to proceeding.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

### **Scrutiny Considerations**

The committee received a report from the Head of Customer Services.

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Executive Councillor approved the recommendations.

### **12/47/SR ICT Facilities Management Contract Re-Tender**

**Matter for Decision:** A project team has been set up to undertake the work of re-tendering the ICT Facilities Management Contract. The report sought approval to progress with the project, to agree member input to the process and to obtain the appropriate authority to award the contract.

**Decision of the Executive Councillor:**

The Executive Councillor resolved to:

- i. Authorise the procurement of a new corporate ICT contract for a term of 5 years plus extensions.
- ii. Agree proposals for member involvement with the Chair and Spokes of the Scrutiny Committee.
- iii. Delegate authority to the Director of Resources in consultation with the Executive Councillor, Chair and Spokes of the Strategy and Resources Scrutiny Committee to identify relevant social value improvements for the service if the Public Services (Social Value) Act 2012 is implemented before any public procurement commences
- iv. Agree authority for the Director of Resources to authorise award of the contract, in consultation with the Executive Councillor and the Head of Legal Services.

**Reasons for the Decision:** As set out in the officer's report.

**Any alternative options considered and rejected:** As set out in the officer's report.

**Scrutiny Considerations**

The committee received a report from the Head of ICT.

The committee made the following comments on the report:

- i. A 3 year contract would be too short and may limit the number of suppliers willing to bid for the contract.
- ii. Whilst being commercially attractive for suppliers, a 10 year fixed term contract would not be appropriate for the Council.
- iii. ICT was central to the work of the City Council.
- iv. Highlighted the need for an exchange of ideas, not just a briefing session, between members and officers.
- v. Questioned the need for a Pre-qualification Questionnaire (PQQ). It was felt that the procurement process would be 'self-selecting' in terms of those bidding and those able to do undertake the work.
- vi. Suggested that proposals for member involvement be agreed by the Executive Councillor in consultation with the Chair and Spokes.

In response to member's questions the Head of ICT and the Strategic Procurement Advisor confirmed the following:

- i. Whilst a member of the Scrutiny Committee could in theory sit on the project team, it could be a long procurement process and be a big time commitment.
- ii. The proposed term of the contract gave a balance between the value for money gained by a longer contract, and the flexibility of not being tied in for a term of 10 years.
- iii. The funding for the core project remained at £950,000, with the additional £1m accounting for ongoing projects, licenses and consumables.
- iv. Interest was being shown in the contract from small local companies as well as big national companies.

Councillor Herbert proposed the following amendment to recommendation 1:

Delete all and replace with:

“The Executive Councillor resolved to authorise the procurement of a new corporate ICT contract for a term of 5 years plus extensions.”

The Scrutiny Committee considered and approved the amended recommendation by 8 votes to 0 (unanimous).

The Executive Councillor approved the amended recommendations.

## **12/48/SR Urban Broadband Fund - Phase 2 Grant Application**

**Matter for Decision:** Cambridge City Council is one of 27 cities identified as eligible to bid for funding under Phase 2 of the Urban Broadband Fund Super-Connected Cities Initiative – designed to create cities with ultrafast broadband and ubiquitous high-speed wireless connectivity.

### **Decision of the Executive Councillor:**

The Executive Councillor resolved to:

- i. Authorise officers to undertake work to determine the opportunities and implications of submitting a bid under Phase 2 of the Urban Broadband Fund.

- ii. Agree to proposals outlined in the officer's report for Member involvement.
- iii. Delegate authority to the Chief Executive in consultation with the Executive Councillor, Chair and Spokes of the Strategy and Resources Scrutiny Committee to determine whether the Council should submit a bid for Phase 2 funding and, if so, what the basis of the bid should be.

**Reasons for the Decision:** As set out in the officer's report.

**Any alternative options considered and rejected:** As set out in the officer's report.

### **Scrutiny Considerations**

The committee received a report from the Head of ICT.

The committee made the following comments on the report:

- i. Suggested that the project look at download speeds of 120Mbits/s.
- ii. Due to the number of new developments within the City, consisting of both new homes and businesses, the project should be looked at alongside the Local Plan Consultation.

In response to member's questions the head of ICT confirmed the following:

- i. Whilst the project was in its early stages officers were looking into issues such as the viability of voucher schemes, gaps in existing provision and the council owned infrastructure.

The Scrutiny Committee considered and approved the recommendations by 8 votes to 0 (unanimous).

The Executive Councillor approved the recommendations.

### **12/49/SR Annual update from the Love Cambridge Partnership**

The committee received a presentation from the Chairman of the Love Cambridge Partnership.

The committee made the following comments on the report:

- i. A decision had been taken in November 2008 that a resident representative would sit on the Love Cambridgeshire Partnership, yet this had never happened. Decisions needed to have input from residents as well as businesses.
- ii. Raised concern that key decisions were being taken in the City Centre with no resident involvement or consultation.
- i. As Business Improvement Districts (BID) would have a secure revenue stream, the voluntary funding for the Love Cambridge Partnership would be affected.

In response to member's questions the Chairman of the Love Cambridge Partnership and the Head of Tourism and City Centre Management confirmed the following:

- i. The Love Cambridge Partnership had an operating budget of £130,000 and funding was secured until 2013.
- ii. It was too early to tell if a BID would affect the voluntary funding received by the Love Cambridge Partnership.
- iii. Whilst some of their projects would overlap, it would be beneficial for the Love Cambridge Partnership and a BID to run in parallel.
- iv. Not all of the larger funders (i.e Stagecoach) would be in the BID area.
- v. There may be opportunities to submit 'satellite BIDs' for local areas across the City.
- vi. The job description had been completed for the 'Mill Road Champion' post and the advert would be placed next week.
- vii. 80,000 Love Cambridge Partnership leaflets had been distributed to homes across the city via the local press. Leaflets were also available at local shopping centres and at park and ride sites.

The committee thanked the Chairman of the Love Cambridge Partnership and the Head of City Centre Management for the presentation.

**12/50/SR Update on the CBbid, Business Improvement District Project (BID)**

Ms Brightman addressed the committee as a member of the Mill Road Society and raised concern that city centres were being designed with purely shopping in mind. It was noted that the Mill Road Society were apposed to the Business Improvement District Project (BID) and it was questioned why local residents were not being classed as 'stakeholders'.

Ms Brightman claimed that over 750 businesses would be affected but only a very small percentage had ever attended a meeting about the BID. The accountability and democracy of the BID was also questioned.

The Executive Councillor for Customer Services and Resources confirmed that there would be further opportunity to discuss the detail of the BID at a future meeting. It was acknowledged that all business did need to be aware of the BID project and there was a need for further resident involvement. The Executive Councillor took on board the points raised and emphasised that a Cambridge BID would not turn the City into a 'clone town'.

Ms Banner responded and expressed further concern that parks and the River Cam were included in the BID and would result in the privatisation of the City's open spaces.

The Head of Tourism and City Centre Management confirmed that it was not the intention of the City Council to privatise these areas but to enhance the experience for all users of the City.

It was noted that the BID would be a slow and thorough process that was reliant on the support of local residents. A key aim of a BID was to support diversity and the Cambridge BID would work closely with independent retailers.

The BID Development Manager reiterated that the aim of a BID was not to develop a 'clone town' but to give all business, including the many independents in Cambridge, a greater voice. It was noted that, as open spaces such as Parker's Piece did not have a rateable value, they would not be affected by the BID.

Ms Banner addressed the committee and, as an independent retailer since 1985, expressed her support for the BID. It was noted that many of her fellow businesses also supported the BID as it was seen as a fairer system of funding improvements.

These comments were noted.

**Matter for Decision:** Proposal for the introduction of a Business Improvement District (BID) in Cambridge and the opportunities for increased investment in the management of the City Centre.

**Decision of the Executive Councillor:**

The Executive Councillor resolved to:

- i. Arrange a Special Meeting of the Strategy and Resources Scrutiny Committee in September to discuss key issues relating to the BID project.
- ii. Support the Council's continued engagement in this project, pending a full report and recommendations coming to Committee.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

**Scrutiny Considerations**

The committee received a report from the Head of Tourism and City Centre Management and the CBbid Development Manager.

The committee made the following comments on the report:

- i. Expressed concern that the map of the proposed BID area included open spaces and the River Cam.
- ii. Clarity was needed on the voting mechanism.
- iii. Expressed concern that this was the first time that the committee had had an opportunity to scrutinise this project.
- iv. Noted that, whilst the historic City Centre was important, its success should not be at the expense of other areas of the City.

In response to member's questions the Head of Tourism and City Centre Management and the CBbid Development Manager confirmed the following:

- i. The BID had no judicial powers.
- ii. It was felt appropriate to include open spaces and the river in the BID area, as they were important parts of the city. However these concerns would be taken back to the Task Group for further discussion.
- iii. The BID area had only been defined in May 2012 and this was therefore the first opportunity to bring the detail to the committee's attention.
- iv. The BID area had been based on feedback from retailers across the whole area, including Mill Road.
- v. The voting system was fully explained in the 2004 guidance.
- vi. The City Council had 13 votes, the University had 13 votes and the colleges had 19 votes.
- vii. The main BID area would fund the overhead costs of any 'satellite' bid.
- viii. Experience in other areas has shown that large retailers were in favour of the main BID supporting any 'satellite' bid.
- ix. In order to challenge or extend a 'satellite' BID area a re-ballot of the whole area would have to be taken.
- x. Very few retailers in Mill Road had expressed an interest in the BID as they said that they did not see the benefit for their businesses.

The Executive Councillor agreed to arrange a Special Meeting of the Strategy and Resources Scrutiny Committee in September to discuss key issues relating to the BID project.

The Scrutiny Committee considered and approved the amended recommendations by 4 votes to 0.

The Executive Councillor approved the amended recommendations.

## **12/51/SR Large Hall – Leaded Window Refurbishment – Phase 1**

**Matter for Decision:** Refurbishment of the leaded windows in the Large Hall.

**Decision of the Executive Councillor:**

Financial recommendations



The Executive Councillor resolved to:

- i. Approve the commencement of the scheme, which was already included in the Council's Capital & Revenue Project Plan (PR023 Admin Buildings Asset Replacement Programme).
- ii. Agree that the total cost of the project was £87,500 and that it would be funded from repairs and renewals fund contributions.
- iii. Agreed the ongoing revenue costs of the project was £1,000 and that it be funded from existing budget provision.

### Procurement recommendations

The Executive Councillor resolved to:

- i. Approve the carrying out and completion of the procurement of the refurbishment of the leaded windows to one side of the Large Hall within The Guildhall.
- ii. 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 of the Executive Councillor being sought before proceeding if the value exceeds the estimated contract by more than 15%.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

### **Scrutiny Considerations**

The committee received a report from the Building Surveyor.

In response to member's questions the Building Surveyor confirmed the following:

- i. Over previous years attempts had been made to refurbish the windows. However they had now deteriorated and would need replacing.
- ii. A full survey of all Council assets would be undertaken with regular maintenance programmes established.

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Executive Councillor approved the recommendations.

## **12/52/SR Annual Treasury Management Report 2011/12**

**Matter for Decision:** The Council is required through regulations issued under the Local Government Act 2003 to produce an annual treasury report reviewing treasury management activities and the actual prudential and treasury indicators for 2011/12. The report meets the requirements of both the CIPFA Code of Practice on Treasury Management (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code 2011).

### **Decision of the Leader:**

The Leader resolved to:

- i. Recommend the report, which included reporting of the Council's actual Prudential and Treasury Indicators for 2011/12, for approval by Council.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

### **Scrutiny Considerations**

The committee received a report from the Head of Accounting Services.

In response to member's questions the Head of Accounting Services confirmed the following:

- i. The Council's Treasury Management advisors, Sector, provided information on the national and world economy as included in section 3.7 of the report. It was agreed that Councillor Pogonowski's comments regarding the need for the wording to be politically neutral would be fed back to Sector.
- ii. The phrase 'dividends' was used as a legal term.

- iii. It was now expected that the City Council would receive 100% of the funds from Lansbanki (updated from 95%) and up to 90% from Heritable. Both would also include an element of interest.
- iv. The Council had undertaken only short term lending in the latter part of the year pending a decision regarding the funding of the Housing Revenue Account Self-Financing payment.
- v. The Council was currently restricting deposits with non-nationalised banks and building societies to a maximum of three months.
- vi. The Medium Term Strategy would explore different options for depositing the Councils money.

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Leader approved the recommendations.

### **12/53/SR 2011/12 Revenue and Capital Outturn, Carry Forwards and Significant Variances - Strategy**

**Matter for Decision:** The report presented a summary of the 2011/12 outturn position (actual income and expenditure) for services within the Strategy (previously “& Climate Change”) portfolio, compared to the final budget for the year. The position for revenue and capital was reported and variances from budgets were highlighted, together with explanations. Requests to carry forward funding arising from certain budget underspends into 2012/13 and future years were identified.

#### **Decision of the Leader:**

The Leader resolved to:

- i. Agree carry forward requests totalling £99,950, as detailed in Appendix C of the officer’s report, be recommended to Council for approval.

**Reasons for the Decision:** As set out in the officer’s report

**Any alternative options considered and rejected:** As set out in the officer’s report

## Scrutiny Considerations

The committee received a report from the Head of Accounting Services.

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Leader approved the recommendations.

### **12/54/SR 2011/12 Revenue and Capital Outturn, Carry Forwards and Significant Variances - Overview**

**Matter for Decision:** The report presented a summary of the 2011/12 outturn position (actual income and expenditure) for all portfolios, compared to the final budget for the year. The position for revenue and capital was reported and variances from budgets were highlighted.

#### **Decision of the Leader:**

The Leader resolved to:

##### Revenue:

- i. Agree the final carry forward requests, totaling £632,970, as detailed in Appendix C of the officer's report, be recommended to Council for approval, subject to the final outturn position.

##### Capital:

- ii. Seek approval from Council to carry forward (net) capital resources to fund re-phased capital spending of £8,872,000 as shown in Appendix D of the officer's report - Overview.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

## Scrutiny Considerations

The committee received a report from the Head of Accounting Services.

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Leader approved the recommendations.

### **12/55/SR Local Government Resource Review - Business Rates retention pooling options**

**Matter for Decision:** As part of the Local Government Resource Review the Government has included an option for authorities to come together to form 'pools'. This was the subject of a 'Pooling Prospectus', issued by DCLG in May 2012. The report outlined the potential implications of pooling, based on the information available to date, and whether being part of a countywide pool could be beneficial to the City Council.

#### **Decision of the Leader:**

The Leader resolved to:

- i. Confirm that the City would join with other Cambridgeshire authorities in submitting an expression of interest to DCLG by 27 July 2012.
- ii. Instruct officers, in conjunction with other authorities, to work up arrangements for governance, transparency, investment and distribution of revenues and dissolution of a Cambridgeshire pool – enabling a final decision on whether to take forward a pooling arrangement in time for the Government's November 2012 deadline.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

## Scrutiny Considerations

The committee received a report from the Chief Executive.

In response to member's questions the Chief Executive confirmed the following:

- i. Whilst 'pools' were not confined to Local Authorities within the County, there did need to be 'geographical connections' between the members. It was also noted that governance issues could prove more difficult with a wider 'pool'.
- ii. Expressing an interest at this stage did not commit the City Council to joining a 'pool'. Any future decision could also be dissolved at any time, with each Local Authority reverting to their individual baselines, tariffs and levies.

The Scrutiny Committee considered and approved the recommendations by 8 votes to 0 (unanimous).

The Leader approved the recommendations.

### **12/56/SR North West Cambridge Development - Management Strategy for Open Spaces, Sports and Community Facilities**

**Matter for Decision:** Following negotiations over several months, the University of Cambridge has agreed in principle a proposal to set up a Joint Management Vehicle (JV) with the City Council for the management of Storey's Field open space (which includes the SSSI) and the proposed North West Cambridge community centre, both of which lie within the City boundary part of the development. Subject to the principle of the establishment of a JV being formally agreed by Members, further negotiations will be necessary to finalise the detailed arrangements. The University propose that the remainder of the open space, sports and community facilities within the development would be managed by the University itself, subject to the detailed provisions being agreed and finalised through the S106 agreement associated within the planning applications.

#### **Decision of the Leader:**

The Leader resolved to:

- i. Agree the principle of the City Council entering into a Joint Management Vehicle arrangement (JV) with the University of Cambridge for the management of Storey's Field informal open space (including the SSSI)

- and the North West Cambridge community centre, on the basis of the objectives as set out in 3.4 to 3.8 of the officer's report.
- ii. Agree that the Chief Executive should be delegated to agree and finalise the details of the proposed JV arrangements, including that the JV meets the objectives and principles set out in paragraphs 3.4 –3.8 of the officer's report.
  - iii. Recommend that Council on 19 July 2012 approve a budget allocation for the proposed Joint Vehicle of up to £100k from 2027 onwards and that this be included in the Council's Medium Term Strategy.
  - iv. Agree that the University should manage the remaining open space, sports and community facilities within the North West Cambridge development, according to the principles set out in paragraphs 3.9 – 3.11 of the officer's report, subject to the detailed provisions being agreed and finalised within the S106 agreement associated with the outline planning applications.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

### **Scrutiny Considerations**

The committee received a report from the Head of Planning Services.

The committee made the following comments on the report:

- i. With 1500 market houses likely to raise £100m the University would benefit greatly from this, whilst the Council would be limited to a 50% share in the community assets.

In response to member's questions the Head of Planning Services confirmed the following:

- i. The University had expressed a strong wish to retain ownership of its community assets and manage and maintain them themselves. As land transfer could only take place when both parties were in agreement, the Council could not compel the transfer. A JV would however give the City Council a greater input into the facilities.
- ii. The community facilities would benefit the wider public and be available for all to use on an equal standing with the University.

- iii. Allotment provision would be agreed through the Joint Development Control Committee (JDCC).

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Leader approved the recommendations.

### **12/57/SR Restorative Justice Progress Report**

**Matter for Decision:** To note the progress made to establish the Restorative Justice Scheme for Cambridge and endorse the actions proposed to conclude the preparatory stages of the scheme.

#### **Decision of the Leader:**

The Leader resolved to:

- i. Note the steps taken so far to establish the scheme and endorse the actions proposed in the officer's report that will conclude the preparatory stages of the scheme.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

#### **Scrutiny Considerations**

The committee received a report from the Safer Communities Manager.

The Scrutiny Committee considered and approved the recommendations by 8 votes to 0 (unanimous).

The Leader approved the recommendations.



**12/58/SR Appointment to the Cambridgeshire Police and Crime Panel**

**Matter for Decision:** Decisions concerning the establishment of, nomination to, and arrangements for the Cambridgeshire Police and Crime Panel required under the Police Reform and Social Responsibility Act 2011.

**Decision of the Leader:**

The Leader resolved to:

- (i) Agree to establish the Cambridgeshire Police and Crime Panel as a joint committee of the local authorities as defined in Section 28 of the Police Reform and Social Responsibility Act 2011 and set out in the officer's report.
- (ii) Nominate the Leader as member and Councillor Pitt as substitute member to the panel.
- (iii) Agree the panel arrangements in accordance with schedule 6 of the Police Reform and Social Responsibility Act 2011 and set out in the officer's report.
- (iv) Agree that the panel when convened should ensure that its proceedings are open to the public (see 4.2 of the officer's report).

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

**Scrutiny Considerations**

The committee received a report from the Director of Customer and Community Services.

The committee made the following comments on the report:

- i. Emphasised the need for the Panel to be as open and transparent as possible and for the meetings to be open to the public.
- ii. The level of scrutiny possible within a budget of £50,000 would be minimal, and urged the Leader to raise this through the appropriate channels.

In response to member's questions the Director of Customer and Community Services confirmed the following:

- i. The duties and powers which must be exercised in accordance with the Act and associated Regulations were highlighted on page 2 of the officer's report (page 266 of the agenda pack).

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Leader approved the recommendations.

### **12/59/SR Code of Best Practice on Consultation and Community Engagement**

**Matter for Decision:** In July 2011 the City Council approved a Code of Best Practice on Consultation and Community Engagement in order to establish clear principles to guide council departments to ensure a more structured, proportionate and appropriate approach to consultation. The report reviewed the impact that the Code of Practice has had on the way the City Council conducts consultation.

#### **Decision of the Leader:**

The Leader resolved to:

- i. Endorse this review of the progress made with the implementation of the Code of Practice.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

#### **Scrutiny Considerations**

The committee received a report from the Strategy Officer.

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Leader approved the recommendations.

**12/60/SR Area working - Review of Participation Pilot**

**Matter for Decision:** The report reviewed progress made with area working during the year of the participation pilot, and set out the next steps.

**Decision of the Leader:**

The Leader resolved to:

- i. Endorse the assessment of the North Area Committee participation pilot set out in Appendix 1 of the officer's report.
- ii. Promote area committee member and community engagement with devolved decision making particularly in relation to the development of the Area Needs Assessment and prioritisation of related local priority projects
- iii. Support the proposed community engagement mapping exercise.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

**Scrutiny Considerations**

The committee received a report from the Head of Corporate Strategy.

The committee made the following comments on the report:

- i. Highlighted the importance of meeting management, agenda structure, venue choice and effective facilitation skills with the proposed new ways of working.
- ii. Raised concern that briefings for the South Area Committee were not open to opposition members.
- iii. Highlighted the need for increased publicity and promotion, and for the 'Open forum' section to be at the start of the meeting.

In response to member's questions the Head of Corporate Strategy confirmed the following:

- i. The Members Working Group had decided that, as all four Area Committees were very different, the report should not be too prescriptive. The goal was greater engagement and it was up to each of the Area

Committees to decide what aspects of the pilot would work most successfully in their area.

- ii. Over 100 members of the public had attended meetings of the North Area Committee in January and March.

In response to member's questions the Leader confirmed the following:

- i. The North Area Committee had been chosen for the pilot as, based on social indicators, it had the most to gain from improved community development and engagement.
- ii. It was difficult to compare each of the Area Committees, as demographically they were very different.
- iii. The success of the pilot could only be judged by a comparison of the North Area Committee pre-pilot.
- iv. The report simply gave an assessment of the pilot and it was now up to individual Area Committees to take on board any good practice that could benefit their areas.
- v. A charring skills session for Area Committee Chairs, Vice Chairs, Spokes and relevant officers would be organised in September.

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Leader approved the recommendations.

## **12/61/SR Community Right to Challenge under the Localism Act**

**Matter for Decision:** The report set out a proposed process for responding to Expressions of Interest (EOIs) from relevant bodies. There is limited scope for local flexibility in implementing the Right to Challenge, other than in setting a 'window' when the authority will accept the submission of EOIs. It was therefore recommended that the Council adopts an annual window in June and July, commencing in 2013.

### **Decision of the Leader:**

The Leader resolved to:

- i. Approve the process set out at Appendix 2 of the officer's report for responding to Expressions of Interest under the Right to Challenge.

- ii. Agree an annual window in June and July for accepting submission of Expressions of Interest under the Right to Challenge, commencing in June 2013.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

### **Scrutiny Considerations**

The committee received a report from the Strategy and Partnerships Manager

In response to member's questions the Strategy and Partnerships Manager confirmed the following:

- i. The Council would only accept an Expression of Interest (EIO) from a credible provider that was in a position to undertake the work to the required standard.
- ii. If the Council accepts an EOI it must run an open procurement process, which the challenging body can participate in, alongside other organisations including private companies.
- iii. The decision to allocate an annual window in June and July was based on the need to align with existing budgetary, procurement and decision-making cycles.

The Scrutiny Committee considered and approved the recommendations by 4 votes to 0.

The Leader approved the recommendations.

### **12/62/SR Community Right to Bid under the Localism Act**

A public question had been submitted by Mrs Blair. As she was unable to attend the meeting the text of the question was circulated to the committee.

Mrs Blair's question covered the following points:

- i. The committee would be discussing and commenting on Best Practice on Consultation and Community Engagement immediately before discussing, in the absence of any consultation and engagement, two key

- aspects of the Localism Bill – The Community Right to Challenge and the Community Right to Bid.
- ii. Questioned how the City Council proposed to manage the register and determine a response to nominations.
  - iii. The City Council appears to be agreeing its own processes without reference to the very stakeholders who would be submitting nominations or engagement with the communities they serve and who may wish to deliver services. This was inconsistent with the principles of effective consultation.
  - iv. Raised concern that, given the level of interest in this subject, no notice was given to those groups who had already enquired as to when City would be taking action.
  - v. Suggested that the committee defer the items to allow for a wider and more consultative approach to their consideration.
  - vi. Community Right to Bid appears to be an entirely reactive approach to community nominations.
  - vii. The timescale needed to be longer than 5 years.
  - viii. Decisions on social, amenity and community value should involve some member input either into the first decision or the appeal.
  - ix. An appendix to the Local Plan updated at least would be useful.  
Raised concern that the annual window for Expressions of Interests was just before the summer break.

The Head of Planning Services responded that the draft regulations did not allow the Council to nominate community assets. However it was appropriate for Local Authorities to assist local communities and share the Local Plan evidence base in the process of supporting community groups in the nomination process. The council's website would be updated with details of how to put forward nominations ahead of when the legislation goes live and there would be information made available shortly including an article in 'Cambridge matters'.

It was noted that it was essential that the time scales were realistic and that full details of the delegations were included in the officers report when this comes back in October

The Head of Planning Services confirmed that, following the meeting, information would be made available for local communities and the relevant lists of community assets would be updated monthly on the City Councils website once the legislation had come into effect.

**Matter for Decision:** Using new community rights enabled under the Localism Act 2011, local community, voluntary bodies and parish councils will be able to identify land and buildings such as a Local shop, Local pub, Community center, Library, Swimming pool or Playground. These can then be nominated for inclusion on a list of assets maintained by the City Council. If an asset on the list comes up for sale, community groups will be able to trigger a pause for up to six months, in order to raise capital and bid to purchase the asset before it goes on to the open market.

**Decision of the Leader:**

The Leader resolved to:

- i. Note the new requirements under the Localism Act.
- ii. Agree the Council's approach to this new duty as set out in the officer's report.
- iii. Delegate responsibility for determining whether assets are listed on the register of assets or not to a panel of three senior officers from Property Services, Planning and Community Development convened by the Head of Planning Services.
- iv. Bring back a further report to the Strategy and Resources Scrutiny Committee on 15 October 2012 to agree the Council's final approach to this duty once Regulations had been published.

**Reasons for the Decision:** As set out in the officer's report

**Any alternative options considered and rejected:** As set out in the officer's report

**Scrutiny Considerations**

The committee received a report from the Head of Planning Services.

The committee made the following comments on the report:

- i. Raised concern that, as a bid would have to come from a well-established and very well funded organisation, it may give false hope to local communities.

- ii. Highlighted the difficulty in assessing the 'community value' of a piece of land or a building.

In response to member's questions the Leader confirmed the following:

- i. Acknowledged the difficulty in assessing 'community value' and noted that further guidance to ensure nationwide consistency would be beneficial.
- ii. Proposed that a further report be brought back to the Strategy and Resources Scrutiny Committee on 15 October 2012 to agree the Council's final approach to this duty once Regulations had been published.

The Scrutiny Committee considered and approved the amended recommendations by 8 votes to 0 (unanimous).

The Leader approved the amended recommendations.

The meeting ended at 10.22 pm

**CHAIR**



## CAMBRIDGE CITY COUNCIL Record of Executive Decision

### Replacement of the Heating Boilers in the Admin. Block at Mill Road Depot

|   |  |                     |          |
|---|--|---------------------|----------|
| <b>Decision of:</b>   | <b>Councillor Smith</b> , Executive Councillor for Customer Services and Resources   |                     |          |
| <b>Reference:</b>   | 12/URGENCY/S&R/01  |                     |          |
| <b>Date of decision:</b>  | 11.09.12   | <b>Recorded on:</b> | 11.09.12 |
| <b>Decision Type:</b>   | Non Key Decision   |                     |          |
| <b>Matter for Decision:</b>   | Replacement of the Heating Boilers in the Admin. Block at Mill Road Depot  |                     |          |
| <b>Why the decision had to be made (and any alternative options):</b> | <p>The heating boilers in the Admin. Block are over 20 years old and obsolete, so parts for the boilers are no longer available.</p> <p>No other options were considered due to the complexity of the existing heating system in the Admin. Block.</p>   |                     |          |
| <b>The Executive Councillor's decision(s):</b>                        | <p><b>Financial Recommendation</b> - The Executive Councillor is asked to approve commencement of the project. The total capital cost of the project is £30,000, to be funded from The Mill Road Depot Repair and Renewal Fund. There are no revenue implications arising from the project.</p> <p><b>Procurement recommendations</b> – The Executive Councillor is asked to approve the carrying out and completion of the replacement of The Admin. Block Heating Boilers. If the quotation or tender sum exceeds the estimated contract value by more than 15% the permission of the Executive Councillor and Director of Resources will be sought prior to proceeding.</p> |                     |          |
| <b>Reasons for the decision:</b>                                      | The failure of a heating boiler in the Admin. Block will reduce the heating plants capacity to heat the building to an acceptable internal temperature.  |                     |          |
| <b>Scrutiny consideration:</b>  | The Chair and Spokesperson of Strategy and Resources Scrutiny Committee were consulted prior to the action being authorised.   |                     |          |
| <b>Report:</b>  | A report detailing the background and financial considerations is attached   |                     |          |
| <b>Conflicts of interest:</b>   | No conflicts of interest were declared by the Executive Councillor   |                     |          |
| <b>Comments:</b>  | None   |                     |          |

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## Capital Project Appraisal & Procurement Report

|                                  |   |
|----------------------------------|---|
| Project Title                    | Replacement of the Heating Boilers in the Admin. Block at Mill Road Depot             |
| Target Start Date                | Early September 2012  |
| Target Completion Date           | Late September 2012   |
| Project Manager / Lead Officer   | Jim Stocker   |
| Scrutiny Committee and Portfolio | Strategy and Resources Scrutiny Committee / Customer Services and Resources Portfolio |
| Scrutiny Committee Date          |   |

### 1 Recommendation/s

**Financial Recommendation** - The Executive Councillor is asked to approve commencement of the project. The total capital cost of the project is £30,000, to be funded from The Mill Road Depot Repair and Renewal Fund. There are no revenue implications arising from the project.

**Procurement recommendations** – The Executive Councillor is asked to approve the carrying out and completion of the replacement of The Admin. Block Heating Boilers. If the quotation or tender sum exceeds the estimated contract value by more than 15% the permission of the Executive Councillor and Director of Resources will be sought prior to proceeding.

### 2 What is the project? Provide a description of the proposed project, justify the reason for the project, and note what alternative options were considered.

The project is the replacement of the Admin. Block heating boilers at Mill Road Depot. The heating boilers in the Admin. Block are over 20 years old and obsolete, so parts for the boilers are no longer available.

No other options were considered due to the complexity of the existing heating system in the Admin. Block.

**3 Outline the aims and objectives of the project and highlight how it contributes to achieving the Council's Medium Term Objectives.**

The aim of the project is to replace the heating boilers before the start of 2012/13 Winter. The objective is to install high efficiency condensing modular boilers that will reduce Mill Road's gas consumption by modulating the heating to match the heating demands of the building. There would be two condensing modular boilers each operating at 93% efficiency on full load; this is higher than the operating efficiency of the existing boilers whose full load efficiency is 72%.

The project will contribute to the following Council's vision for a city: "in the forefront of low carbon living and minimising its impact on the environment from waste and pollution" by reducing carbon dioxide emissions.

**4 Identify and summarise the impact on and major issues for stakeholders & other departments. Summarise the key results of initial consultation (including members where appropriate).**

A failure of the one of heating boiler will result in the Admin. Block being under heated. A drop in the internal temperature of the building below the minimum temperature for offices will mean that staff could refuse to work, which would seriously disrupt the Council's service delivery.

**5 Procurement. What resources for this project will be procured from outside the Council? What method of procurement are you to use? What is the estimated total value for each procurement element?**

Four written quotations will be sought from external suppliers in line with the Council's Constitution.

The procurement element of the project has an estimated value of £30,000.

**6 Summarise key risks associated with the project. Include the key risks the project aims to mitigate, risks involved in delivery of the project and risks that might occur if the project does not take place.**

The failure of a heating boiler in the Admin. Block will reduce the heating plants capacity to heat the building to an acceptable internal temperature.

The installation of new efficient heating boilers will minimise the risk of failure and with parts readily available will minimise the downtime due to component failure. This will reduce the risk of staff refusing to work (due to the temperature dropping below the minimum temperature for offices), which would have an adverse impact on the Council's service delivery.

Failure to complete this project will mean that there will be periods during the year when the reduced heating plant would not be capable of heating the Admin. Block. If more than one heating boiler failed, the Admin. Block would be without any heating plant.

Use of electrical heating would increase the Council's carbon dioxide emissions.

**7 Financial implications. Comment on any special financial considerations associated with the project such as grant or funding conditions. Ensure that any additional insurance costs/implications are considered.**

**Appraisal prepared on the following price base**

**2012 / 2013**

Savings are not quantifiable at this stage. The revenue implications will be reviewed during the 2013/14 financial year.

| <b>8A Capital costs &amp; funding</b>   |                 |                 |
|---|-----------------|-----------------|
|   | <b>£</b>        | <b>Comments</b> |
| <b>Capital Costs</b>                    |                 |                 |
| Building contractor / works             | 30,000          |                 |
| Purchase of vehicles, plant & equipment | 0               |                 |
| Professional / Consultants fees         | 0               |                 |
| Other capital expenditure               | 0               |                 |
| <b>Total Capital cost</b>               | <b>30,000</b>   |                 |
| <b>Capital Income / Funding</b>         |                 |                 |
| Government Grant                        | 0               |                 |
| S106 funding                            | 0               |                 |
| R&R funding                             | (30,000)        |                 |
| Earmarked funds                         | 0               |                 |
| Existing capital programme funding      | 0               |                 |
| Revenue contributions                   | 0               |                 |
| <b>Total Income</b>                     | <b>(30,000)</b> |                 |
| <b>Net Capital Bid</b>                  | <b>0</b>        |                 |

| <b>Expenditure profiling:</b> | <b>£</b> | <b>Comments</b>                                     |
|-------------------------------|----------|---|
| Year 1: 2012 / 2013           | 30,000   |   |
| Year 2: 2013 / 2014           | 0        |   |
| Year 3: 2014 / 2015           | 0        |   |
| Year 4: 2015 / 2016           | 0        |   |
| Year 5: 2016 / 2017           | 0        |   |
| <b>Net Capital Bid</b>        | <b>0</b> | (Costs met from existing repairs and renewal fund). |

*Appendix A, Capital Project Appraisal profiling, should also be completed.*

| <b>8B Revenue costs</b>           |  |                      |                 |
|-----------------------------------|--|----------------------|-----------------|
|                                   |  |                      |                 |
|                                   | <b>In<br/>2012/2013<br/>(year)<br/>£</b> | <b>Ongoing<br/>£</b> | <b>Comments</b> |
| <b>Revenue Costs</b>              |  |                      |                 |
| Employees                         |  |                      |                 |
| Premises costs                    |  |                      |                 |
| Transport                         |  |                      |                 |
| Supplies & Services               |  |                      |                 |
| Repair & renewal<br>contributions |  |                      |                 |
| <b>Total revenue cost</b>         |  |                      |                 |
| <b>Revenue Income</b>             |  |                      |                 |
| New charges, rents etc.           |  |                      |                 |
| Existing revenue budget/s         |  |                      |                 |
| <b>Total income</b>               |  |                      |                 |
| <b>Net revenue bid</b>            |  |                      |                 |

**9 VAT implications. Comment on any VAT implications identified in consultation with the Finance Department.**

There are no adverse VAT implications to this project.

**10 Other implications. Comment on any other relevant implications including property, accommodation, environmental, health & safety, community safety, procurement, human resource, equal opportunities and diversity.**

No significant implications as the new condensing modular boilers will be located in the existing boiler house in the space vacated by the old boilers. With regard to environmental implications, the higher efficiency of the new condensing modular boilers and the ability to match the heating plant to the Admin. Block's heating demands will see a reduction in the consumption of gas which will reduce the carbon emissions.

**11 Estimate of staffing resource required to deliver the project. Comment on the availability of internal project team resources. Ensure that the costs of external resources required have been included in the financial table/s above.**

The project is deliverable from current staffing resources.

| Skills required / internal or external        | Estimated number of hours | Proposed Timescale   |                     |
|---|---------------------------|----------------------|---------------------|
|   |                           | Start date           | Finish date         |
| Project management (internal staff resources) | 20                        | Early September 2012 | Late September 2012 |
|   |                           |                      |                     |

**12 Identify any dependencies upon other work or projects. Identify any other projects which cannot progress until this particular piece of work is complete**



**13 Background Papers. List any background papers used in the preparation of this project appraisal.**

|  |
|--|
|  |
|--|

**14 Inspection of papers**

|                    |                                     |              |                              |
|--------------------|-------------------------------------|--------------|------------------------------|
| Author's Name      | Jim Stocker                         |              |                              |
| Author's phone No. | 7351                                | Email        | Jim.stocker@cambridge.gov.uk |
| Filename/path      | N/CEBS/Mill Road Boiler replacement | Last amended | 11/09/2012 16:25             |

**Finance Department use only:**

| <b>Project Approval Dates</b>               | <b>Date</b> |
|---|-------------|
| Approved by DoF                             |             |
| Reviewed by AMG / ICT                       |             |
| Executive Councillor Approval               |             |
| Scrutiny Committee Approval (if applicable) |             |
| Council Funding Approval                    |             |
| Added to Hold List                          |             |
| Removed from Hold List                      |             |
| Added to Capital Plan                       |             |

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             | 30000        |          |          |          |          |          |
| Purchase of vehicles, plant & equipment | 0            |          |          |          |          |          |
| Professional / Consultants fees         | 0            |          |          |          |          |          |
| Other capital expenditure               | 0            |          |          |          |          |          |
|   |              |          |          |          |          |          |
|   |              |          |          |          |          |          |
| <b>Total Capital cost</b>               | <b>30000</b> | <b>0</b> | <b>0</b> | <b>0</b> | <b>0</b> |          |
| <b>Capital Income / Funding</b>         |              |          |          |          |          |          |
| Government Grant                        | 0            |          |          |          |          |          |
| S106 funding                            | 0            |          |          |          |          |          |
| R&R funding                             | 30000        |          |          |          |          |          |
| Earmarked Funds                         | 0            |          |          |          |          |          |
| Existing capital programme funding      |              |          |          |          |          |          |
| Revenue contributions                   | 0            |          |          |          |          |          |
|   |              |          |          |          |          |          |
| <b>Total Income</b>                     | <b>30000</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> |          |

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## CAMBRIDGE CITY COUNCIL Record of Executive Decision

### ADDITIONS TO THE CAPITAL PLAN

|   |  |
|---|--|
| <b>Decision of:</b>   | Councillor Bick, Executive Councillor for Strategy   |
| <b>Reference:</b>   | 12/URGENCY/S&R/01  |
| <b>Date of decision:</b>  | <b>Recorded on:</b>  |
| <b>Decision Type:</b>   | Non-Key Decisions  |
| <b>Matter for Decision:</b>   | <ul style="list-style-type: none"><li>To include of Capital Schemes into the Capital Plan.</li></ul>   |
| <b>Why the decision had to be made (and any alternative options):</b> | As specified under Part 4C 6.1.2 of the Councils Constitution, It was not deemed practical to convene a quorate meeting of Council to take these decisions.  |
| <b>The Executive Councillor's decision(s):</b>                        | <p><b>1) To include the following Capital Schemes into the Capital Plan:</b></p> <ul style="list-style-type: none"><li>- Replacement of the Corn Exchange passenger lift</li><li>- Southern Connections - Public Art Commission</li></ul>  |
| <b>Reasons for the decision:</b>                                      | <p>As stated in Part 4C section 6.1 of the Councils Constitution, individual members of the Executive 'may take a decision which is contrary or not wholly in accordance with the budget approved by the full Council if the decision is a matter of urgency'.</p> <p>Due to time pressures it was deemed not practical to convene a quorate meeting of Council to take these decisions.</p> |
| <b>Scrutiny consideration:</b>  | <p>The following were agenda items for the Community Services Scrutiny Committee of 28 June 2012:</p> <ul style="list-style-type: none"><li>- Replacement of the Corn Exchange passenger lift</li><li>- Southern Connections - Public Art Commission</li></ul>   |

Full details can be accessed via:

<http://www.cambridge.gov.uk/democracy/documents/s12490/Project%20Appraisal%20-%20CE%20Passenger%20lift.pdf>

<http://www.cambridge.gov.uk/democracy/documents/s12493/Southern%20Connections%20-%20Public%20Art%20Commission%20-%20Project%20Appraisal%20-%20final.pdf>

|                               |  |
|-------------------------------|--|
| <b>Report:</b>                | See links above  |
| <b>Conflicts of interest:</b> | None   |
| <b>Comments:</b>              | This urgent decision will be reported back to the next Strategy and Resources Scrutiny Committee and then referred to Full Council on 25 October 2012. |



To: Executive Councillor for Customer Services and Resources  
Report by: Jonathan James Head of Customer Services  
Relevant scrutiny committee: Strategy and Resources October 2012  
Wards affected: All Wards

## **CUSTOMER ACCESS STRATEGY 2012 - 2015**

### **Key Decision**

#### **1. Executive summary**

- 1.1** This report presents and recommends the approval of the Customer Access Strategy 2012 - 2015.

#### **2. Recommendations**

The Executive Councillor is recommended to:

- i. Approve the Customer Access Strategy 2012 –2015 and accompanying action plan.

#### **3. Background**

- 3.1** The implementation of the first Customer Access Strategy (CAS) in 2008 has seen the continued development of the Customer Service Centre (CSC) to provide more joined-up services. Since its inception the CSC has brought together an increased range of services to customers through the contact centre, on-line services, face to face meetings and payments (formerly cashiers) in one location and over extended hours of operation.

- 3.2** As the first CAS comes to an end we believe the time is right for a further, more fundamental shift in the Council's customer relations as the needs of customers and society as a whole change. The change will need to be driven by innovation at all levels and in all ways – people, processes, and technology. We will need to develop multiple ways for customers to access our services. These access routes to council

services will harness technology to improve the speed and flexibility of service provision. Services that are provided in partnership will also be developed to allow greater flexibility and ease of access.

**3.3** This new strategy outlines the Council's vision for customer service over the next three years. The strategy has been designed to be a "high level" document setting out the overarching framework for customer service in Cambridge City. It builds on the implementation of the first strategy and the continued development of services in the Customer Service Centre (CSC) over the last three years to provide more joined-up services.

**3.4** The strategies overall objectives are:

- To value our customers
- To improve customer satisfaction
- Through consultation and feedback listen to our customers and respond
- Deliver improved ways of getting in touch with the council and accessing services - more convenient, easier and quicker
- Customers serve themselves where possible

## **4. Implications**

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

Apart from a number of technical capital bids, which have already been approved there are no additional financial implications from the strategy.

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

There are no additional staffing implications from this proposal

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

The draft strategy was presented to the Equalities Panel on the 18<sup>th</sup> June 2012 and no additional equalities implications were highlighted by the panel.

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

There are no additional environmental implications from this proposal.

### **(e) Procurement**

There are no additional procurement implications from this proposal



**(f) Consultation and communication**

Comments and feedback from customers are received on a regular basis and have been taken into account in developing the direction of the strategy. Discussions also took place with housing tenants at the joint Robert at Home / South Side Partnership on the 24 January 2012.

**(g) Community Safety**

There are no additional staffing implications from this proposal

**5. Background papers**

The following background papers were used in the preparation of this report:

- Customer Access Strategy Implementation Outcomes - Strategy and Resources Scrutiny Committee October 2010

**6. Appendices**

Appendix 1: CUSTOMER ACCESS 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: Jonathan James

Author's Phone Number: 01223 458601

Author's Email: [jonathan.james@cambridge.gov.uk](mailto:jonathan.james@cambridge.gov.uk)

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Appendix 1



# Cambridge City Council

## Customer Access Strategy

2012 - 2015

Putting Our Customers First



# Contents

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## 1.0 Introduction

The implementation of the first Customer Access Strategy (CAS) in 2008 has seen the continued development of the Customer Service Centre (CSC) to provide more joined-up services for the people of Cambridge. Since its inception the CSC has brought together an increased range of services to customers through the contact centre, on-line services, face to face meetings and payments (formerly cashiers) in one location and over extended hours of operation. This has been completed with minimal disruption to service provision and without [or with only minimal] adverse effects to overall performance.



As the first CAS comes to an end we believe the time is right for a further, more fundamental shift in the Council's customer relations as the needs of customers and society as a whole change. The change will need to be driven by innovation at all levels and in all ways – people, processes, and technology. We will need to develop multiple ways for customers to access our services. These access routes to council services will harness technology to improve the speed and flexibility of service provision. Services that are provided in partnership should also be developed to allow greater flexibility and ease of access.

We need to undertake further work collaboratively with internal and external partners e.g. Cambridge Citizen Advice Bureau, to explore front line customer service improvements. We also need to consider the options for shared services with other partners including the County Council and South Cambridgeshire District Council.

## 1.1 Customer Access Strategy 2012 -2015

This new strategy outlines the Council's vision for customer service over the next three years. The strategy has been designed to be a "high level" document setting out the overarching framework for customer service in Cambridge City. It builds on the implementation of the first Customer Access Strategy (CAS) and the continued development of services in the Customer Service Centre (CSC) over the last three years to provide more joined-up services.

The strategy aims to put the customer first – at the heart of everything the Council does. It recognises the importance of the customers' needs in the city, which is diverse and tolerant, values social activities, which bring people together and where everyone feels they have a stake in the community. The strategy builds on the Council's vision for the city, where people matter. It is a good place to live, learn and work and we care for the planet. It also includes our revised customer service standards for the council.

A key consideration in the development and the implementation of our strategy is that the structure and organisation of the council are not important to customers trying to access council services – rather, the ease of accessibility, quality and speed of response is what counts. In essence, this strategy and its associated projects and initiatives aim to continue the improvement in the quality of customer experience, initiated in the first CAS.

In continuing to improve how we work we will review our services to ensure that they are designed with our customers' wishes and needs in mind, and offer value for money. The council has an ambitious programme of service reviews and other service changes to ensure our services are focussed on understanding and meeting customer needs; delivering high quality services in the context of policy and legislative changes; and rising or changing demands from residents. All of which must be done within the resources available. The strategy impacts on everyone from the park rangers, planners and refuse crews, to those working in the Corn Exchange, customer contact centre staff and public protection officers.

This strategic document sets out:

- A one council approach: customers will receive a consistent level of customer care whichever method they choose to contact the council.
- The improvement in service delivery and choice of communication channels that customers can expect to experience over the next 3 years, e.g. email, telephone, face to face contact.
- The priority areas for us to focus on to be able to deliver this change.
- How we will manage the change.
- An action plan for implementing change required within each priority area.

The main principle will be to maintain and implement a service design and delivery strategy, which improves the quality of council services, creates significant take-up

by electronic channels (e.g. web, mobile and self service) and results in efficiency savings. The principle is predicated on the idea that a high quality service will meet customer need and be efficient to run.

## 2.0 What difference will the strategy make to customers?

Our aim is for all customers to experience:

- Confidence in the council's ability to deliver what it promises.
- Transparency about the services the council provides.
- A courteous and friendly attitude from all council representatives.
- A sense of one council working for them, not them working through several council departments.
- Increased opportunities to choose the way they would like to contact, interact and communicate with the council.
- Multiple ways of engaging with the services of both the council and the rest of the public and voluntary sector.
- Increasing value for money in the way we provide services.
- Greater influence on how services are delivered.

The strategy's overall objectives are:

1. To value our customers
2. To improve customer satisfaction
3. Through consultation and feedback listen to our customers and respond
4. Deliver improved ways of getting in touch with the council and accessing services - more convenient, easier and quicker
5. Customers serve themselves where possible

### 3.0 What are the key themes of this strategy?

This strategy will focus on the five key themes:

1. Managing customer communication channels
2. Customer choice
3. Engaging with our customers
4. Marketing products and services
5. Leadership

Below is a summary of each theme and why it is a priority for delivering excellent customer service.

#### 3.1 Managing customer communication channels



We recognise through the Citizen Survey that customers and residents want to be able to contact us by phone and in person at the Customer Contact Centre.

These key ways of contacting us will continue to be invested in but we plan to develop multiple ways for customers to access our services so people have greater choice. These channels of communication will harness what technology we can offer to improve the speed and flexibility of service provision. Services that are provided in partnership will also be developed to allow greater flexibility and ease of access. Priority areas will have to deliver:

- New electronic options – e.g. (SMS) text messaging and social networking e.g. facebook, twitter.
- Incentives to access Council services via the internet, e.g. paying Council Tax online, or using automated cashiering machines
- Working together with partners to provide joint services e.g. Cambridge Citizen Advice Bureau.

#### Customer Service Centre

We will use the Customer Service Centre as the primary driver for change, improving the quality, consistency and accessibility of services we provide to customers. As the council continues to focus on service improvements, we will deliver better value for money and become more efficient. The Customer Service Centre will take on board more services as these are redesigned.



## Equality and diversity

The council adopts a design for all approach where all customer needs are met irrespective of age, gender, disability, ethnic origin, race, religion or geographical location. We provide many ways of contacting us, together with the provision of multi agency, joined-up services working closely with other councils, agencies and charities. In this way, we hope to make it as simple as we can for a customer to request and receive a service.

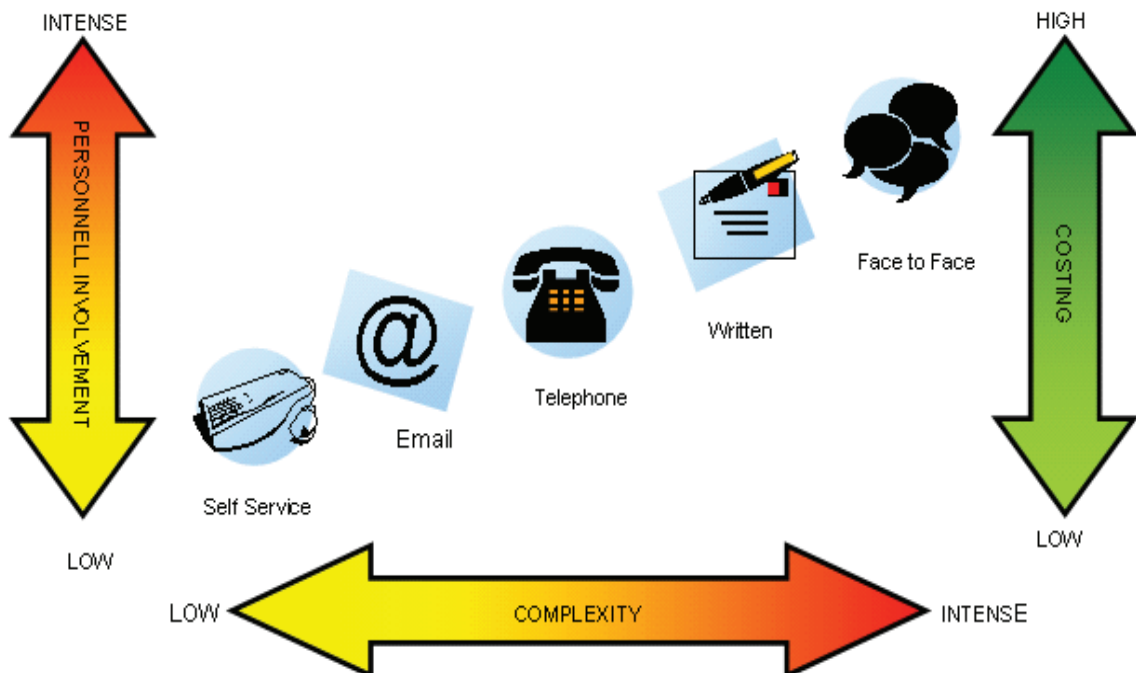
Cambridge City Council believes in the dignity of all people and their right to respect and equality of opportunity. We value the strength that comes with difference and the positive contribution that diversity brings to our city.

Managing diversity in service delivery is about providing appropriate services, according to need, for everyone in the City. We aim to offer high quality services by recognising the diversity of our customers and acting to ensure that individual needs are met. All our reception facilities are fully accessible to people with disabilities, customers who use languages other than English, and those who might otherwise find it difficult to access services.

As a service provider, we will ensure that:

- service users receive fair, sensitive and equal treatment
- services are relevant and responsive to the changing and diverse needs of our local population
- services, buildings and information are fully accessible, particularly to those groups or individuals who face disadvantage or discrimination

### 3.2 Customer choice



Customers will be able to experience greater choice and control in the services they receive. To improve the delivery and responsiveness of council services to our customers we need to:

1. Design and deliver services around customers' choices and needs. Customer requirements must be at the heart of the design process - usability and accessibility through multiple devices e.g. smart phones, tablets, PCs, should be central to the design of services.
2. Develop and maintain a set of measurable, one-council performance standards for customer service, including complaints handling.
3. Widen the choice of communication channels for customers, and improve performance but still focus on telephone contact as the most popular contact method as identified by the citizen survey.
4. Promote customer self-service and more efficient communication channels through effective marketing and by making them easier to use, to deliver significant efficiency and quality improvements.
5. Provide better information so that people are aware of the services that are currently available online.

The council will work with customers to enable them to access more Council facilities via efficient channels, notably the web. This will progressively move customers to efficient communication channels and a lower cost per transaction as shown in the diagram above. This will need to be undertaken whilst maintaining or improving the quality of the service.

The council has a unique opportunity to harness this shift in how people communicate to its advantage, as encouraging people to shift to different channels can bring substantial savings. The table below shows the industry standard costs per transaction incurred by local authorities for different contact channels.

| <b>Type of contact</b>          | <b>Average cost per transaction</b> |
|---------------------------------|-------------------------------------|
| Face to face                    | £14                                 |
| Telephone (through call centre) | £4                                  |
| Self service                    | 20p                                 |
| Web                             | 17p                                 |

*Note: Average costs based on data gathered by SOCITM.*

As demonstrated there are substantial differences between the costs associated with different channels. The average face-to-face transactions cost £14 for the council to handle, while the average website transaction costs on average just 17p.

Trying to move customers to use cheaper channels when interacting with the council is a key challenge. Change can potentially come about naturally without the need for completely redesigning services and processes. However we also have the opportunity to influence behaviour through creating an ideal customer experience, which we believe will suit the needs of our customers. The council has already started using service process reviews to create more efficient ways of delivering services and ensuring that they are configured around improving value for the customer.

It is, however, unrealistic to assume that we will be able to change the behaviour of all of our customers for every different service we offer. For some, a lack of access to computers or literacy or numeracy problems may also restrict service access. In theory, if we are able to save costs by changing the behaviour of those who we know we can change by facilitating a move to online/web-based contact for example, these costs could then be allocated to services and customers who most need them.

**“No-one is ever going to move to a channel or service that is harder to use or less beneficial”**

Colum Joyce, Global Electronic Business Strategy Manager, DHL

New ways of communicating with the council produces a greater choice for customers. Understanding the needs and preferences of customers is vital if these channels are to be successfully exploited by the council. Customer preferences vary considerably by age, income and where people live. Universal preferences cannot be assumed and therefore, to ensure accessibility, and inclination to use a channel, the council will need to find out the preferences of our customers in relation to the services and the types of transactions required.

### 3.3 Engaging with our customer

The City Council engages with its customers in a variety of ways and seeks advice, information and opinions about strategies, policies and services. These are used to inform the council's decision-making and help design good services.

On going engagement and feedback are important to identify needs and to develop services. Different methods are used to engage with our customers. The ChYpPS service for example builds 1-2-1 relationships and trust with its young customers by working closely with them on an informal and friendly basis, while City Homes has residents' forums and mystery shopping exercises to identify how it is performing. Customer feedback and satisfaction data will be crucial in shaping services to the needs of our customers. The CSC for example is introducing feedback mechanisms at every point of customer interaction using the Gov-metric feedback system.



Feedback from our customers is important in shaping our services to meet customers' needs and can help us to continually improve the services we offer. The council wants to be open and honest, that we care about providing good services, and genuinely values feedback on our services.

Our aims are to:

- Capitalise on best practice in handling positive and negative customer feedback in all service areas
- Embed a pro-active, problem-solving culture across the council through organisational learning and workforce development

- Enable more consistent and effective complaints and comments monitoring across all Directorates, linking across to the corporate performance management framework and the Council's customer care agenda

We must have access to timely information about our customers, their needs and preferences. Having a regular dialogue with our customers will help us shape the services that they want, in a way they prefer or desire. This priority area will deliver:

1. A programme of diverse consultation methods.
2. Feedback mechanisms at every point of customer access at the CSC using customer feedback software 'Govmetric'.
3. A 'customer insight' programme making use of consumer and demographic data sources to target specific services to customers e.g. council tax direct debit.

### Relationships with our customers and enforcement

The council provides many and varied services and carries out a range of functions which involve aspects of enforcement. This is one of the principle functions of any government service, to serve and protect by the application of laws [in addition to other advisory roles].

Maintaining good customer relationships is important but some times we have to take action against our customers due to non-compliance or breaches of council permissions, policies, statutory laws and byelaws e.g. benefit fraud, planning and building control, environmental health, etc.

The council has powers to enforce some current legislation which can mean that the council can issue warnings, statutory notices, fixed penalty notices, and even court proceedings against alleged offenders. All of our enforcement actions are undertaken in accordance with the council's Enforcement Policy.

The law sometimes requires the council or its staff to do certain things in certain ways, which can appear confusing to others. Where anybody is uncertain what they are being asked to do or why, there should always be an opportunity to have it explained in clear and simple language by a member of staff.

Where better enforcement is possible through working with others, such as other councils, enforcing agencies, or the business community, these links will be formed and developed. Where there is a right of appeal against an enforcement activity, this will be clearly explained with the opportunity for informal appeal to a senior officer. The council also has a corporate complaints procedure if residents and businesses are unhappy with how they have been treated.

As a caring council we will listen to the views of residents, businesses and others in promoting fair and appropriate enforcement to encourage economic growth and prosperity and the enjoyment of personal freedoms without unacceptable risk of harm, whilst protecting those in need.

### 3.4 Marketing products and services

All customers should be aware of the products and services that the council can offer. Information can be found at the Guildhall, Tourist Information, Mandela House,

area housing offices, and community centres as well as online information on the website, twitter, facebook etc. Information is also published in newspapers and direct to residents' houses in newsletters and with council tax information.

Effective marketing can help to explain and promote what the city council is doing across the city. It can also be helpful in changing attitudes and helping to increase public confidence. Good marketing is also needed to make sure that residents can clearly identify the services that are available to support them. Simply making services available through new channels does not necessarily mean that customers will use them.

Behaviour can be influenced by making people aware of the value added to their service experience when using new channels making take-up more likely. The key to influencing behaviour positively is to market the advantages of changing – or indeed the disadvantages of not changing - to the customer. Positive reasons need to be identified and used since inertia is often the most powerful shackle preventing behavioural change.

Information about these services and products should be transparent and easily accessible. This priority area will deliver:

1. Marketing that demonstrates a one council approach for all.
2. Developed information channels across the whole council to advertise and promote services harnessing existing technology, e.g. Website, Twitter, Facebook, Youtube and Flickr.
3. Promoting to customers the benefits of self service and online services.

### 3.5 Leadership:

The council is committed to putting the customer at the heart of everything it does and developing a culture that demonstrates and delivers excellent service during every contact with our customers.

We will prioritise a customer focus at all levels throughout our organisation by embedding this focus within our Organisational Development Strategy and induction process. We will evaluate individual and team commitment using our performance management system.

We will empower, train and encourage all of our staff to actively promote what we do, and feel able to deliver the customer focused culture that we want to provide within the council. Embedding best practice throughout the council will begin with customer awareness workshops for all staff, to ensure consistent values are shared and understood.

Finally we need strong leadership to pursue good customer service and to embed the 'one council' approach for customers. This priority area will:

1. Continue with the corporate leadership programme that focuses on improving corporate capability when dealing with customers and develops the ethos of a one council approach.

2. Identify and develop 'Customer First' champions to provide continued challenge and stimulus throughout the council.
3. Regular staff promotional and service events to actively keep the customer experience at the forefront of everything we do.

### The Council's Change programme

The council's vision is focussed on people, place and planet in all we do. Everyone should be able to see how they support those goals. To deliver this ambitious vision for Cambridge, the council will have to keep changing to ensure its services are equipped to deliver the vision with fewer resources.

To help our services meet this challenge, we need to change the way we do things in the council. We cannot afford to do all the things we've done previously, in the way we've always done them. The council has changed a lot already in recent years, for instance, introducing the Customer Service Centre, and implementing the corporate restructure, by removing the client contractor split in City Services.

Over the coming years the council will be implementing its key change programme which includes four strands:

**Culture change** - recognising that we need to keep changing, and building a more flexible, customer-focussed approach to how we do things, working as "one council".

**Bureaucracy busting** - recognising that some aspects of some of our policies and procedures slow down the pace at which we can make decisions or changes, and that some of this may be unnecessary.

**Managing service change** - ensuring our services are focussed on understanding and meeting customer needs, delivering high quality services in the context of policy and legislative changes, and rising or changing demands from residents.

**Modern Business Environment** - making sure that the council's infrastructure, its buildings, systems and processes, are modern and flexible and focussed on efficiency, effectiveness and sustainability.

## 4.0 Customer Charter

The customer service charter will be adopted for use across the council. It is explicit about the standards our customers can expect to experience when contacting us.

The charter will be regularly reviewed to reflect the changing needs of our customers and the opportunities that we will have in the future to improve delivery due to the improved use of technology.

At the heart of the charter is our commitment to improving the quality of life of local people. We strive to get it right, first time, every time. We believe that customers have the right to know what level of service they can expect from us all the time - even when we fall short of the very high standards we have set ourselves.

We will:

- Improve our speed of response in handling enquiries from customers by ensuring our information is in a format that can be easily accessed and understood.



- Maintain a single point of contact, open at times that reflects customer need and at a cost, which is suitable and acceptable to our customers.
- Provide responsive and reliable services that meet the expectations of the residents and customers.
- Provide a consistent, co-ordinated and proactive service. Customer Service employees will be able to identify if the customer needs extra help or advice, will help resolve problems and take personal responsibility for them.
- Make it more convenient, easier and quicker for the residents of Cambridge City to deal with us.
- Make sure that the customer experience is consistent – whether in a local area housing office, interaction with a Park Ranger or at the Guildhall reception.
- Enable customers to self serve themselves, if they choose to, and encourage more to choose to by making this an easy and efficient option.
- Treat our customers with respect, courtesy and friendliness; being receptive to customer feedback.
- Enable our customers to provide feedback easily, through customer surveys, focus groups, feedback, consultation and improved complaint handling.
- Ensure our employees are skilled and able to provide high quality customer care.
- Work with other council departments and organisations to achieve a joined up and seamless approach to service provision.

## Quality of Service

We already set measurable standards for the timeliness of response for complaints and freedom of information requests. This strategy now brings all standards into one document to include all forms of customer contact including phone calls, e-communications and personal callers. Our customer service standards are as follows:

### Contacting us in person

- We aim to see customers in the Customer Service Centre, Housing Area offices or Guildhall reception within 10 minutes of arriving at reception.
- Waiting areas will be comfortable and tidy and facilities for children will be provided in the Customer Service Centre at Mandela House.
- All staff who deal directly with the public will wear identification badges.
- Opening hours will be clearly displayed.

- Information will be kept up-to-date and will be well presented.
- Facilities for people with a disability will be available at public receptions.
- Private interview facilities will be provided when necessary.
- Customer comment cards or feedback screens will be available for you to let us know what you thought of the service you received.

### Contacting us on the telephone

- We will aim to answer all telephone calls within 12 seconds of the first ring.
- When answering the telephone, staff will clearly state their name and section.
- The staff member who answers your call will aim to answer your enquiry there and then. If we cannot answer your enquiry or transfer you to the right person straight away, we will take your details and make sure someone contacts you.
- When returning your calls, staff will clearly state their name, their section and their reason for calling.

### Contacting us by letter or fax

- If you contact us by letter or fax we will endeavour to respond fully within 7 working days unless, for example, your query is complex or involves several service areas. In this case we will acknowledge your letter within 5 working days of receipt and let you know who is looking after your query, what action we are taking and when a reply can be expected.
- The response you receive will clearly address your enquiry, but we will include contact details if you believe that this is not the case or you have any further enquiries.

### Contacting us by email

- We aim to respond to all emails received by our Customer Service Centre within 4 working hours.
- The response you receive will clearly address your enquiry, but we will include contact details if this is not the case or you have any further enquiries.
- All other council services will respond fully to your email within 7 working days, unless you receive an 'out of office' notification to your email advising that the staff member is unavailable. The notification will include contact details for urgent enquiries and a date when the staff member will be available to reply.

### Freedom of Information requests

- We will supply the information under FOI within 20 working days, except in exceptional circumstances. In such circumstances we will contact you to let you know why it is going to take longer than 20 days to collate the information requested, or if there are reasons why it is not appropriate to release all the information requested. We will explain why we are not releasing the information, if that is the case, and explain the appeal process.

### Complaints

- We aim to reply to all complaints within 7 working days. If we need longer, we will tell you why. We will also let you know who is dealing with your complaint and when we will reply.



- If you are not happy with the response you can ask for the complaint to be referred to the independent complaints investigator, who will investigate the complaint for you.

#### Facebook and Twitter

- We aim to respond to posts within 1 working day.

#### Translation and interpretation

- If English is not your first language and you need some help in understanding any of the services the council delivers, we offer telephone or face-to-face language interpretation services.

## 5.0 How will the strategy be delivered?

The success of this strategy will be determined not only by consultation and feedback we receive from customers and the increased measures of performance but by the effectiveness of its dissemination and understanding throughout the council.

The key actions required to be undertaken to deliver this strategy include:

- Customer Service Champions will be created across the Council. They will have authority to be sufficiently influential to encourage both senior management and staff at all levels to make sure that their working practices support both the resident and corporate and also departmental needs.
- Customer awareness workshops and a customer care training and development programme will be introduced. The customer awareness workshop will be rolled-out to all staff. New employees will receive customer awareness training as part of their Corporate Induction to the Council.
- All employees will be provided with a summary of the strategy and they will be expected to demonstrate that they are contributing towards the council's vision for customer service.
- In order to make sure that services are delivered in line with best practice, we will publish our comprehensive range of service standards. The Customer Charter and service standards detailed in section 4.0 have provided the benchmark against which all council staff need to deliver services.
- Performance targets within the CSC have been developed with the aim to continuously improve customer service. We will monitor customer satisfaction with a goal of increasing this year on year.
- Design customer interactions from a customer perspective using service process reviews e.g. Lean\*.

\*Lean is a method that focuses on service provision in the most efficient manner by improving flow and eliminating waste from processes. By undertaking process reviews across targeted service areas the customer interface and the

supporting back office processes can be streamlined. Each process needs to be assessed for its added value to the customer, if it is found to have more activities that do not contribute to the process, then this is classed as "waste" within the process and we will look to eliminate this to provide a more efficient and customer focussed service. A programme of reviews will be arranged to deliver these improvements.

## 6.0 Improvement Plan

| Priority Area     | Outcome  | Actions  | When                | Lead   |
|-------------------|--|--|---------------------|--|
| <b>Leadership</b> | Leaders will promote a one council approach for customers. | Create and support a team of customer champions to practise and develop consistently high quality customer service within their service areas.   | January 2013        | Senior management team                               |
|                   | Customer ethos is embedded across council                  | Undertake a continuous customer service promotion campaign for staff using posters, newsletters, events etc.   | Start November 2012 | Senior management team and Head of Customer Services |
|                   | Efficient and customer focussed services                   | Develop and implement a staff customer service awareness programme, which enhances our capacity to deliver sustained high quality customer service. Designed and run by Customer Champions across the council. | Start March 2103    | Customer champions and Head of Customer Services     |
|                   |  | Implementation of customer Lean process reviews across six service areas.  | January 2014        | Heads of Service                                     |

|  |   |  |  |   |
|--|---|--|--|---|
| <p><b>Engaging with Our Customers</b></p>            | <p>We have access to timely information about our customers, their needs and preferences.</p> <p>We have a regular dialogue with customers, which gives us an insight that helps us shape and improve the services we provide to customers.</p>                           | <p>CSC -Introduce feedback mechanisms at every point of customer interaction using Gov-metric.</p> <p>Year on year rise in customer satisfaction.</p>  | <p>Face to face and Phones already introduced</p> <p>Web by November August 2012</p> <p>Emails by January 2013</p> <p>March 2014</p> | <p>Head of Customer Services</p> <p>Service Managers</p>  |
| <p><b>Customer Channel management and Choice</b></p> | <p>We have multiple ways for customers to access our services. These channels, with the support of technology, provide fast and flexible service provision.</p> <p>Where appropriate provide services in partnership to allow greater flexibility and ease of access.</p> | <p>Develop SMS and social media service provision as appropriate.</p> <p>10% increased take up of emails, face-book, twitter, web hits over the year.</p> <p>Introduce self service payment machine at Mandela House.</p> <p>Introduce self help information kiosks at Area Housing offices.</p> | <p>Already started</p> <p>April 2014</p> <p>January 2013</p> <p>March 2013</p>   | <p>Head of Customer Services</p> <p>Head of Customer Services</p> <p>Head of Customer Services</p> <p>Head of Customer Services</p> |

|                                      |   |   |  |  |
|--------------------------------------|---|---|--|--|
|                                      |   | <p>Greater working with CCAB including debt advisers based at Mandela House</p> <p>Increase web traffic by 10% following introduction of the new web site over the year.</p>                    | <p>January 2013</p> <p>March 2014</p>  | <p>Head of Customer Services</p> <p>Head of corporate strategy</p> |
| <p><b>Marketing and services</b></p> | <p>Our customers are aware of the products and services that the council can offer and the standards they will receive.</p> <p>Information about these services and products are transparent and easily accessible.</p> | <p>Service standards published and periodically reviewed</p> <p>Develop the capability for managers to analyse customer and demographic data using the Electronic Service Delivery toolkit.</p> | <p>Published November 2012</p> <p>Managers courses run and implemented by September 2013</p> | <p>Head of customer services</p> <p>Service Managers</p>           |





To: Executive Councillor for Customer Services and Resources: Councillor Julie Smith  
Report by: Director of Resources  
Relevant scrutiny committee: Strategy & Resources 15/10/2012  
Scrutiny Committee  
Wards affected: All Wards

## **PROCUREMENT STRATEGY 2012-15**

### **Key Decision**

#### **1. Executive summary**

The Council's current Procurement Strategy comes to an end in November this year and therefore needs to be renewed. Attached, as Appendix 1 to this report, is a draft Strategy covering the period December 2012 to March 2015 for consideration by the Scrutiny Committee and approval by the Executive Councillor. The Council's Strategic Leadership Team has already considered the draft Strategy.

#### **2. Recommendations**

The Executive Councillor is recommended:

To approve the draft Procurement Strategy appended to this report for publication and implementation.

#### **3. Background**

3.1 The purpose of the Strategy is to provide a strategic direction for procurement activity within the Council and to identify the actions that we will take and principles we will follow to maximise value from our procurement spend. It is not intended to give detailed information or guidance about the process to be followed in any specific procurement. This sort of guidance about process can be found in the Procurement Quick Reference Guides (when the Strategy is published on the Council's website at the beginning of December, a link to a summary of the Guides will be provided. Thereafter a link to each of the individual Guides will be provided), which are published for officers on the Intranet. In addition to the

Quick Reference Guides project specific advice can be sought from the Council's central Strategic Procurement Team.

3.2 Although originally intended to cover a longer period, it is considered appropriate, for the reasons set out below, to present an interim Strategy at this point looking at the next two and a bit years while work is taken forward at a national and corporate level to determine how procurement will contribute to the delivery of Council services in the future.

3.3 The reasons for opting for an interim strategy at this time are because:

3.3.1 at a national level, changes to the EU Procurement Directives (and subsequent changes to UK legislation governing procurement), the Community Right to Buy, the Community Right to Challenge and, more recently, legislation to engage contractors in initiatives to benefit the community in a wider sense, could change the face of procurement in a fundamental way.

3.3.2 internally, the continuing work to bring around corporate change - in particular the Bureaucracy Busting stream of initiatives

make this an inappropriate time to tie the Council into a long term strategy. Just now we need to be flexible to be able to respond quickly to new opportunities and ways of working.

3.4 The approach to this Strategy is radically different to the approach that we took in 2009. Both are creatures of their time and while both are grounded in the Council's Visions and Strategic Objectives (previously the Medium Term Objectives) we are now about cutting out things that don't add value to the contribution that procurement makes to achieving the Council's Vision and Objectives. The new, much shorter and more strategic Strategy fits in fully with and reflects the "bureaucracy busting" approach that the Council is taking.

3.5 The Strategy sets out the key themes that we will follow in the next 28 months. The themes reflect the Council's ambitions and the key messages that the Strategic Team has identified from procurement activities across the Council. The Work Plan at section 7 of the Strategy identifies the steps that we will take to achieve the themes that we have identified.

3.6 The Strategy also sets out the key principles that the Council will apply in its procurement activities during the Strategy period.

## **4. Implications**

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



One of the key Strategy commitments is to achieve value from the money that we spend in our procurement activities. There are no specific financial implications arising from the Strategy itself. These will arise with regards to individual procurement projects that will be reported to this and other Committees from time to time.

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

The Strategic Procurement Team cannot deliver the tasks set out in the Strategy Work Plan by itself and will require input and support, primarily from within the Resources Team but ultimately, from others to implement the new arrangements and initiatives that are to be put in place.

(c) **Equal Opportunities Implications**

The Strategy makes clear the Council's commitment to ensure that appropriate equal opportunity requirements are incorporated and properly evaluated in the procurements projects that we undertake.

An Equalities Impact Assessment will be completed prior to publication of the Strategy.

(d) **Environmental Implications**

The Strategy is rated as having a nil rated climate change impact but individual projects undertaken in accordance with the Strategy will be assessed on a case-by-case basis. There is a clear Council's commitment to ensure that climate change requirements are considered fully in each procurement, that appropriate requirements are built into each tender and are properly assessed as part of the process.

(e) **Procurement** – the procurement implications are incorporated in this report and in the draft Strategy.

(f) **Consultation and communication**

The Strategic Leadership Team has considered the draft Strategy. If approved the document will be communicated to the internal procurement community by means of a news item on the intranet and via Insight and to the public by publication on the Council's website,.

(g) **Community Safety**

Community Safety issues will be considered on a case-by-case basis for individual procurement projects.

## 5. **Background papers**

There were no background papers used in the preparation of this report. EQIA when this is done.

## 6. **Appendices**

A The Draft Procurement Strategy

## 7. **Inspection of papers**

If you have a query on the report please contact:

|                        |                                 |
|------------------------|---------------------------------|
| Author's Name:         | Debbie Quincey                  |
| Author's Phone Number: | 01223 - 457400                  |
| Author's Email:        | debbie.quincey@cambridge.gov.uk |

**DRAFT**

# **CAMBRIDGE CITY COUNCIL PROCUREMENT STRATEGY**

**December 2012 – March 2015**



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## Appendices

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| A | <a href="#">The Procurement Quick Reference Guides</a> . A final link to a summary of all the guides will be provided when the Strategy is published (with a view to providing a link to all guides thereafter) |    |
| B | Schedule of Proposed Procurements – a hyperlink to a public version of the Schedule will be provided for web version of Strategy  |    |
| C | <u>Glossary of commonly used procurement terms and acronyms</u>   | 10 |

## Useful Contacts

Please contact us if you have any questions or comments about our Procurement Strategy or about tendering for Council business:

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Lion Yard  
Cambridge  
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## 1 Introduction

We have simplified our Procurement Strategy to reflect the Council's initiatives to remove unnecessary complexity from processes and procedures and to retain only those that add value to the services we deliver. This Strategy therefore sets out how we will:

- ◆ Make procurement easier for suppliers and the Council alike
- ◆ Increase the professionalism and commercial skill of procurements carried out by the Council
- ◆ Give more opportunity to local and SME suppliers to participate by increasing visibility of our procurement plans and opportunities
- ◆ Maximise innovation, sustainability and collaboration in our procurement activities

This is our interim Strategy for the next two and a bit years while work is taken forward at a national and corporate level to determine how procurement will be delivered in the future.

At a national level changes to the EU Directives (and subsequently, UK legislation) governing procurement, the Community Right to Buy and Community Right to Challenge and more recent legislation to engage contractors in initiatives to benefit the community in a wider sense, is likely to change the face of procurement in a fundamental way.

Internally the Council is re-shaping itself to deliver what it does as effectively as possible so now is not the time to tie ourselves into a long-term strategy. The Council, at request of the Joint Staff Employer Forum (JSEF), is also looking at our approach to Admitted Body Status where services are being outsourced. In addition to these issues research into the Living Wage will be undertaken during the Strategy period. At the moment we need to be flexible to respond quickly to new opportunities and ways of working.

This Strategy is intended to provide a high-level statement about our direction of travel and the principles that we will follow. If you need detailed information about the "how to" aspects of procurement then you should refer to the Quick Reference Guides at Appendix A.

We hope that you will find this a useful document as you engage with us and we with you in the future.

## **2 Purpose of the Strategy**

The Council historically spends approximately £40m a year externally on procuring goods, works and services and we need to get better value from this expenditure. The next few years are likely to see a reduction in this spend to reflect national and local budget reductions so value for money is increasingly important.

This Strategy identifies the actions that we will take and the principles we will follow to maximise value from our procurement spend.

### **3 What is Procurement?**

The Council itself directly provides many services from in house staff/ resources. Where we need to acquire goods, services or works that cannot be provided in house we procure those from external providers (which may be a contractor, third sector supplier or another public sector body). Procurement is the process that we use to acquire such goods, services and works from those external providers. Whilst responsibility for procurement resides in each Council service area, there are two officers in the corporate centre who assist service areas with their procurement responsibilities as appropriate.

Procurement is different from buying. Buying is done on a day-to-day basis as required often from a contract put in place following a procurement process. Procurement is a strategic process that follows a clear pattern starting with identifying a need right through to reviewing the delivery of the contract and learning any lessons for future procurements.

Competitive procurement remains the cornerstone of the Council's procurement approach but there will be circumstances where a direct contract with a sole supplier will be appropriate.

### **4 The Council's Vision and Strategic Priorities**

The Council has set the following Vision and Strategic Priorities for the Council.

#### **Cambridge - where people matter**

A city which celebrates its diversity, unites in its priority for the disadvantaged and strives for shared community wellbeing

A city whose citizens feel they can influence public decision making and are equally keen to pursue individual and community initiatives

A city where people behave with consideration for others and where harm and nuisance are confronted wherever possible without constraining the lives of all

#### **Cambridge - a good place to live, learn and work**

A city which recognises and meets needs for housing of all kinds – close to jobs and neighbourhood facilities

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

A city with a thriving local economy that benefits the whole community and builds on its global pre-eminence in learning and discovery

A city where getting around is primarily by public transport, bike and on foot

### **Cambridge - caring for the planet**

A city in the forefront of low carbon living and minimising its impact on the environment from waste and pollution.

Each Portfolio Holder has approved the Strategic Priorities identified in their Portfolio Plans which can be found at

<http://www.cambridge.gov.uk/ccm/navigation/about-the-council/how-the-council-works/council-performance/portfolio-plans>

## **5 The Vision for Procurement**

The vision for Procurement – where we want to be - is to enable the Council to procure what it needs to deliver the best services possible for the financial and other resources available. To do this we have adopted the following Strategic Themes for the period covered by the Strategy.

### **Strategic Theme 1**

**Straightforward:** To make procurement as straightforward as possible for the Council and potential suppliers, in particular to improve access for local suppliers and SMEs and to eliminate anything that does not add value to the procurement.

### **Strategic Theme 2**

**Professional:** To continue to embed professional procurement and develop further contract management skills across the Council. This goes hand in hand with moves to increase the commercial acumen of the Council.

### **Strategic Theme 3**

**Maximise local opportunities:** To support and encourage an effective local supplier market including the voluntary sector and the promotion of local social value in contracts (such as the creation of apprenticeships and local supply chains).

### **Strategic Theme 4**

**Strategic:** To use sound procurement practices and innovative solutions to promote sustainability and value for money, making use of collaboration and partnership opportunities where this accords with the Council's Principles of partnership working

[http://www.cambridge.gov.uk/public/docs/Partnership\\_principles\\_Oct\\_2010.pdf](http://www.cambridge.gov.uk/public/docs/Partnership_principles_Oct_2010.pdf)

The actions that we will take to deliver these Themes are set out in the Work Plan for the service at Section 7.

## **6 Our Procurement Principles**

Fundamental to this strategy are our Procurement Principles. These are the principles that will guide how we conduct our procurements and how we develop procurement activity and the central resource.

### **General**

- 6.1 Throughout any procurement the Council will be clear about the outcomes and objectives it wants to achieve and the steps that it will take to achieve them.
- 6.2 The Council's requirements identified at each stage of a procurement will be critically assessed in relation to the Council's strategic priorities, other statutory requirements and affordability.
- 6.3 The assessment of risk associated with a procurement will aim to achieve a balance with commercial outcomes placing risk where it is best managed.
- 6.4 Wherever possible requirements will be expressed in terms of outcome and performance to provide scope for innovation.

### **Value for money**

- 6.5 The Council will aim to achieve value for money defined, for the purposes of this Strategy, as the best combination of whole-life cost and quality to fulfil the requirements of the users of the service (internal or external as appropriate) or works (e.g. a building) or commodity.
- 6.6 The Council will take a long-term strategic view of the procurement of its requirements, including the potential for innovative funding and the opportunity for working with other authorities especially for goods and services which can be procured more cost-effectively in a collaborative group.

### **Sustainability**

- 6.7 Any procurement decision will aim to minimise harm to the environment and to promote conservation of natural resources.

### **The local supply base**

- 6.8 The Council will support businesses local to Cambridge through a range of initiatives including:
  - ◆ Making it simpler to do business with the Council;
  - ◆ Reduce the bidding burden on suppliers.



- ◆ Have regard to the impact on small/local firms of the way in which a procurement is structured
- ◆ Providing clear information about selling to the Council on our website;
- ◆ Advertising contract opportunities with particular attention to local media.
- ◆ Providing information where it can about potential sub-contract opportunities arising from major Council procurements

### **Relationships with suppliers**

- 6.9 In longer-term contracts, the Council will incorporate provisions for continuous improvement both within the contracted service and to the benefit of the community it is serving.
- 6.10 In higher value contracts the Council will challenge contractors to identify ways in which they can contribute to improving the economic, social and environmental well-being of Cambridge.

### **Equality**

- 6.11 Procurement processes and documentation will reflect the Council's Comprehensive Equalities and Diversity Policy.
- 6.12 Equality issues must be considered as a key requirement in any contract which involves direct contact with the public or where the contractor is acting on the Council's behalf in a public environment.

### **Our conduct**

- 6.13 In all our dealings in the procurement process, the Council will preserve the highest standards of honesty, integrity, impartiality and objectivity and shall comply with the Council's Codes of Conduct at all times.
- 6.14 In selecting contractors the Council will generally evaluate offers received on the basis of the most economically advantageous tender (MEAT) and will take into account, where appropriate, whole life costing seeking an appropriate balance between cost and quality.
- 6.15 In any procurement the Council will ensure that its approach to the market is consistent with these principles.

## **7 Action Plan**

The table below summarises the actions and initiatives planned over the Strategy period to achieve the outcomes set out in the Vision for Procurement at section 5. A target date for completion has also been included:

| <b>PROCUREMENT ACTION PLAN Dec 2012 – March 2015</b>     |  |                                |
|--|--|--------------------------------|
| <b>Strategic Theme</b>                                   | <b>Action</b>  | <b>Target Date</b>             |
| <b>Straightforward Procurement</b>                       | Following consultation with colleagues to identify any problem areas, review and simplify the Contract Procedure Rules having particular regard to the financial thresholds.   | Civic Affairs<br>20/3/13       |
|  | Revise Quick Procurement Guides to reflect new Rules and re-publish  | July 2013                      |
|  | Review and revise template procurement documents   | July 2013                      |
|  | Examine potential for increasing use of Purchasing Cards for low value spend.  | October 2014                   |
|  | Review impact of changes to the EU Procurement Rules and UK legislation and prepare plan for any necessary changes to existing approaches. Implementation of UK rules schedules for June 2014                                  | Review and report<br>July 2013 |
|  | Investigate options to provide electronic procurement systems and prepare Business Case for any new system to satisfy new legislative requirements.  | March 2013                     |
| <b>Embed professional and contract management skills</b> | Consult about and prepare a model for specialist areas of procurement activity that places responsibility for those procurements with officers that are experienced in that type of procurement (a Category Management model). | June 2013                      |
|  | Implement category management model if approved  |                                |
|  | Develop and deliver targeted training programme for officers undertaking procurements.   | Ongoing                        |
|  | Examine scope for and model provision of on-line procurement training tool   | September 2013                 |
|  | Issue Schedule of Proposed Procurements to promote timely contract renewals  | December 2012                  |
| <b>Support and encourage the local supplier market</b>   | Publish simple guidance on Website about selling to the Council  | April 2013                     |
|  | Publish online Schedule of Proposed Procurements to promote future contract opportunities  | December 2012                  |
|  | Promote use of Source Cambridgeshire to advertise Council opportunities  | November 2012                  |

| PROCUREMENT ACTION PLAN Dec 2012 – March 2015               |  |              |
|---|--|--------------|
| Strategic Theme   | Action   | Target Date  |
|   | Working with neighbouring authorities seek to build on progress made with introduction of common PQQ to agree other standard procurement processes and templates   | January 2015 |
|   | Review the use of/need for financial tests in lower value procurements.  | March 2013   |
| <b>Sound procurement practices and innovative solutions</b> | Carry out analysis of procurement spend to identify opportunities for additional corporate contracts for areas of common spend   | June 2013    |
|   | Examine scope for making use of opportunity in Regulations to limit participation in competitions to sheltered workshops or to stipulate contract performance in the context of sheltered employment programmes. | March 2015   |
|   | Revise template documents and guidance with intention of promoting scope for innovation by the market in appropriate procurements  | June 2013    |

# Appendix C

## Glossary of commonly used procurement terms and acronyms

*This list includes some of the commonly used words, acronyms and phrases. It is not comprehensive and will be added to from time to time. If you think there is something that should be added to it please contact Debbie Quincey of John Bridgwater, whose contact details are given at the start of this Strategy.*

**Agreement**

Another word for “Contract”. The legally binding contract terms and conditions between the parties.

**Category Management**

An approach to procurement within the Council that places projects of a particular type (e.g. construction, IT) with staff that are expert in procurements of that type.

**Collaboration**

In this context, public sector organisations that engage in a joint procurement for works, services or supplies with the intention of obtaining better value for money through economies of scale and reduced tendering costs.

**Commissioning**

Another word for “Procurement” i.e. the process of buying goods, works or services.

**Competitive Tendering**

Awarding contracts following a process of obtaining competing tenders.

**Contract**

A binding agreement between two or more parties that is enforceable in law.

**Contract Officer**

An officer of the Council who has been nominated to manage the contract.

**Contractor**

A firm or person who has entered into a contract with the Council to supply works, goods or services.

**EU**

European Union.

**Evaluation**

A detailed assessment and comparison of offers made by the Council in accordance with published criteria of responses to a request for quotations or tenders.

**Framework Agreement**

An agreement with suppliers which sets out the terms and conditions (including maximum prices) under which specific orders can be made throughout the term of the agreement.

**Invitation to Tender**

A formal document inviting an organisation to tender to provide a services or, supply goods to or carry out works for the Council. It will include the instructions for submitting a tender, the specification for the requirement, the criteria against which the tender will be assessed, the proposed terms and conditions for the contract and, sometimes, a business questionnaire.

**ITT**

Invitation to Tender.

**KPI**

Key Performance Indicator. KPIs are placed against certain elements of a contract or SLA and indicate the items that are to be measured to see of the contractor has achieved the required contract standard.

**Local Suppliers or Suppliers local to Cambridge** –defined on a case by case basis to reflect the type of procurement and the maturity of the supplier market within the City, County, sub-region, region.

**MEAT**

Most Economically Advantageous Tender

**Method Statement**

A document used in the invitation to quote or to tender which sets out specific questions for the bidder to answer to explain to the Council how a service is to be delivered/works to be carried out. It will be evaluated and form a part of the contract.

**Most Economically Advantageous Quotation/Tender**

The quotation or tender offering the Council the greatest benefit in terms of cost and quality.

**OJEU**

Official Journal of the European Union. The on-line publication in which notices advertising a Council tenders that fall within the EU thresholds must be placed at the start and end of all the procurement.

**PQQ**

Pre-Qualification Questionnaire. A document asking the tenderer to provide information about his / her business and experience. Most commonly used in EU level procurements.

**Procurement**

The process of the acquisition an used by the Council of the goods, services and works that it needs to deliver its services.

**Quotation**

An offer by a supplier to supply goods or services or to carry out works requested either orally or in writing.

**Regulations**

The Public Contracts Regulations 2006 that implement the various EU Procurement Directives

**SME**

In this context, Small and Medium businesses.

**Source Cambridgeshire**

An advertising portal to bring together buyers and suppliers, making it easier for businesses to find out about new procurement opportunities

**Specification/Statement of Requirements**

A description of the requirements for the service or of the service to be provided.

**Supplier/Service Provider**

Other words for "Contractor".

**Tender**

The offer submitted by the tenderer in response to the Invitation to Tender.

**VFM**

Value for money

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To: Executive Councillor for Customer Services & Resources : Councillor Julie Smith  
Report by: Philip Doggett – Chief Estates Surveyor – Property Services  
Relevant scrutiny committee: Strategy and Resources 15/10/2012  
Wards affected: Market

**DISPOSAL OF HRA PROPERTY AT 7 SEVERN PLACE, CAMBRIDGE  
CB1 1HL  
Not a Key Decision**

**1. Executive Summary**

1.1 This report recommends the disposal of an HRA property at 7 Severn Place Cambridge CB1 1HL. The proceeds of sale will be reinvested for the provision of additional affordable housing. The sale is facilitated by the Council having vacant possession of the dwelling, following relocation (by agreement) of the existing tenant.

**2. Recommendations**

The Executive Councillor for Customer Services and Resources is recommended:

2.1 To approve the disposal of 7 Severn Place on the terms in the report and the reinvestment of the capital receipt in the provision of additional affordable housing.

**3. Background**

3.1 This report seeks authority to dispose of a Council dwelling that is geographically isolated from other housing stock owned and managed within the Housing Revenue Account. The property also requires significant investment to maintain at the decent homes standard. This is balanced against the circumstances of the disposal of the property, which will yield a capital receipt of £400,000. The proceeds of this sale would enable the creation of two additional units of social housing to meet existing housing needs.

- 3.2 The request is made in line with the Council Housing Strategy's key objective of increasing the supply of affordable housing as such receipts are earmarked for reinvestment in additional affordable housing.
- 3.3 The property at 7 Severn Place is a 3 bedroom dwelling currently owned and managed within the Housing Revenue Account. A valuation dated 28 May 2012 of the property was undertaken for the Council by Januarys Chartered Surveyors. The estimated value of the property (with vacant possession) is between £275,000 and £300,000, based on market comparables.
- 3.4 The property is in need of urgent major planned repairs as set out in the financial implications section of this report including a new flat roof, a new boiler and a new bathroom.
- 3.5 There are three other private residential dwellings in Severn Place (Nos.1, 3 and 5 Severn Place), surrounded by a mix of commercial units including a multi-storey car park, shopping complex and light industrial units.
- 3.6 The Council was approached in February 2011 by a property developer, the Unex Group, with an offer to purchase 7 Severn Place. The Unex Group is proposing to re-develop their existing site, which is opposite 1,3,5 & 7 Severn Place, and is looking at the possibility of acquiring these properties to incorporate the land into a site assembly scheme.
- 3.7 The Council's initial response was that the property was tenanted and that a sale would only take place if the tenant decides to exercise the right to purchase the property through the Right to Buy process. The Council's responsibility however, is to maintain the balance between meeting the needs of the individual tenant and making an appropriate asset management decision in the best interest of the wider group of stakeholders.
- 3.8 In June 2011, the developer contacted the Council again, re-stating their offer, confirming that they are also seeking to acquire the freehold of the three other properties on Severn Place and would be prepared to offer £400,000 for the freehold for 7 Severn Place.
- 3.9 In July 2011, the developer informed the Council of their intention to approach the tenant of number 7 Severn Place, hoping to convince the tenant to exercise their right to buy their home under the Housing Act 1985 (Right to Buy provisions) and immediately purchase the property from the tenant. However, under these circumstances, the



tenant would be required, under the right of first refusal legislation, to give the Council the option to repurchase before being permitted to sell the property to a third party.

- 3.10 If a Right to Buy transaction were to take place, the Council might be required to pool a proportion of the capital receipt received in respect of the Right to Buy sale under the revised capital receipts pooling arrangements. This is dependant upon the number of sales that have taken place in the year. The tenant would also be required to repay all discount received as part of the right to buy process as a result of selling the property within the first year.
- 3.11 The tenant in 7 Severn Place has been in occupation since May 2008. Once aware that the developer was going to contact the tenant, officers in the Housing appraised the tenant of the offer made by the Unex Group to the Council. Initial discussions with the tenant indicated a willingness to be relocated, either remaining as a Council tenant or transferring to become a tenant of a registered provider in the city, subject to finding an appropriate alternative location. The tenant was happy to be relocated under the following conditions; (i) that alternative accommodation be provided within the catchment area for the children's school and (ii) that the new property should have off-street parking.
- 3.12 The tenant was given priority to bid for properties on the housing register and was successful in bidding for a property that met the desired criteria. The property is managed by the Cambridge Housing Society.
- 3.13 If the sale is approved, it has been agreed that the Unex Group will meet the cost of the Council's fees in respect of the sale of the property. This will include legal costs, surveyor's fees and disbursements (land registry costs) and the relocation costs for the tenant.
- 3.14 In view of the willingness of the tenant to move, the maintenance issues associated with the property and the opportunity to finance two affordable homes from the proceeds of sale, it is proposed that the property be sold in line with the Council's Housing Strategy's key objectives.

## 4. Implications

### (a) Financial Implications

- 4.1 A valuation of the property was undertaken for the Council by Januarys Chartered Surveyors. The estimated value, based on market comparables, is between £275,000 and £300,000. In consideration of the Council's improvements over recent years, they recommend a value of £300,000. Januarys conclude that the conditional offer of £400,000 made by the Unex Group is an acceptable purchase price.
- 4.2 The associated costs including legal costs (£1,500), surveyor's fees (£1,720), relocation and administrative costs (£3,280) and disbursements (e.g. land registry costs) will be borne by the purchaser resulting in a net capital receipt of £400,000.
- 4.3 The revenue implications of the sale of the property are as follows:

| Income /Expenditure | Definition  | Annual Impact | 30-Year Impact |
|---------------------|---|---------------|----------------|
| Rent Income         | 48 weeks @ £67.73                                 | (£3,251.04)   | (£97,531.20)   |
| Management          | 2010/11 cost per property                         | £453.63       | £13,608.90     |
| Maintenance         | Pro rata last 5 years spend                       | £780.40       | £23,412.00     |
| Major Repairs       | Codeman Investment Need                           |               | £30,637.60     |
| Major Repairs       | Flat roof repair, boiler and bathroom replacement |               | £4,000.00      |
| Net Impact          | Net loss of revenue                               |               | (£25,872.70)   |

Although there is an adverse revenue implication associated with this disposal, the anticipated benefit of the capital receipt in terms of the potential to fund replacement of the existing dwelling and an additional unit of affordable housing is considered to outweigh the revenue impact in the longer term.

- 4.4 The sale is an "exempt" sale of a dwelling for VAT purposes.

### (b) Staffing Implications

- 4.5 It is anticipated that this project can be carried out within existing staffing resources and there will be no additional impact.

(c) **Equal Opportunities Implications**

4.6 An Equality Impact Assessment has been undertaken by City Homes and confirmed there were no adverse implications associated with the proposed sale of this property.

(d) **Environmental Implications**

4.7 There is no direct environmental impact resulting from this sale.

(e) **Procurement**

4.8 Due to the value of the work to obtain an independent valuation of the property, a direct approach to a single supplier was adopted. No other procurement is required.

(f) **Consultation and communication**

4.9 The existing tenant of 7 Severn Place has been consulted as described in section 3 above.

(g) **Community Safety**

4.10 There are no direct community safety implications associated with the relocation of the tenant or disposal of the property at 7 Severn Place.

## **5. Background Papers**

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

Equality Impact Assessment – September 2012

Valuation Report by Januarys Chartered Surveyors date 28 May 2012

## **6. Appendices**

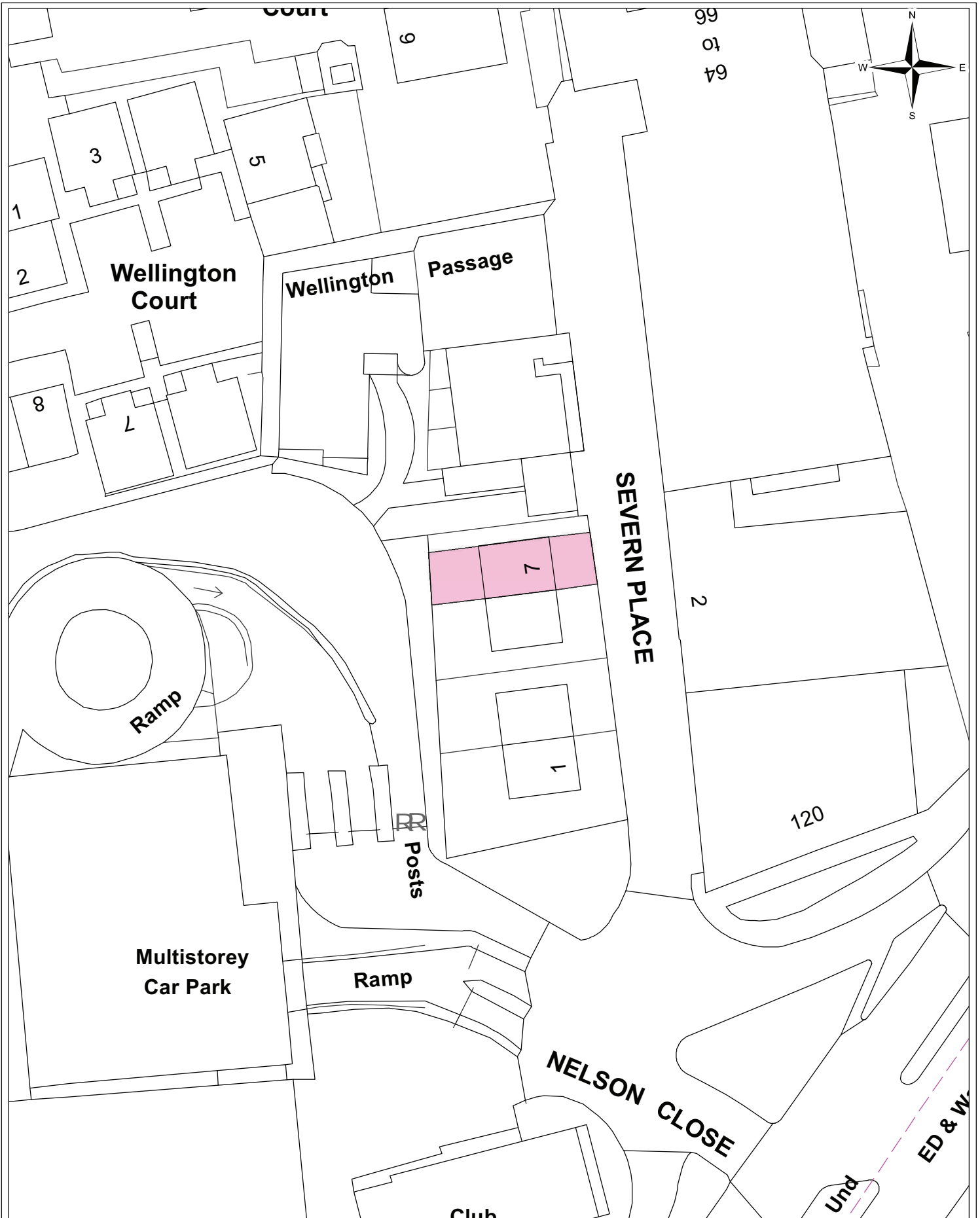
Plan – 7 Severn Place Cambridge CB1 1HL

## **7. Inspection of Papers**

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

Author's Name: Yemi Felix  
Author's Phone Number: 01223 457419  
Author's Email: [yemi.felix@cambridge.gov.uk](mailto:yemi.felix@cambridge.gov.uk)

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Information Systems Team

7 Severn Place  
Cambridge CB1 1HL

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|                     |                           |
|---------------------|---------------------------|
| Date:               | 15/09/12                  |
| Produced by:        | Steve Udall               |
| Section/Department: | Informations Systems Team |
| Scale:              | 1:500 @ A4                |

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## Cambridge City Council

**To:** Executive Councillor for Strategy and Resources  
**Report by:** Tony Allen  
**Scrutiny committee:** STRATEGY & RESOURCES 15/10/2012  
**Wards affected:** All

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

**Project Name: Siemens Maintenance Contract**

#### **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 capital cost of the project is £75,000, funded from Customer Service Centre's repairs and renewals fund. This is split between Siemens (£49,000) and Serco (£26,000)
  - The ongoing revenue costs of the project are £60,000 per annum for 2 years, funded from existing revenue budget resources.

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

- The Executive Councillor is asked to approve the carrying out and completion of the procurement of Siemens Maintenance, Business Continuity (£60k pa for 2 years) and upgrades (£49k) contract to the value of £169,000.
- 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

Essential telephone switch, contact centre call management and call recording maintenance, business continuity and planned maintenance framework contract.

Target Dates: December 2012

|                           |               |
|---------------------------|---------------|
| Start of procurement      | July 2012     |
| Award of Contract         | December 2012 |
| Start of project delivery | December 2012 |
| Completion of project     | March 2013    |

### 1.2 Anticipated Cost

|                    |           |
|--------------------|-----------|
| Total Project Cost | £ 169,000 |
|--------------------|-----------|

Cost Funded from:

| Funding:                | Amount: | Details:                               |
|-------------------------|---------|--|
| Reserves                | £       |  |
| Repairs & Renewals      | £75,000 | Customer Services repairs and renewals |
| Developer Contributions | £       |  |
| Other                   | £       |  |

Ongoing Revenue Cost

|         |                |                  |
|---------|----------------|------------------|
| Year 1  | £60,000        | Existing budgets |
| Ongoing | <b>£60,000</b> | Existing budgets |

### 1.3 Procurement process

Siemens maintenance to be procured under an appropriate OJEU compliant framework contract.

## 2 Project Appraisal & Procurement Report

### 2.1 Project Background

The Council receives between 44,000 to 52,000 external calls per month and makes around 35,000 outgoing calls per month. Telephone contact accounts for around 80% of the contact with our customers. The Council's telephone systems provide services to all the major Council office sites and several smaller sites. Therefore having effective maintenance contract in place is vital for communication with customers.

The Telephone maintenance contract:

- Is with Siemens and is due to expire during December 2012
- Provides second line support diagnostics and fixes together with routine maintenance for the Siemens iSDX telephone systems
- Provides disaster recovery for the Siemens iSDX telephone switches
- Provides second line support for diagnostics, maintenance upgrades and fixes for Customer service Siemens call queuing, Verint quality monitoring and Verint workforce planning software

The Siemens iSDX model is designed to 99.999% reliability, is fit for purpose and in widespread use within the UK, despite the Councils oldest switch being installed in 1982.

Siemens HiPath Procentre is a proprietary system so Siemens can only provide support. To prevent operational issues with different third parties the maintenance for the closely integrated Siemens iSDX telephone switches is also to be placed with Siemens.

## **2.2 Aims & objectives**

- Framework maintenance agreement for up to 2 years for:
  - The telephone switches
  - Siemens Procentre and call quality monitoring systems used by the customer service centre
- Work Force Management tool used by Customer Services will be discontinued and replaced by the end of December
- To cover the upgrades required on the telephone systems for the next two years.

The project will meet the Council's vision for: "A city whose citizens feel they can influence public decision making and are equally keen to pursue individual and community initiatives" by providing continuation of the Council's telecommunication service.

## **2.3 Major issues for stakeholders & other departments**

- There are no major issues associated with this project
- By rationalising the systems within customer services and deploying a replacement quality monitoring solution a cash saving from Customer Services should be possible.
- A two year maintenance contract is to be awarded as the Council anticipates it will replace its telephone systems with a more modern and flexible system within this timeframe.

Consultation undertaken:

- Public – Not required
- Members – Portfolio Holder

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

Upgrades to the telephone systems together with a current maintenance contract are required to ensure the reliability is maintained.

## **2.5 Financial implications**

- a. Appraisal prepared on the following price base: 2012/13

b. Specific grant funding conditions are:

- 

c. Other comments

## 2.6 Capital & Revenue costs

(see also Appendix A for spread across financial years)

| <b>(a) Capital</b>                      | <b>£</b>      | <b>Comments</b>                                |
|---|---------------|--|
| Building contractor / works             |               |  |
| Purchase of vehicles, plant & equipment |               |  |
| Professional / Consultants fees         | 33,000        | Siemens and Serco implementation and training  |
| IT Hardware/Software                    | 42,000        | Planned upgrades and replacements over 2 years |
| Other capital expenditure               |               |  |
| <b>Total Capital Cost</b>               | <b>75,000</b> |  |

| <b>(b) Revenue</b>        | <b>£</b>      | <b>Comments</b>         |
|---------------------------|---------------|-------------------------|
| Maintenance               | 60,000        | Within existing budgets |
| R&R Contribution          |               |                         |
| Developer Contributions   |               | See Appendix B          |
|                           |               |                         |
| <b>Total Revenue Cost</b> | <b>60,000</b> |                         |

## 2.7 VAT implications

Will have no adverse VAT implications associated with undertaking these projects for this Council

## 2.8 Environmental Implications

|                       |       |
|-----------------------|-------|
| Climate Change impact | - Low |
|-----------------------|-------|

Should HiPath Procentre be suitable for incorporation in the Council's existing Virtual Server farm, power and cooling consumption within the Councils computer suite will be lowered.

## **2.9 Other implications**

An Equality Impact Assessment (EqIA) has not been prepared for this project.

## **2.10 Staff required to deliver the project**

ICT Client Team to tie up the contract.

Customer and Community business support for the upgrade of Siemens HiPath Procentre, change of Quality monitoring and discontinuation of Workforce Management.

## **2.11 Dependency on other work or projects**

The Desktop replacement project environment requires Customer Service call handling and switchboard systems to be upgraded.

## **2.12 Background Papers**

## **2.13 Inspection of papers**

|                    |                             |
|--------------------|-----------------------------|
| Author's Name      | Tony Allen                  |
| Author's phone No. | 01223 - 457197              |
| Author's e-mail:   | Tony.allen@cambridge.gov.uk |
| Date prepared:     | 27 September 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 | 42,000        |          |          |          |          |                                |
| Professional / Consultants fees         | 33,000        |          |          |          |          |                                |
| Other capital expenditure:              |               |          |          |          |          |                                |
| <i>insert rows as needed</i>            |               |          |          |          |          |                                |
| <b>Total Capital cost</b>               | <b>75,000</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                             | 75,000        |          |          |          |          | 01089                          |
| Earmarked Funds                         |               |          |          |          |          |                                |
| Existing capital programme funding      |               |          |          |          |          |                                |
| Revenue contributions                   |               |          |          |          |          |                                |
|   |               |          |          |          |          |                                |
| <b>Total Income</b>                     | <b>75,000</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> | <b>Must agree to 1.2 above</b> |

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**Cambridge City Council**

**To:** Executive Councillor for Strategy and Resources  
**Report by:** Tony Allen  
**Scrutiny committee:** STRATEGY & RESOURCES 15/10/2012  
**Wards affected:** All

**Project Appraisal and Scrutiny Committee Recommendation**

**Project Name: Core Switch Upgrade**

**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 (PR020).
  - The total cost of the project is £84,000, funded from IT Infrastructure Replacement Repairs & Renewals fund.
  - 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 and implementation of a core network switch to the value of £84,000
- 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

Replacement of the core network switch within Mandela House computer room

Target Dates: October 2012

|                           |              |
|---------------------------|--------------|
| Start of procurement      | N/a          |
| Award of Contract         | N/a          |
| Start of project delivery | October 2012 |
| Completion of project     | March 2013   |

### 1.2 Anticipated Cost

|                    |          |
|--------------------|----------|
| Total Project Cost | £ 84,000 |
|--------------------|----------|

Cost Funded from:

| Funding:                | Amount: | Details:   |
|-------------------------|---------|--|
| Reserves                | £       |  |
| Repairs & Renewals      | £84,000 | IT Infrastructure Replacement Repairs & Renewals fund. |
| Developer Contributions | £       |  |
| Other                   | £       |  |

Ongoing Revenue Cost

|         |           |  |
|---------|-----------|--|
| Year 1  | £0        |  |
| Ongoing | <b>£0</b> |  |

### **1.3 Procurement process**

Switches to be procured by Serco under the Council's ICT FM contract. Serco will obtain at least 3 competitive quotes.

## **2 Project Appraisal & Procurement Report**

### **2.1 Project Background**

This project is part of ICT's planned replacement strategy and is funded from Repairs and Renewals.

The core network switch within the Mandela House computer room provides connectivity for all ICT services (e.g. access to business systems, network and internet) and end users.

These switches now require replacement as:

- They have now passed end of service date, so Cisco no longer provide support or bug fixes
- Extra connectivity and switch features are required to support the Council's current and future ICT projects
- Additional resilience can be provided, for example by removing some single points of failure
- Will provide additional switching resources for the Council's desktop replacement project and flexible working projects.

### **2.2 Aims & objectives**

- Procure new core networking switches
- Deploy new networking switch within the Computer Room
- Retire obsolete network switches.
- Verify that new connectivity and speeds are available
- Reuse existing equipment where applicable

The project will meet the Council's Vision for: "A city whose citizens feel they can influence public decision making and are equally keen to pursue individual and community initiatives" by providing continuation of the Council's ICT service in a cost effective and resilient manner.

### **2.3 Major issues for stakeholders & other departments**

- There are no major issues associated with this project
- During deployment there will be network outages, however these will be planned around confined to outside of core hours and programmed to limit impact on the Corn Exchange and TIC.

Consultation undertaken:

- Public – Not required
- Members – Portfolio Holder

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

- If we do not undertake project we are working with network switching that is now out of date, creating potential network vulnerabilities.
- If we do not undertake project we are working with network switching that will not adequately support both planned and future projects.

### **2.5 Financial implications**

- a. Appraisal prepared on the following price base: 2012/13
- b. Specific grant funding conditions are:
  -
- c. Other comments

### **2.6 Capital & Revenue costs**

(see also Appendix A for spread across financial years)

| <b>(a) Capital</b>                      | <b>£</b>      | <b>Comments</b> |
|---|---------------|-----------------|
| Building contractor / works             |               |                 |
| Purchase of vehicles, plant & equipment |               |                 |
| Professional / Consultants fees         |               |                 |
| IT Hardware/Software                    | 84,000        |                 |
| Other capital expenditure               |               |                 |
| <b>Total Capital Cost</b>               | <b>84,000</b> |                 |

| <b>(b) Revenue</b>        | <b>£</b> | <b>Comments</b> |
|---------------------------|----------|-----------------|
| Maintenance               | 0        |                 |
| R&R Contribution          |          |                 |
| Developer Contributions   |          |                 |
|                           |          |                 |
| <b>Total Revenue Cost</b> | <b>0</b> |                 |

## 2.7 VAT implications

Will have no adverse VAT implications associated with undertaking these projects for this Council.

## 2.8 Environmental Implications

|                       |       |
|-----------------------|-------|
| Climate Change impact | - Low |
|-----------------------|-------|

- More modern equipment, using less power
- Includes power over Ethernet which will centralise power for the rollout of a modern VoIP telephone system

## 2.9 Other implications

An Equality Impact Assessment (EqIA) has not been prepared for this project.

### **2.10 Staff required to deliver the project**

Project will be fully handled by Serco under the ICT FM contract

### **2.11 Dependency on other work or projects**

### **2.12 Background Papers**

Cambridge City Council Core Network Review - Fenton Tyrrell /  
Michael Eames

### **2.13 Inspection of papers**

|                    |                             |
|--------------------|-----------------------------|
| Author's Name      | Tony Allen                  |
| Author's phone No. | 01223 - 457197              |
| Author's e-mail:   | Tony.allen@cambridge.gov.uk |
| Date prepared:     | 27 September 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>                    |               |          |          |          |          |                                |
| Building contractor / works             |               |          |          |          |          |                                |
| Purchase of vehicles, plant & equipment | 64,000        |          |          |          |          |                                |
| Professional / Consultants fees         | 12,000        |          |          |          |          |                                |
| Other capital expenditure:              |               |          |          |          |          |                                |
| <i>insert rows as needed</i>            | 8,000         |          |          |          |          |                                |
| <b>Total Capital cost</b>               | <b>84,000</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                             | 84,000        |          |          |          |          | 27742                          |
| Earmarked Funds                         |               |          |          |          |          |                                |
| Existing capital programme funding      |               |          |          |          |          |                                |
| Revenue contributions                   |               |          |          |          |          |                                |
| <b>Total Income</b>                     | <b>84,000</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> | <b>Must agree to 1.2 above</b> |

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**Cambridge City Council**

**Item**

To: Executive Councillor for Customer Service &  
Resources: Cllr Julie Smith  
Report by: Head of Property Services  
Relevant scrutiny Strategy & Resources Scrutiny 15/10/12  
committee: Committee  
Wards affected: From Arbury to Kings Hedges

## **DISPOSAL OF SITE K1, ORCHARD PARK, CAMBRIDGE**

### **Key Decision**

#### **1. Executive summary**

- 1.1 Site K1 was approved for disposal in November 2004. The Council entered into a development agreement with neighbouring landowners as part of the wider Arbury Camp development. It was allocated for 37 market houses with affordable housing provided on adjoining parts of the site.
- 1.2 A sale was agreed at £4.3m in 2007 but with the market decline, the prospective purchaser withdrew. Further marketing generated very low offers and it was decided to investigate other disposal options to achieve a comparable value and more timely development.
- 1.3 The Strategy & Resources Scrutiny Committee on 29<sup>th</sup> March 2010 approved investigation for a community co-housing scheme. This is the provision of houses in partnership with an established developer and a group of 'self-builders' with outright ownership of the houses and collective ownership of the communal areas/public realm.
- 1.4 Cambridge Architectural Research Limited was appointed to investigate the demand and interest into a community co-housing initiative on the site. After extensive marketing, 7 households have expressed strong interest in the scheme. A

further 13 are interested but have unresolved questions. Altogether, 62 people expressed interest.

- 1.5 The information available from the initial marketing of a co-housing scheme is considered inconclusive as to the viability of such a scheme. A decision is needed on whether to proceed with the community co-housing approach or re-market the site on the open market.

## **2. Recommendations**

The Executive Councillor is recommended:

To approve that the Council dispose of Site K1 by one of the following options:

- 2.1 Continue with the community co-housing approach if sufficient interest allowing for a 6-month marketing period and that the risks in paragraph 1.3 of Appendix A can be mitigated, failing which the site will be disposed of as in 2.2 below

OR

- 2.2 Re-market the site on the open market to achieve a quality scheme reflecting the Council's desire for good sustainability, good design, high values and integration with the wider Orchard Park Community.

## **3. Background**

- 3.1 Site K1 is 0.97 hectares (2.4 acres), on the edge of Orchard Park, as shown edged in Appendix B and is within South Cambridgeshire. The Council's land was brought forward for development through a collaboration agreement with adjoining landowners. This enabled a collective approach to obtaining planning consent, undertaking infrastructure works and servicing the land parcels.
- 3.2 The Council's land was split into 4 sites for housing: K1 for market housing and J1, J2 and K2 for affordable housing (now

sold and the developments completed on site). K1 was allocated 37 market housing units in the master-plan. The site had outline planning consent for these units subject to submitting a “reserved matters” application within 3 years.

- 3.3 A sale was agreed at £4.3m in 2007 but this fell through and no reserved matters application was made. The planning consent therefore lapsed in June 2008. Further offers from developers and from Registered Social Landlords were received but these were significantly below the previous sale price.
- 3.4 Consideration was given to whether or not more innovative approaches could be found to bring the site forward for sale and/or development at the earliest opportunity. Local residents were keen that the site be developed as soon as possible rather than left as a vacant building plot.
- 3.5 Options were considered at the Strategy & Resources Scrutiny Committee in March 2010. A decision was made to investigate a community co-housing scheme on the site with a fall back position that if insufficient interest, the Council could revert to the original market disposal approach.
- 3.6 The recommended community co-housing approach for Site K1 was Enabled Co-housing, providing houses in partnership with an established developer for outright ownership with collective ownership of the public realm. The key features of an Enabled Co-housing scheme are
  - Council procures a development partner (through a conditional sale or possibly an OJEU process) to design, build and market a scheme on a designated site
  - Council enables a local sponsor co-housing group to register potential self-commissioners as “off-plan” purchasers
  - Development partner develops integrated housing and landscape vision, and then obtains planning consent
  - Purchasers pay reservation fee for their plots
  - Development partner develops the site and sells to the individual purchasers by freehold or long leasehold sales

- Purchasers become members of the Resident Management Company
  - Ownership of common areas and benefit of covenants on site management are vested in the Resident Management Company
  - Purchasers arrange their own mortgages and pay for homes on completion
  - Development partner usually takes all risk on development
  - Purchasers pay a service charge for the upkeep and development of the common areas and maintenance costs
  - Resident Management Company takes all decisions regarding ongoing management and maintenance of the site
  - Purchasers can sell on properties subject to the above covenants
- 3.7 As this is an innovative approach for which the Council had no internal experience, consultants were appointed to undertake a 3-phase approach to investigate this further. Phase 1 was feasibility, phase 2 procurement, and phase 3 construction and sale. Phase 1 has now been completed and a copy of the report by Cambridge Architectural Research Ltd [CAR Ltd] is included in the confidential Appendix A.
- 3.8 This information gathered through phase 1 is considered inconclusive as to the viability of a co-housing scheme. There was extensive marketing over a 7-month period by way of website, branding, leafleting, posters, Enlinca's mailing list, Twitter, the press, Cambridge Matters and South Cambridgeshire Magazine.
- 3.9 The outcome of this was 7 parties were very interested in K1, 13 undecided and 13 interested in co-housing but not on K1. 62 people have expressed interest in this site. Previously identified potential self-build groups (Enlinca, Argyle Street Co-op and Cambridge Chinese Community) have stated that they are not interested in this site.
- 3.10 The profile of those very interested included single people, retired couples and younger families. All appeared to have access to reasonable deposits but most would require

mortgages. 3 of the group would be interested in acting as Chairperson and 2 of these have construction backgrounds.

3.11 The Council has to decide whether to proceed with the co-housing scheme or revert to a more traditional disposal method. The Council's VAT position is very important with regard to the options available and the potential implications are set out in Appendix A in more detail.

3.12 Only a disposal on the open market to a developer has no VAT issues for the Council.

3.13 The options are considered below.

| <b>SITE K1 OPTIONS</b> |                             |   |   |   |
|------------------------|-----------------------------|---|---|---|
|                        | <b>Proposal</b>             | <b>Scheme</b>   | <b>Comments</b>   | <b>Timescales</b>   |
| <b>1</b>               | Community co-housing scheme | 40 units based on enabled co-housing approach with a community house.   | Innovative, potential design individuality, VAT issues and additional resource/cost to manage likely to reduce net receipt. Sales receipts may be phased based on actual sales. | 18 -24 months to complete on site                               |
| <b>2</b>               | Sale to developer           | In accordance with original planning consent – 37 market housing units. | Sales receipts may be phased based on actual sales. No restrictions or conditions on sale.  | 12-18 months assuming planning consent obtained without appeal. |

3.14 Whichever option is chosen, it is important that a development recognises the important location of Site K1 as a gateway into Orchard Park. It is also important that, as an island site, any development integrates well with the rest of Orchard Park, with good pedestrian links and permeability across the site. Working with partners as part of the co-housing discussions, a specific Site K1 design guide was published by South Cambridgeshire District Council's planners in January 2012.

The stated objective of this guide is to ensure that any development will create a high quality, desirable place to live.

- 3.15 A co-housing scheme must be part of the wider Orchard Park community and not an isolated community within a community. The design of any scheme must reflect this and ensure good links with the wider community. Discussions with a prospective co-housing group will reflect this desire and will no doubt be reinforced by planners. This should not be an issue as community co-housing groups are formed by the desire to be part of the wider community.
- 3.16 The key issue is whether co-housing at Site K1 is or isn't viable and if further consultant fees should be incurred to take the scheme forward. At this stage, it is not possible to say with certainty that K1 is or is not viable for co-housing. There is a core of 7 households who have expressed genuine interest with 13 others interested but who require more details about the scheme.
- 3.17 There are limited examples of co-housing schemes in the UK but 2 schemes are Springhill in Stroud and Forge Bank near Lancaster. These demonstrate that such schemes can be successful and are useful for comparisons in terms of how the schemes developed, the types of sites and locations, the structure of the co-housing group and how this group formed.
- 3.18 The Springhill co-housing project in Stroud completed in 2006. It is a compact site in an urban environment comprising 36 units. An individual bought the site with a view to doing a co-housing scheme. He then established the co-housing company and was the driving force for the scheme. It would appear to be a successful and award winning scheme.
- 3.19 Forge Bank near Lancaster is one of the most recent co-housing projects and is under construction. It has 41 units with only one remaining unsold. In an edge of village location, the site runs alongside the River Lune which most properties front. The site is approx. 2.5ha (6 acres) and includes a common house, managed workspace and river access.



- 3.20 These schemes have been successful and are very different from each other and Site K1 in terms of location and surrounding. The advantages of Site K1 for co-housing are that land values are lower than other parts of Cambridge, it is well served by public transport and other facilities, has good highway links and assuming the new station happens at Chesterton, it will have easy access along the guided busway to the station.
- 3.21 If after 6 months, there is a significant number of committed co-housing members but not for all the units, discussion can take place as to whether or not they wish to proceed. It is not considered advisable to try and split the site with a smaller co-housing scheme as the benefits of co-housing are watered down and the costs of shared facilities then become higher per capita.

#### **4. Implications**

##### Financial Implications

- 4.1 To proceed with the next phases for a co-housing scheme will incur costs in the region of £50,000 plus VAT. If the co-housing scheme does not proceed beyond phase 2, these costs will be reduced. If a co-housing scheme does not proceed, it may be possible to continue with a disposal to the development partner without incurring significant additional fees and marketing costs.
- 4.2 Please see the confidential Appendix A for more detail on the financial implications.

##### Staffing Implications

- 4.3 The community co-housing scheme will involve resources to procure the development partner, project manager and consultancy support and to oversee the project to completion. Depending upon the development partner and the skills of the relevant co-housing group, the amount of time spent managing

the project may be less. If the co-housing group has sufficient skill then the Council's officer time may be reduced.

- 4.4 A disposal on the open market will require some officer time although agents would be appointed to deal with the marketing and some aspects of negotiation. It is likely that some of the parties previously involved will continue to be interested in the site at similar values to those previously discussed.
- 4.5 It is recommend that to ensure that a community co-housing scheme proceeds in a timely manner, the Council should appoint:
- A senior Member or Council Officer as Project Champion
  - A Project Manager with responsibilities and accountabilities to co-ordinate and manage all of the activities required.

#### Equal Opportunities Implications

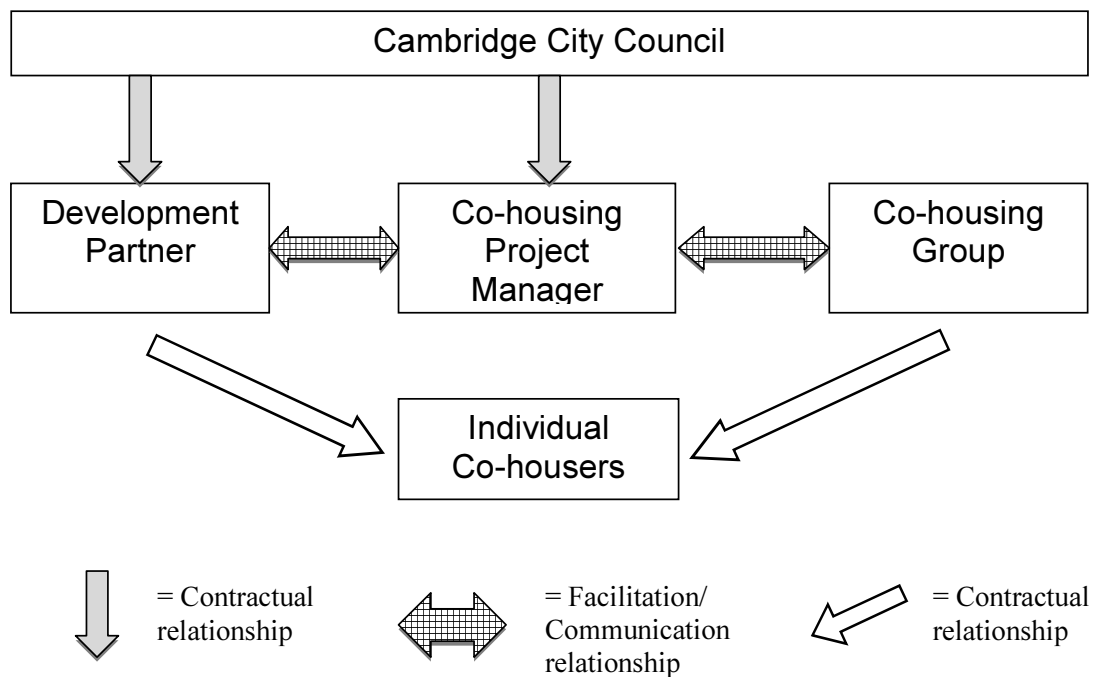
- 4.6 One of the barriers to self provided housing is availability of land when competing with developers. When the market is low, however, one of the barriers becomes the availability of finance. Lenders indicated that a self provided housing scheme in the manner proposed would be acceptable for funding to reasonable levels of loan to value ratios (probably up to 70%). Given the probable mix of properties on the site, this should enable new entrants to the property market to get onto the property ladder as well as existing homeowners.
- 4.7 Co-housing groups can represent a cross section of the communities from which they are drawn. They tend to come together from cultural, family or ideological backgrounds. A scheme offering a mix of property types and values can meet their requirements well. Such schemes may also offer opportunities for specific ethnic or cultural communities that are difficult to bring together by more traditional approaches.

#### Environmental Implications

4.8 Whilst it is possible to impose specific environmental and sustainability targets on Site K1, this may impact value significantly depending upon the level specified. Many co-housing groups have high sustainability expectations anyway and so it is anticipated that the site is likely to achieve good performance in this respect. It may be seen as contrary to the principles of self provided housing if targets are imposed rather than agreed by the ultimate residents of the scheme themselves.

### Procurement Implications

4.9 The expected disposal route for co-housing will be a sale with conditions attached related to a co-housing scheme on the site. The various contractual arrangements likely are shown in the diagram below.



4.10 The Council may need to undertake an OJEU procurement exercise to appoint a development partner to work with to deliver an Enabled Co-housing project but this is considered unlikely. The procurement exercise could either be dealt with

internally if sufficient resource available or could possibly be dealt with by the externally appointed consultant/project manager which will incur additional cost.

4.11 An open market disposal will require the appointment of an external agent.

## **5. Background papers**

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

Confidential - Cambridge Architectural Research Ltd report:  
"Cambridge k1: A Developer Enabled Co-Housing Project"

Confidential (Report)- Report, Minutes and Decision: "Disposal Of Site K1, Orchard Park, Cambridge" – Strategy and Resources  
Scrutiny Committee 29<sup>th</sup> March 2010

Springhill Co-Housing Website: [www.springhillcohousing.com](http://www.springhillcohousing.com)  
Forge Bank Co-Housing Website: [www.lancastercohousing.org.uk/](http://www.lancastercohousing.org.uk/)

## **6. Appendices**

Appendix A – Confidential Appendix

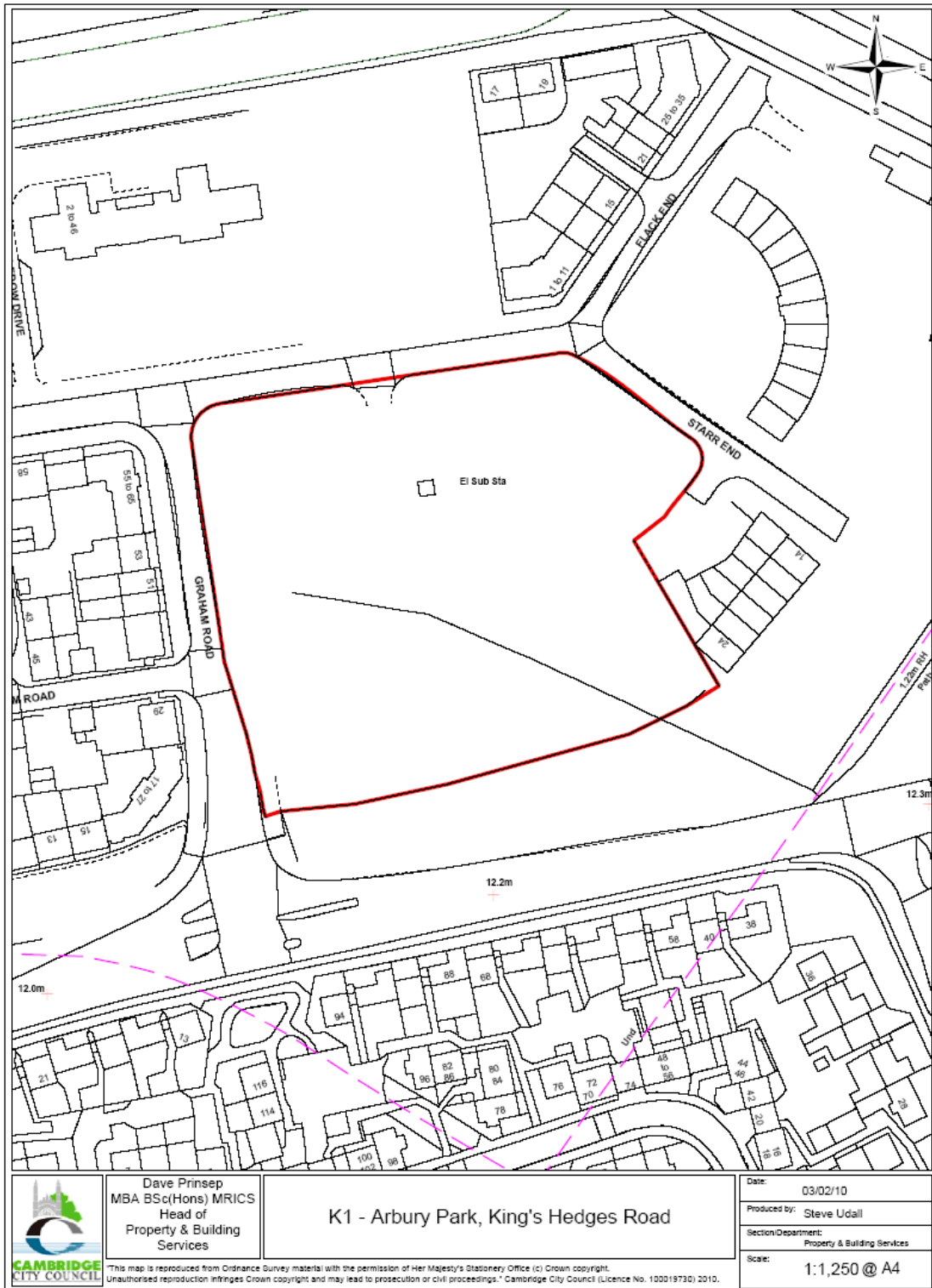
Appendix B – Plan

## **7. Inspection of papers**

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

|                        |  |
|------------------------|--|
| Author's Name:         | Dave Prinsep, Asset Development Project Manager                                  |
| Author's Phone Number: | 01223 - 457104   |
| Author's Email:        | <a href="mailto:dave.prinsep@cambridge.gov.uk">dave.prinsep@cambridge.gov.uk</a> |

# Appendix B – Plan



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To: The Leader and Executive Councillor for Strategy:  
Councillor Tim Bick

Report by: Head of Legal Services

Relevant scrutiny committee: Strategy & Resources 15/10/2012  
Scrutiny Committee

Wards affected: All Wards

## **REVIEW OF USE OF THE REGULATION OF INVESTIGATORY POWERS ACT**

### **Not a Key Decision**

#### **1. Executive summary**

- 1.1 A Code of Practice introduced in April 2010 recommends that councillors should review their authority's use of the Regulation of Investigatory Powers Act 2000 (RIPA) and set its general surveillance policy at least once a year. The Executive Councillor for Community Development and Health and Community Services Scrutiny Committee last considered these matters on 12 October 2011.
- 1.2 This report sets out the Council's use of RIPA and the present surveillance policy. The report also sets out some changes to the RIPA regime being introduced by the Protection of Freedoms Act 2012.

#### **2. Recommendations**

The Executive Councillor and Scrutiny Committee are recommended:

- 2.1 To review the Council's use of RIPA set out in paragraph 5.1 of this report.
- 2.2 To note and endorse the steps described in paragraph 5.1 and in Appendix 1 to ensure that surveillance is only authorised in accordance with RIPA.

The Executive Councillor is recommended:

To approve the general surveillance policy in Appendix 1 to this report.

### **3. Background**

3.1 The Regulation of Investigatory Powers Act imposes controls on the circumstances in which public bodies can use covert investigative methods in connection with their statutory functions. Local authorities may only use these methods for the purpose of preventing or detecting crime or of preventing disorder.

3.2 These are the activities that are regulated by RIPA:

#### **1. Covert directed surveillance**

Surveillance is “covert” if it is carried out in a manner calculated to ensure that the persons subject to the surveillance are unaware that it is or may be taking place. It is “directed” if it is undertaken for the purposes of a specific investigation or operation in such a manner as is likely to result in the obtaining of private information about a person. Surveillance is not directed if it is an immediate response to events or circumstances; for instance if a police officer sees someone acting suspiciously and decides to follow them. The Council uses covert directed surveillance very sparingly – and has not used it at all in the period covered by this report.

#### **2. Covert human intelligence source (“CHIS”)**

A covert human intelligence source is someone who establishes or maintains a relationship with a person for the purpose of covertly obtaining or disclosing information. In practice, this is likely to cover the use of an informer or Council officer to strike up a relationship with someone as part of an investigation to obtain information “under cover”. The Council has never authorised the use of a “covert human intelligence source” under RIPA.

#### **3. Access to Communications Data**

There are stringent controls placed on access by the Council to “communications data”. The Council is not entitled to obtain access to the content of communications between third parties but can, in some circumstances, obtain information relating to the use of a communications service. “Communications services” include telecom providers, postal services and internet service providers. The Council has never authorised access to communications data under RIPA.



- 3.3 More detail of the nature of the scope of RIPA and controls and procedures are set out in the general surveillance policy in Appendix 1.

#### **4. Member Supervision of the Use of RIPA**

- 4.1 A Home Office Code of Practice provides for a wider supervisory role for councillors. The code states that, at least once a year, councillors should review the Council's use of RIPA and set the general surveillance policy. This report gives members this opportunity.
- 4.2 Councillors should also consider internal reports on the use of RIPA at least on a quarterly basis to ensure that it is being used consistently as per the council's policy and that the policy remains fit for purpose. The Code emphasises that councillors should not be involved in making decisions on specific authorisations. In fact, since the Code of Practice came into effect, the Council has not used RIPA powers, so there has been no occasion to issue a report.

#### **5. The Council's Use of RIPA**

- 5.1 The City Council is very sparing in its use of RIPA powers. In fact, it has not authorised the use of RIPA powers in the period covered by this report (October 2011 to October 2012) and has used these powers only once since October 2008.
- 5.2 As mentioned in Section 3, the Council has never used RIPA powers to authorise the use of "confidential human intelligence sources" or the powers relating to the obtaining of communication data.

#### **6. The Protection of Freedoms Act 2012**

- 6.1 From 1 November 2012, all local authority surveillance authorised under the Regulation of Investigatory Powers Act 2000 (RIPA) will have to be approved by a Magistrate.
- 6.2 Approval can only be given if the Magistrate is satisfied that:
- (a) There were reasonable grounds for the authorising officer approving the application to believe that the Directed Surveillance or deployment of a Covert Human Intelligence Source (CHIS) was necessary and proportionate and that there remain reasonable grounds for believing so.

(b) The authorising officer was of the correct seniority within the organisation i.e. a Director, Head of Service, Service Manager or equivalent.

(c) The granting of the authorisation was for the prescribed purpose, which is preventing or detecting crime or disorder and, in the case of directed surveillance, is confined to cases where the offence under investigation carries a custodial sentence of six months or more.

6.3 There are also additional safeguards in relation to the use of a CHIS. (As mentioned in paragraph 3.2, The Council has never authorised the use of a “covert human intelligence source” under RIPA.

## **7. The Council’s Surveillance Policy**

6.1 The Council’s surveillance policy is set out at Appendix 1. It sets out the tests to apply in determining whether the use of RIPA powers is necessary and proportionate.

6.2 Changes to the policy approved in October 2011, which are required by the Protection of Freedoms Act are shown as tracked changes.

6.3 The Executive Councillor is asked to endorse the policy.

## **8. Implications**

(a) **Financial Implications** - None

(b) **Staffing Implications** - None

(c) **Equal Opportunities Implications** –

A formal equality impact assessment has not been carried out in preparing this report. Equality impact issues are addressed, and safeguards contained, within the body of the general surveillance policy which the Executive Councillor is being asked to endorse. Paragraph 9.5 of the policy highlights the need to consider equality issues as part of considering whether to use RIPA powers. Paragraph 9.7 highlights the special care needed if surveillance might involve obtaining access to religious material. The Head of Legal Services receives copies of all authorisations and takes an overview of the use of RIPA. The increased role for member supervision outlined in section 4 of this report would also help ensure that the policy is being applied properly.

(d) **Environmental Implications**

The proposals in this report have a “nil” climate change impact.

(e) **Procurement**

This report has nothing to do with procurement.

(f) **Consultation and communication**

The RIPA general surveillance policy is based on legal requirements and the guidance contained in Home Office codes of practice and there has been no external consultation on this.

(g) **Community Safety**

Although the Council’s use of RIPA has been very sparing, there have been, and will be, occasions on which the use of the powers are justified and necessary to ensure community safety.

## **5. Background papers**

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

Report to the Executive Councillor for Community Development and Health: Review Of Use Of The Regulation Of Investigatory Powers Act (13 October 2011)

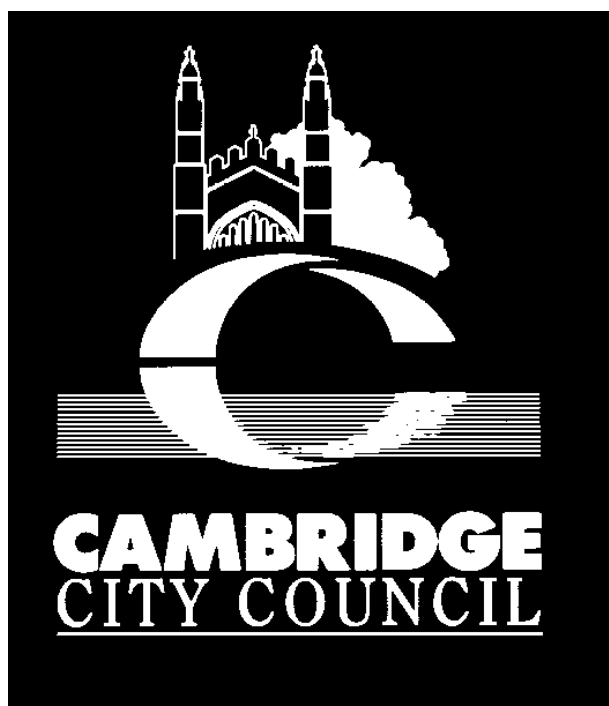
## **6. Appendices**

City Council RIPA Procedure Guide

## **7. Inspection of papers**

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

Author’s Name: Simon Pugh  
Author’s Phone Number: 01223 - 457401  
Author’s Email: [simon.pugh@cambridge.gov.uk](mailto:simon.pugh@cambridge.gov.uk)



# THE REGULATION OF INVESTIGATORY POWERS ACT 2000

A procedure guide on the use of covert  
surveillance and “covert human intelligence  
sources”

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*The Regulation of Investigatory Powers Act 2000: A procedure guide on the use of covert surveillance and "covert human intelligence sources"*

Statement of Intent: Cambridge City Council attaches a high value to the privacy of citizens. It will adhere to the letter and to the spirit of the Act and will comply with this Code.

## **1. Introduction**

- 1.1 The Regulation of Investigatory Powers Act 2000 ("RIPA") is designed to ensure that public bodies respect the privacy of members of the public when carrying out investigations, and that privacy is only interfered with where the law permits and there is a clear public interest justification.

## **2. What does RIPA do?**

- 2.1 RIPA places controls on the use of certain methods of investigation. In particular, it regulates the use of surveillance and "covert human intelligence sources". This guide covers these aspects of the Act. Further guidance will be issued on other aspects of the Act if necessary.
- 2.2 RIPA's main implications for the Council are in respect of covert surveillance by Council officers and the use of "covert human intelligence sources". (A covert human intelligence source is someone who uses a relationship with a third party in a secretive manner to obtain or give information – for instance an informer or someone working "under cover".)

## **3. Some definitions**

### **3.1 "Covert"**

Concealed, done secretly

### **3.2 "Covert surveillance"**

Surveillance which is carried out in a manner calculated to ensure that the persons subject to the surveillance are unaware that it is or may be taking place;

### **3.3 "Directed surveillance"**

Directed surveillance is defined in RIPA as surveillance which is covert, but not intrusive, and undertaken:

- a) for the purposes of a specific investigation or operation;
- b) in such a manner as is likely to result in the obtaining of private information about a person (whether or not one specifically identified for the purposes of the investigation or operation); and
- c) otherwise than by way of an immediate response to events or circumstances the nature of which is such that it would not be reasonably practicable for an authorisation under this Part to be sought for the carrying out of the surveillance (i.e. where the circumstances make it impractical to seek authorisation. An example might be where a police officer on patrol sees a person acting suspiciously and decides to watch them surreptitiously to see whether they are intending to commit a crime.)

Private information in relation to a person includes any information relating to his private or family life.

### 3.4 *“Intrusive surveillance”*

Intrusive surveillance is defined in section 26(3) of the 2000 Act as covert surveillance that:

- a. is carried out in relation to anything taking place on any residential premises or in any private vehicle; and
- b. involves the presence of an individual on the premises or in the vehicle or is carried out by means of a surveillance device.

## **4. RIPA and Surveillance – what is not covered**

- 4.1 General observation forms part of the duties of some Council officers. They may, for instance, be on duty at events in the City and will monitor the crowd to maintain public safety and prevent disorder. Environmental Health Officers might covertly observe and then visit a shop as part of their enforcement function. Such observation may involve the use of equipment merely to reinforce normal sensory perception, such as binoculars, or the use of cameras, where this does not involve systematic surveillance of an individual. It forms a part of the everyday functions of law enforcement or other public bodies. This low-level activity will not usually be regulated under the provisions of RIPA.
- 4.2 Neither do the provisions of the Act cover the use of overt CCTV surveillance systems. Members of the public are aware that such systems are in use, for their own protection, and to prevent crime. (There is a separate Code of Practice adopted by the Council to govern use of CCTV. For information about this, contact Martin Beaumont, CCTV Manager.)

## **5. RIPA and Surveillance – What is covered?**

- 5.1 The Act is designed to regulate the use of “covert” surveillance. Covert surveillance means surveillance which is carried out in a manner calculated to ensure that the persons subject to the surveillance are unaware that it is or may be taking place. Strictly speaking, only two types of covert surveillance are regulated by RIPA – “directed” and “intrusive” surveillance. However, where the purpose of a surveillance operation is to obtain private information about a person, the authorisation procedures set out in this guide should be followed and the surveillance treated as being “directed”.

## **6. What is “directed surveillance”?**

### **6.1 Directed surveillance is defined in RIPA as surveillance which is covert, but not intrusive, and undertaken:**

- a) for the purposes of a specific investigation or operation;
- b) in such a manner as is likely to result in the obtaining of private information about a person (whether or not one specifically identified for the purposes of the investigation or operation); and
- c) otherwise than by way of an immediate response to events or circumstances the nature of which is such that it would not be reasonably practicable for an authorisation under this Part to be sought for the carrying out of the surveillance. (See the clarification of this in paragraph 3.3.)

Private information in relation to a person includes any information relating to his private or family life.

- 6.2 Directed surveillance is conducted where it involves the observation of a person or persons with the intention of gathering private information to produce a detailed picture of a person’s life, activities and associations. However, it does not include covert surveillance carried out by way of an immediate response to events or circumstances which, by their very nature, could not have been foreseen. For example, a plain clothes police officer would not require an authorisation to conceal himself and observe a suspicious person who he comes across in the course of a patrol.
- 6.3 Directed surveillance does not include any type of covert surveillance in residential premises or in private vehicles. Such activity is defined as “intrusive surveillance” and is dealt with in paragraph 7.
- 6.4 In practice, the sort of directed surveillance which the Council might undertake would include the use of concealed cameras as part of an investigation into antisocial behaviour or breach of tenancy conditions. It might include covert surveillance connected with the enforcement of environmental health or planning regulations or in connection with investigating benefit fraud. You should treat anything involving the use of concealed cameras or anything involving keeping

covert observation on premises or people as potentially amounting to directed surveillance. If you are unsure, please take advice either from your manager or supervisor, or from the Head of Legal Services.

- 6.5 Directed surveillance **must** be properly authorised in accordance with the procedure set out in section 9.
- 6.6 You should treat any covert surveillance which is likely to intrude upon anyone's privacy to more than a marginal extent as directed surveillance, even if it does not fall within the strict terms of the definition – for instance where surveillance is not part of a specific investigation or operation.

## 7. What is intrusive surveillance?

|   |
|---|
| 7.1 <b>An important warning: the Council cannot authorise intrusive surveillance.</b> |
|---|

- 7.2 Intrusive surveillance is defined as covert surveillance that:
  - a. is carried out in relation to anything taking place on any residential premises or in any private vehicle; and
  - b. involves the presence of an individual on the premises or in the vehicle or is carried out by means of a surveillance device.

7.2 In essence, intrusive surveillance amounts to intrusion into people's homes or vehicles either physically or by means of a surveillance device.

7.3 **Intrusive surveillance cannot be undertaken without authorisation and the Council cannot authorise intrusive surveillance.** Bodies such as the Police and Customs and Excise can authorise intrusive surveillance. If you are asked by another agency to co-operate with intrusive surveillance, you should seek advice from the Head of Legal Services immediately. Where other authorities say that they are authorised to undertake intrusive surveillance but need our co-operation, we need to check that their authorisation is in order.

## 8. What is a covert human intelligence source?

8.1 A covert human intelligence source is someone who establishes or maintains a relationship with a person for the purpose of covertly obtaining or disclosing information. In practice, this is likely to cover the use of an informer or Council officer to strike up a relationship with someone as part of an investigation to obtain information "under cover".

8.2 Someone who volunteers information to the Council, either as a complainant (for instance, about anti-social behaviour or a breach of planning regulations) or out of civic duty, is unlikely to be a covert human intelligence source. If someone is keeping a record, say, of neighbour nuisance, this will not amount by itself to use of a covert human intelligence source. However, if we are relying on, say, a



neighbour to ask questions with a view to gathering evidence, then this may amount to use of a covert human intelligence source.

- 8.3 The use by the Council of covert human intelligence sources is expected to be extremely rare and, for that reason, this guide does not deal with the issues to which they give rise. If you are contemplating use of a covert human intelligence source, please take advice from the Head of Legal Services before putting your plan into action.

## 9. Authorising Directed Surveillance: The Rules

- 9.1 It is crucial that all directed surveillance is properly authorised. Failure to secure proper authorisation and to comply with this procedure could lead to evidence being excluded by the courts and to complaints against the Council. The Council is subject to audit and inspection by the Office of the Surveillance Commissioner and it is important that we can demonstrate compliance with RIPA and with this code. **Again, please note that the Council cannot authorise intrusive surveillance – see section 7.**

- 9.2 **Who can authorise directed surveillance?** Regulations made under the Act say that the most junior level at which authorisations can only be given is by what it refers to as “assistant chief officers”. For the purposes of this Code, authorisations may only be given by the officers identified in the Appendix to this Guide referred to as “authorising officers”. In cases of urgency, if it is not possible to seek authority from an authorising officer, authority may be given by a deputy to an authorising officer, but ratification of that authority should be sought at higher level as soon as practical, and the reasons for urgency recorded on the authorisation form. Where practical, the authorising officer should not be directly involved in the case giving rise to the request for authorisation. (However, an authorising officer may authorise a request made by staff who report to them if they are not directly involved in the case.) Where it is not practical for authorisation to be given by an officer who is not directly involved, this should be noted with reasons on the authorisation form. In addition to internal authorisation, directed surveillance cannot be carried out without the approval of a Magistrate. (See paragraph 10.2 below.)

- 9.3 **On what grounds can directed surveillance be authorised?** Directed surveillance can only be authorised by local authorities:

- for the purpose of preventing or detecting serious crime where the offence under investigation carries a custodial sentence of six months or more. ;

When the legislation was introduced, the Council could authorise directed surveillance on other grounds (e.g. in the interests of public safety or in the interests of protecting public health, or to prevent or detect disorder) but the serious crime ground is the only one available to local authorities. The Police have wider powers to authorise directed surveillance.

Please note that surveillance has to be **necessary** for the serious crime purpose. If you can just as well carry out an investigation by means which do not involve directed surveillance, then you should use them.

- 9.4 **Is the proposed surveillance proportionate?** Authorisation should not be sought, and authority should not be given unless you are satisfied that the surveillance is proportionate. You should make sure that any interference with privacy is justified by the end being sought. Unless the benefit to be obtained from surveillance is significant, and unless the problem you are seeking to tackle is serious, the use of surveillance is unlikely to be proportionate. We should not “use a sledgehammer to crack a nut”!
- 9.5 **Is the proposed surveillance discriminatory?** The Council is under a legal obligation to avoid either direct or indirect discrimination in carrying out its functions. As surveillance can interfere with rights contained in the European Convention on Human Rights, discrimination can also amount to a breach of the Human Rights Act. You should be sensitive to this issue and ensure that you apply similar standards to seeking or authorising surveillance regardless of ethnic origin, sex or sexual orientation, disability, age etc. You should be alert to any assumptions about people from different backgrounds which may not even be consciously held.
- 9.6 **Might the surveillance involve “collateral intrusion”?** In other words, might the surveillance intrude upon the privacy of people other than those who are the subject of the investigation. You should be sensitive of the privacy rights of third parties and consider very carefully whether the intrusion into their privacy is justified by the benefits of undertaking the surveillance.
- 9.7 **Might the surveillance involve acquiring access to any confidential or religious material?** If so, then the surveillance will require a particularly strong justification and arrangements need to be put in place to ensure that the information obtained is kept secure and only used for proper purposes. Confidential material might include legal or financial records, or medical records. Where there is a possibility that access to confidential or religious material might be obtained, the authorisation of the Chief Executive should be sought.

## 10. Authorising Directed Surveillance: The Procedure

### 10.1 Applying for authorisation.

- 10.1.1 Detailed guidance on the authorisation procedure and on how to complete the statutory forms is available on the Council’s Intranet at <http://intranet/Guidelines/Docs/RIPA%20Guidance%20Manual.pdf> The individual forms are available separately and links to them are set out in Appendix 3. You must only use the forms that are on the Intranet, you should read the accompanying notes carefully and follow them when completing the form.

10.1.2 Before submitting an application for authorisation, you must supply a copy of your request to the Head of Legal Services. You may only submit your application for authorisation if you obtain the approval of the Head of Legal Services.

10.1.3 A written application for authorisation for directed surveillance should describe in detail any conduct to be authorised and the purpose of the investigation or operation. The application should also include:

- the reasons why the authorisation is necessary in the particular case and on the grounds (e.g. for the purpose of preventing or detecting crime) listed in Section 28(3) of the 2000 Act;
- the reasons why the surveillance is considered proportionate to what it seeks to achieve;
- the nature of the surveillance;
- the identities, where known, of those to be the subject of the surveillance;
- an explanation of the information which it is desired to obtain as a result of the surveillance;
- the details of any potential collateral intrusion and why the intrusion is justified;
- the details of any confidential information that is likely to be obtained as a consequence of the surveillance.
- the level of authority required (or recommended where that is different) for the surveillance; and
- a subsequent record of whether authority was given or refused, by whom and the time and date.

10.1.4 Additionally, in urgent cases, the authorisation should record (as the case may be):

- the reasons why the authorising officer or the officer entitled to act in urgent cases considered the case so urgent that an oral instead of a written authorisation was given; and/or
- the reasons why it was not reasonably practicable for the application to be considered by the authorising officer.

10.1.5 Where the authorisation is oral, the detail referred to above should be recorded in writing by the applicant as soon as reasonably practicable.

## 10.2 Approval by a Magistrate

10.2.1 The internal authorisation for covert surveillance is not to take effect until a Magistrate has made an order approving it. Approval can only be given if the Magistrate is satisfied that:

(a) There were reasonable grounds for the authorising officer to believe that the directed surveillance was necessary and proportionate and that there remain reasonable grounds for believing so.

(b) The authorising officer was of the correct seniority within the organisation i.e. a Director, Head of Service, Service Manager or equivalent.

(c) The granting of the authorisation was for preventing or detecting crime and that the offence under investigation carries a custodial sentence of six months or more.

10.2.2 You must not commence covert surveillance until you have confirmation that the Magistrate's approval has been given.

**(Then renumbered.)**

## 10.2 Duration of authorisations

10.2.1 A written authorisation granted by an authorising officer will cease to have effect (unless renewed) at the end of a period of **three months** beginning with the day on which it took effect.

10.2.2 Urgent oral authorisations or written authorisations granted by a person who is entitled to act only in urgent cases will, unless renewed, cease to have effect after **seventy-two hours**, beginning with the time when the authorisation was granted or renewed. This will apply to written authorisations given by deputies to Heads of Services.

10.2.3 Even though authorisations cease to have effect after three months, you should not simply leave them to run out. When the surveillance ceases to be necessary, you should always follow the cancellation procedure. See section 10.5. Where surveillance has ceased, we must be able to match each authorisation with a cancellation.

## 10.3 Reviews

10.3.1 Regular reviews of authorisations should be undertaken to assess the need for the surveillance to continue. The maximum period between authorisation and review, and between reviews, should be four weeks. The more significant the infringement of privacy, the more frequent should be the reviews. The results of a review should be recorded on the central record of authorisations (see paragraph 11). Particular attention is drawn to the need to review authorisations frequently where the

surveillance provides access to confidential information or involves collateral intrusion.

10.3.2 In each case authorising officers within the Council should determine how often a review should take place. This should be as frequently as is considered necessary and practicable.

10.3.3 A link to the form to record a review of an authorisation may be found in Appendix 2 to this Guide.

## 10.4 Renewals

11.4.1 If at any time before an authorisation would cease to have effect, the authorising officer considers it necessary for the authorisation to continue for the purpose for which it was given, s/he may renew it in writing for a further period of **three months**. A single renewal may also be granted orally in urgent cases and may last for a period of **seventy-two hours**. A renewal cannot take effect unless it has been approved by a Magistrate. If you think a renewal might be needed, you should plan to allow sufficient time for an application to a Magistrate to be made before expiry.

10.4.2 A renewal takes effect at the time at which, or day on which the authorisation would have ceased to have effect but for the renewal. An application for renewal should not be made until shortly before the authorisation period is drawing to an end. Any person who would be entitled to grant a new authorisation can renew an authorisation. Authorisations (other than oral authorisations in urgent cases) may be renewed more than once, provided they continue to meet the criteria for authorisation.

10.4.3 All applications for the renewal of an authorisation for directed surveillance should be made on the form linked to Appendix 2 to this guide and should record:

- whether this is the first renewal or every occasion on which the authorisation has been renewed previously;
- any significant changes to the information given in the original application for authorisation;
- the reasons why it is necessary to continue with the directed surveillance;
- the content and value to the investigation or operation of the information so far obtained by the surveillance;
- the results of regular reviews of the investigation or operation.

10.4.4 Authorisations may be renewed more than once, if necessary, and the renewal should be kept/recorded as part of the central record of authorisations (see paragraph 12).

## 10.5 Cancellations

The regulation of investigatory powers act 2000: A procedure guide on the use of covert surveillance and "covert human intelligence sources. November 2012 version"

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10.5.1 The authorising officer who granted or last renewed the authorisation must cancel it if he is satisfied that the directed surveillance no longer meets the criteria upon which it was authorised. Where the authorising officer is no longer available, this duty will fall on the person who has taken over the role of authorising officer. If in doubt about who may cancel an authorisation, please consult the Head of Legal Services. Cancellations are to be effected by completion of the form linked to in Appendix 2 to this Guide.

10.5.2 **N.B. Please note the warning in paragraph 10.2.3 that there must be a completed cancellation for each authorisation once surveillance has been completed. An authorisation cannot simply be allowed to expire.**

## 10.6 Ceasing of surveillance activity

10.6.1 As soon as the decision is taken that directed surveillance should be discontinued, the instruction must be given to those involved to stop all surveillance of the subject(s). The date and time when such an instruction was given should be included in the Notification of Cancellation form.

## 11. Record Keeping and Central Record of Authorisations

11.1 In all cases in which authorisation of directed surveillance is given, the Service Head is responsible for ensuring that the following documentation is kept safely for a period of at least three years from the date of authorisation:

- a copy of the application and a copy of the authorisation together with any supplementary documentation and notification of the approval given by the authorising officer;
- a record of the period over which the surveillance has taken place;
- the frequency of reviews prescribed by the authorising officer;
- a record of the result of each review of the authorisation;
- a copy of any renewal of an authorisation, together with the supporting documentation submitted when the renewal was requested;
- the date and time when any instruction was given by the authorising officer.

11.2 In addition, copies the following must be sent to the Head of Legal Services immediately upon completion:

- all completed forms authorising directed surveillance;
- all completed forms authorising renewal of directed surveillance;
- all completed forms cancelling directed surveillance.

These will be kept by the Head of Legal Services who will review them at least every twelve months in his capacity as the Council's Monitoring Officer.

## **12. Authorising Use of Covert Human Intelligence Sources**

- 12.1 Similar principles and procedures apply to authorising the use of covert human intelligence sources, including the need for authorisations to be approved by a Magistrate. If it becomes apparent that their use is more than very exceptional, detailed guidance will be published and circulated. For the present, officers' attention is drawn to the explanation of the nature of a covert human intelligence source in Paragraph 9. If you think you might be using, or might use, a covert human intelligence source, please contact the Head of Legal Services, who will advise on the principles to be applied, the authorisation procedure, record keeping etc. For the avoidance of doubt, the Council will comply, so far as applicable, with the model guidance issued by the Home Office.

### **13. Access to Communications Data**

- 13.1 There are stringent controls placed on access by the Council to “communications data”. The Council is not entitled to obtain access to the content of communications between third parties but can, in some circumstances, obtain information relating to the use of a communications service. “Communications services” include telecom providers, postal services and internet service providers.
- 13.2 This is a complex area, procedurally and legally. Access to communications data can only be obtained through the Council’s designated “single point of contact” (“SPOC”) for communications data. The Head of Legal Services has this role and you should consult him at an early stage if you think you may need access to communications data.

### **14. Further Information**

- 14.1 Departments may wish to develop their own guidance and Environmental Health and Waste Management has already done so. This is to be encouraged. However, the principles and procedures contained in departmental guidance must be compatible with this guidance.
- 14.2 There is much helpful information on the Home Office web site about RIPA. See Appendix Two for links.
- 14.3 The Head of Legal Services is happy to advise further on issues connected with RIPA. Departments need to consider what their training needs are in this area and the Head of Legal Services is willing to discuss what help he can offer with this.

Simon Pugh  
Head of Legal Services



## Appendix One: Approved Authorising Officers for the Purposes of the Regulation of Investigatory Powers Act 2000

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- Liz Bisset, Director of Community Services
- Robert Hollingsworth, Head of City Homes
- Jas Lally, Head of Environmental Services

The Leader of the Council delegated power to the Chief Executive to designate authorised officers for the purposes of Chapters II and III of the Act. (Record of Decision ref: 07/S&R/14, 3 September 2007.

## Appendix Two

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Links to Home Office Information on RIPA, including codes of practice are at <http://www.homeoffice.gov.uk/counter-terrorism/regulation-investigatory-powers/> Forms are also available via this site but you should only use the forms on the Council's Intranet, which may be found through the links in Appendix Three.

## Appendix Three

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### *RIPA Covert Surveillance Forms and Guidance*

[RIPA Guidance Manual](#) (PDF)

[Directed Surveillance \(DS\) Review](#) (Word)

[DS Application](#) (Word)

[DS Cancellation](#) (Word)

[DS Renewal](#) (Word)

[Completing the CHIS \(Covert Human Intelligence Source\) Forms](#) (Word)

[CHIS Review](#) (Word)

[CHIS Application](#) (Word)

[CHIS Cancellation](#) (Word)

[Covert Human HIS Renewal](#) (Word)

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To: The Leader  
Report by: Patsy Dell, Head of Planning Services  
Relevant scrutiny committee: Strategy and Resources 15/10/2012  
Scrutiny Committee  
Wards affected: All

## Localism Act 2011: Community Right to Bid - Update

### Key Decision

#### 1. Executive summary

- 1.1 The Leader and Scrutiny Committee considered a report summarising the new Community Right to Bid on 9 July 2012.
- 1.2 The Leader resolved to:
  - i. Note the new requirements under the Localism Act.
  - ii. Agree the Council's approach to this new duty as set out in the officer's report.
  - iii. Delegate responsibility for determining whether assets are listed on the register of assets or not to a panel of three senior officers from Property Services, Planning and Community Development convened by the Head of Planning Services.
  - iv. Bring back a further report to the Strategy and Resources Scrutiny Committee on 15 October 2012 to agree the Council's final approach to this duty once Regulations had been published.
- 1.3 The Regulations were published on 20 September and took effect on 21 September. The report outlines how they affect the Right to Bid.

#### 2. Recommendations

The Leader is recommended:

- 1) To agree the Council's approach to the Community Right to Bid duty as set out in the report;

- 2) To delegate responsibility for determining compensation applications and appeals against compensation decisions to the Director or Resources;
- 3) To delegate responsibility to the Director of Environment to determine reviews (appeals) against listing of assets by the owners and;
- 4) To delegate responsibility for the implementation and operation of the provisions of the Localism Act relating to assets of community value to the Head of Planning Services.

### **3. Background**

3.1 The report to Strategy Scrutiny Committee in July gave an overview of new Community Right to Bid. In summary, it comprises the following elements:

- Voluntary community bodies with a local connection will be able to identify land and buildings (“land”) within the City as being of community value. Examples might include a local shop, pub, swimming pool, playground or other facility that is of value to the community.
- If the City Council accepts the nomination, the land must be included in a list of “assets of community value”. The Council must also keep a list of rejected nominations.
- An owner is entitled to request a review by the Council of a decision to add land to the list of assets of community value. An owner is entitled to a further appeal to the First Tier Tribunal, which is part of HM Courts and Tribunals Service.
- If an owner wishes to enter into a “relevant disposal” of the land, then they must first notify the Council of their intention. This triggers an “interim moratorium period” of six weeks, during which community interest groups may submit a written request to be treated as a potential bidder in relation to the land. A “relevant disposal” cannot take place during this period.
- If no request to be treated as a potential bidder is received, the owner is entitled to go ahead with the disposal, provided that it is completed within eighteen months of when they notified the Council of their wish to dispose.

- If a request to be treated as a potential bidder is received, the full moratorium period comes into play. This lasts for six months from the date of the owner's notice of a wish to dispose. Again, a "relevant disposal" cannot take place during this period.
- Community interest groups have no rights other than to seek to negotiate to buy the land. The owner is under no obligation to sell to a community interest group.
- If the moratorium period expires either without a community interest group bidder coming forward, or without a successful purchase by such a group, then the owner is entitled to go ahead with a disposal, provided it is completed within eighteen months of when they notified the Council of their wish to dispose.
- An owner is entitled to compensation for loss or expense that they would not have occurred but for the listing. Again, there are rights of review and appeal.

#### **4. Details of the procedures**

##### *4.1 Submitting a nomination*

The regulations define in more detail the voluntary or community bodies that may nominate land as being of "community value". To do so, they need to fall within a defined class of bodies and also have a "local connection".

The following count as "voluntary or community bodies":

- A body designated as a "neighbourhood forum" for planning purposes under provisions introduced by the Localism Act;
- A parish council;
- An unincorporated body (i.e. not constituted as a company or similar body) whose members include at least 21 individuals and which does not distribute any surplus it makes to its members;
- A charity;
- A company limited by guarantee or an industrial and provident society, provided they do not distribute any surplus it makes to their members;
- A community interest company.

A voluntary or community body will be treated as having a local connection if:

- Its activities are wholly or partly concerned with the City or with a neighbouring Council's area (which in the City's case means South Cambridgeshire);

- If it is an unincorporated body, a company limited by guarantee or an industrial and provident society, it applies any surplus it makes wholly or partly for the benefit of Cambridge or South Cambridgeshire;
- If it is an unincorporated body, it must have at least 21 “local members”. A “local member” is someone who is registered in Cambridge or South Cambridgeshire as a local government elector.

Community nominations must include certain information, including the nominator’s reasons for thinking that the Council should conclude that the land is of community value.

Not all land may be listed as being of community value. The Regulations exempt “residences” along with land connected with residences, caravan sites and operational land held by statutory undertakers.

#### *4.2 Considering a nomination.*

Once a nomination is made, the Council must accept the nomination if it is from a qualifying body and the Council concludes that the land is of “community value”. The Council has eight weeks from the date of nomination to make a decision.

Land will be of community value if the Council decides that:

- A current use of the building or other land “furthers the social wellbeing or social interests of the local community” and it is realistic to think that the use can continue; or
- In the recent past a use of the building or land furthered the social wellbeing or social interests of the local community and it is realistic to think that the use could be resumed within the next five years. (The July report to the Leader and Strategy Scrutiny recommended that “the recent past” should be considered as being the past five years from the date of nomination. (Minute 12/62/SR.)

Social interests are said to include (in particular) cultural, recreational and sporting interests. But interests of a different nature may still amount to social interests.

Officers suggest that, in assessing whether land is of community value, account is taken of whether there is:

- broad and inclusive use of the asset across the community, or
- use by a particular section of the community that would not otherwise be provided for or is under-provided for in the locality e.g. children, elderly people.

The Leader decided, at the last meeting (Minute 12/62/SR) to delegate responsibility for determining whether assets are listed on the register of assets or not to a panel of three senior officers from Property Services, Planning and Community Development convened by the Head of Planning Services.

#### *4.3 Rights of review and appeal*

There is no right of review or appeal against a decision not to list land as being of community value. Legal challenge is still possible through the Judicial Review Process.

An owner has a right to ask for a review of a decision to list land. The request must be made within eight weeks of the decision.

The regulations state that the review must be carried out by “an officer of the authority of appropriate seniority who did not take part in the decision to be reviewed. The regulations do not allow for a review by members. Officers recommend that the Director of Environment be given delegated authority to nominate reviewing officers (including himself) for this purpose.

Owners have a right to a hearing and to legal representation.

Owners dissatisfied with a review decision have a right to appeal to the First Tier Tribunal, which is part of the court system and deals with appeals against administrative decisions.

#### *4.4 List of assets*

The Council must maintain a list of assets of community value. It must also maintain a list of rejected nominations, along with the reasons for rejection. Entries on the list of assets of community value are to be removed after a period of five years from the date of nomination. Entries on the list of rejected nominations may, but need not, be removed from the list after five years. In the interests of good housekeeping, officers recommend that rejected nominations be removed from the list after five years.

#### *4.5 Moratorium period*

If land is listed as being of community value, then the owner must give the Council notice before entering into a “relevant disposal” of the land. It is important to note that not all dealings with the land will amount to a relevant disposal. Dealings that are not relevant disposals will not be caught by the moratorium period and the owner does not have to let the Council know about them.

There is a long list of dealings that fall outside the class of relevant disposals, but the main areas (expressed in broad terms) include:

- Disposals ordered by a court;
- Disposals connected with separation or similar agreements made between spouses or civil partners;
- Disposals by way of gift;
- Disposals connected with the administration of the estate of a deceased person;
- Disposals within families;
- Disposals of land, and a business carried out on the land, as a going concern;
- Disposals connected with the administration of trusts;
- Disposals under statutory provisions relating to physical or mental incapacity;
- Disposals made in pursuance of legally enforceable rights (option agreements etc) entered into before the land was listed;
- Disposals connected to insolvency or debt recovery;
- Disposals within company groups;
- Disposals of a single plot of land owned by a single owner, which is part-listed as being of community value;
- Disposals of redundant Church of England churches;
- Disposals of educational land for educational purposes.

As explained in section 3 of this report, notice of a wish to enter into a “relevant disposal” triggers an “interim moratorium period” of six weeks, during which community interest groups may submit a written request to be treated as a potential bidder in relation to the land. A “relevant disposal” cannot take place during this period.

If no request to be treated as a potential bidder is received, the owner is entitled to go ahead with the disposal, provided that it is completed within eighteen months of when they notified the Council of their wish to dispose.

If a request to be treated as a potential bidder is received, the full moratorium period comes into play. This lasts for six months from the date of the owner’s notice of a wish to dispose. Again, a “relevant disposal” cannot take place during this period.

Community interest groups have no rights other than to seek to negotiate to buy the land. The owner is under no obligation to sell to a community interest group.

If the moratorium period expires either without a community interest group bidder coming forward, or without a successful purchase by such a group, then the owner is entitled to go ahead with a disposal, provided it is



completed within eighteen months of when they notified the Council of their wish to dispose.

#### *4.6 Enforcement*

The City Council has no express enforcement duty and there is no criminal sanction against non-compliance by an owner. The sanction provided is that a non-compliant disposal will be ineffective. (That is, unless the owner has made all reasonable efforts to find out if the land is listed, and does not know at the time of disposal that it is listed.)

#### *4.7 Compensation*

An owner is entitled to compensation for loss or expense which they would not have occurred but for the listing. Again, there are rights of review and appeal.

Officers recommend that the Leader delegates responsibility for determining compensation applications to senior officers from Property Services and Finance convened by the Head of Planning Services.

The regulations state that the review must be carried out by “an officer of the authority of appropriate seniority who did not take part in the decision to be reviewed. The regulations do not allow for a review by members. Officers recommend that the Director of Resources be given delegated authority to nominate reviewing officers (including himself) for this purpose.

Owners have a right to a hearing and to legal representation.

Owners dissatisfied with a review decision have a right to appeal to the First Tier Tribunal, which is part of the court system and deals with appeals against administrative decisions.

The Government’s impact assessment suggests an average cost of £2,000 per compensation claim for expenses, and the cost of a loss in asset value compensation of £10- £50k per claim. These costs are payable by the city council.

### **5.Implications**

#### ***5.1 Financial Implications***

As explained above, the Government’s impact assessment suggests an average cost of £2,000 per compensation claim for expenses, and the cost of a loss in asset value compensation of £10- £50k per claim. These costs are payable by the city council. The city council must also meet its own

costs of carrying out listing and compensation reviews. There will also be a Land Registry fee of £50 per asset payable by the city council, which will place a restriction on the Land Register on any asset accepted as having been successfully listed as an asset of community value. There may be legal costs associated with appeals to the First Tier Tribunal.

The city council's start up administration costs for the Community Right to Bid scheme will be paid by the Government. They have estimated that these should be around £1,200. There are no details as yet of how this funding can be claimed.

Given the expected interest in this locally officers anticipate that this will not meet the council's costs but this will be kept under review as the scheme comes into effect.

## **5.2 Staffing implications**

The Community Right to Bid provisions are largely an administrative process that will be managed and administered by the Planning Service with the day-to-day administration undertaken by the Guildhall Business and Information Services Unit. At this stage, it is unclear as to the staffing capacity that will need to be put towards this activity. It is expected that there will be a significant number of initial nominations that will need to be processed. This will be kept under review.

There is likely to be some call on the Council's Legal Services in assisting with aspects of the process (identifying owners, advising on the regulations and providing or securing representation at appeals to the First Tier Tribunal).

## **5.3 Equal Opportunities Implications**

**Equalities Impact Assessment:** Not applicable. The Community Right to Bid scheme is primarily an administrative process defined by legislation and regulation with very little scope for the Council to exercise discretion or introduce change,

## **5.4 Environmental Implications**

Climate change rating: Nil.

## **5.5 Consultation**

Consultation has been undertaken with officers from the Planning Service, Community Development, Property Services, Legal Services and Corporate

Strategy on those aspects of the Community Right to Bid provisions that are at the discretion of the Council as to how they are implemented.

## **5.6 Community Safety**

There are no community safety implications.

## **6. Background Papers**

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

- a) Localism Act 2011
- b) The Assets of Community Value (England) Regulations 2012
- c) Report to the Leader and Strategy and Resources Scrutiny Committee – 9 July 2012.
- d) Minutes of the meeting of Strategy and Resources Scrutiny Committee of 9 July 2012 and Record of the Leader's decision.

## **7. Inspection of Papers**

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

Author's Name: Patsy Dell, Head of Planning Services  
Author's Phone Number: 01223 457103  
Author's Email: [patsy.dell@cambridge.gov.uk](mailto:patsy.dell@cambridge.gov.uk)

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To: The Leader of the Council and Executive Councillor for Strategy  
Report by: Director of Resources  
Relevant scrutiny committee: Strategy and Resources Scrutiny Committee 15/10/2012  
Wards affected: All Wards

### **LOCAL GOVERNMENT RESOURCE REVIEW - BUSINESS RATES RETENTION: POOLING OPTIONS Key Decision**

#### **1. Executive summary**

1.1 This report presents coverage of updated information since the publication of the September 2012 MTS, where recommendations are required.

#### **2. Recommendations**

2.1 The Leader is asked to:

- Decide whether to support the proposed 'Growing Cambridgeshire' pooling scheme.
- In the event that the Leader decides to support the scheme, to delegate responsibility to the Chief Executive, through Cambridgeshire County Council as lead authority, to engage with DCLG on the final detail of the proposed pooling scheme and to submit the final proposal in time for the 19 October deadline.

#### **3. Background**

##### **Previous Reports**

3.1 A report was submitted to the 9 July meeting of the Strategy & Resources scrutiny committee outlining the developing proposals for the introduction of Business Rates Retention (BRR) with effect from 1

April 2013. This included coverage of the proposal to include the option to form local pools for the purpose of BRR. The report recommended that the Leader:

- Confirm that the City will join with other Cambridgeshire authorities in submitting an expression of interest to DCLG by 27 July 2012;
- Instruct officers, in conjunction with other authorities, to work up arrangements for governance, transparency, investment and distribution of revenues and dissolution of a Cambridgeshire pool – enabling a final decision on whether to take forward a pooling arrangement in time for the Government's November 2012 deadline.

3.2 The MTS provided an update on the proposals for the new national scheme (as part of Section 3), and noted that work was ongoing to evaluate the effects and benefits / risks associated with entering into a countywide 'pooling' arrangement, as permitted under the scheme.

## **Background**

3.3 The Business Rates Retention scheme, is expected to come into force from 1 April 2013 (assuming the passage of the Local Government Finance Bill)

3.4 The Bill will allow for authorities to come together to form a pool in order to further incentivise them to drive economic growth, as well as to bring a more integrated approach to the promotion and delivery of growth. By forming a pool that combines tariff (like the City Council) and top-up (like the County Council) authorities the overall levy on growth that is returned to Government can be reduced, thereby potentially allowing the local area to retain a greater share of business rates revenue than it would without a pooling arrangement.

3.5 Enterprise Zones will operate independently of the business rates retention and pooling schemes so, in Cambridgeshire, rates receipts from the Alconbury Enterprise Zone are treated separately. Arrangements are in place between the County Council, Huntingdonshire District Council, the Local Enterprise Partnership and the developers to manage the risk of displacement.

3.6 Preliminary modelling for a Cambridgeshire pool forecast an increase in rates retained in the area as a whole by forming a pool, as long as negative growth is not experienced.

- 3.7 On this basis, an expression of interest was submitted to Government with regard to forming a pool for the purposes of business rates retention in Cambridgeshire on 26 July 2012. This included the County Council as the lead authority.
- 3.8 Further modelling work has now been undertaken together with partners across the County and proposals for a countywide pooling scheme have been drafted. The draft scheme to be proposed to Government is shown at Appendix A.
- 3.9 The proposal and the draft scheme are currently being considered by each of the prospective partners through their own processes, with a view to submitting a final pooling proposal for the 19 October 2012 deadline.

### **Benefits Of Pooling**

- 3.10 There are a number of strategic benefits anticipated from pooling across the Cambridgeshire authorities, as the long-established joint approach to growth and development would be underpinned by a joint approach to business rates retention. This would in turn create incentives for a continued collaborative approach to investment and planning to support business growth – which in turn would create greater potential for future rates growth, with the growth dividends retained locally and shared across the partnership.
- 3.11 Similarly, pooling across a wider economic area can help to underline the importance of considering the operation of labour markets, housing and transport across administrative boundaries.
- 3.12 It can also help to smooth the volatility in business rates income across the pool, which may be particularly important should one District Council be subject to a sudden loss of rates from, for example, the closure of a major commercial premise or site. Predicting the future trend in business rates will be difficult in practice, as the authorities will have limited information on the plans of businesses in their area, so reducing the potential risk will provide for greater stability in financial projections.
- 3.13 Modelling has been undertaken to demonstrate the anticipated effects of pooling in Cambridgeshire. This is attached as Annex A to this report. The modelling is, of course, indicative at this point, but the conclusions are clear. Unless economic growth is below -0.25%, it would be financially beneficial for the Cambridgeshire authorities to pool.

## Timescales

- 3.14 The deadline for submission of final pooling proposals, including sign-off by all Chief Executives and Section 151 Officers, is 19 October 2012.
- 3.15 Government will designate pools it accepts in December 2012, alongside the publication of the draft Local Government Finance Report. The financial details contained within this will allow each authority to compare its anticipated position through pooling with the position it could otherwise expect to be in.
- 3.16 During the Government's consultation period on the draft Local Government Finance Report, there will be a final opportunity for authorities to withdraw from proposed pooling arrangement. After this point, they would be committed to the approved pooling arrangements (subject to national dissolution provisions. Together with any local scheme modifications). However, this would mean that the whole pool would be dissolved if any partner withdrew, and the remaining partners would be unable to submit a new revised proposal until the following financial year (i.e. for 2014/15 not 2013/14).

## 4. Implications

### Financial Implications and Risks

- 4.1 Modelling demonstrates a positive overall financial impact from pooling, as long as countywide economic growth is above -0.25%.
- 4.2 By way of illustration, countywide growth of 2% in 2013/14 under the draft Cambridgeshire scheme would result in a distribution of additional funding as follows:

| <b>Funding Available to:</b>          | <b>£'s</b> |
|---------------------------------------|------------|
| Strategic investment                  | 1,288,000  |
| Cambridge City Council                | 128,800    |
| East Cambridgeshire District Council  | 86,940     |
| Fenland District Council              | 98,532     |
| Huntingdonshire District Council      | 175,168    |
| South Cambridgeshire District Council | 154,560    |
| Cambridgeshire County Council         | 644,000    |



- 4.3 If negative economic growth is experienced across the whole countywide area, then the 'no worse off' principle would not be applicable and revenue retained could be lower through pooling than otherwise. This is an inherent risk of pooling.
- 4.4 Assuming countywide economic growth is experienced, it is inherently difficult to accurately forecast business rates growth, therefore weaker than expected economic performance would lead to below-expected benefits.
- 4.5 Modelling demonstrates that pooling would allow the countywide area to retain more revenue than it otherwise would as long as economic growth is experienced – if economic growth is not experienced then pooling would lead to the partner authorities being worse off than otherwise due to the Safety Net payments being calculated on a pool-wide level rather than individual authority level.
- 4.6 One partner requesting dissolution would require the pool to be dissolved, risking disruption and reduced revenue retention for the other partners if not mitigated.
- 4.7 It should be noted that Government has not yet finalised the details of the scheme they will propose through the Local Government Finance Report. It could be that there are significant changes to the current proposals which could materially alter the assessment of the benefits of pooling as set out in this paper. Any such material changes would be evaluated and shared with all partners at that point allowing consideration of whether to continue or withdraw from the proposed pool.

## **5. Background papers**

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

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## **6. Appendices**

Appendix A - 'Growing Cambridgeshire': a proposal for business rates pooling

## 7. Inspection of papers

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

Author's Name: David Horspool  
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Author's Email: David.Horspool@cambridge.gov.uk

**DRAFT PROPOSAL TO GOVERNMENT****‘Growing Cambridgeshire’: a proposal for business rates pooling****1. Introduction**

This proposal relates to a business rates pool to cover all of Cambridgeshire. This will cover all local authorities in the county, namely:

- Cambridge City Council
- East Cambridgeshire District Council
- Fenland District Council
- Huntingdonshire District Council
- South Cambridgeshire District Council
- Cambridgeshire County Council

As per the expression of interest submitted on 26th July 2012, the name for this pool is proposed to be ‘Growing Cambridgeshire’. The lead authority for this pool is proposed to be Cambridgeshire County Council.

**2. Aims and objectives**

The main aim of the pool will be to more effectively drive economic growth within Cambridgeshire to secure the maximum possible benefit for the county and allow for targeted strategic and local investment of business rates revenue. This will facilitate an improved level of already effective integrated working on strategic investment in economic growth.

Pooling will also provide an additional incentive to all pooling partners to do what it takes to secure economic growth by providing further benefits to the county when growth is experienced. Modelling undertaken to date demonstrates that, financially, the county would retain a greater share of business rates revenue through pooling than it otherwise would do, as long as it experiences economic growth.

Finally the pool will aim to manage, to as great an extent as possible, the volatility that the partner authorities would otherwise face through the business rates retention scheme. In effect, the pool will be able to act as insurance for the pooling partners in the case of negative economic events affecting one of the prospective partner authorities. How this precisely would work needs to be discussed and determined locally.

**3. Use of revenues**

As the lead authority, Cambridgeshire County Council is expected to be the channel through which payments from and to the pool are made. Cambridgeshire County Council will also be responsible for supplying information on behalf of the pool concerning the operation of the scheme. It is extremely important that any revenue that is to be distributed to the partner authorities is distributed rapidly to ensure that disruptions in funding are not experienced. All partners should gain feedback from their external auditors on these arrangements.

### **3.1 'No worse off'**

It is crucial to the operation of this pool that, as long as countywide economic growth is experienced, no partner authority is worse off than it would be without having entered into the pool. Failure to do so would disrupt the delivery of necessary services and the use of economic growth levers by the partner authorities and would be to the detriment of all partners. If negative economic growth is experienced to the point at which a safety net payment would have been triggered by an individual authority, modelling demonstrates that the pool would be worse off than if each of the partner authorities operated independently, due to the safety net payment arrangements working on a pool-wide level rather than at an individual authority level. This provides a strong growth incentive but is also an area of risk, and arrangements will need to identify actions in the case of negative economic growth as the 'no worse off' principle could not then be applied to individual authorities whose business rates income has reduced significantly.

The annual Local Government Finance Review is expected to make available figures for the level of business rates revenue that each local authority is able to retain. Where those authorities are in a pool, this is expected to demonstrate both the revenue retained by the pool as a whole and the amount that each individual authority could expect to retain if it were not a member of a pool. This will meet the need for a system of shadow calculations, with the latter figure taken as the baseline figure in this pool in a context of economic growth being experienced, and each partner authority being guaranteed at least that amount of revenue. Under a pooling arrangement in which economic growth is experienced, Cambridgeshire is expected to retain more revenue than the sum of those baselines – this is referred to here as the “pooling gain”.

### **3.2 Use of the pooling gain**

There are two apparent options for the use of the pooling gain: to distribute the increment between the partner authorities on a pro rated basis; and to retain the increment as a strategic investment fund to be invested on behalf of all pooling partners. It is proposed that 'Growing Cambridgeshire' will adopt a hybrid stance with half of the gain being distributed on a pro rated basis between the partner authorities and the other half being retained for strategic investment. However, to protect all authorities through the 'no worse off' principle, any authority who would have been better off if they had remained outwith the pool will receive a balancing payment to remedy their loss, and this would be a first call on any pooling gain. The balance would then be distributed under the hybrid approach.

Pro rated distribution

It is proposed that the share of the pooling gain that is distributed between the partner authorities is distributed on the basis of population. This would lead to the following distribution of this share (according to Census 2011 results):

- Cambridge City Council: 10%
- East Cambridgeshire District Council: 6.75%
- Fenland District Council: 7.65%
- Huntingdonshire District Council: 13.6%
- South Cambridgeshire District Council: 12%
- Cambridgeshire County Council: 50%

## Strategic investment

The remaining 50% of any pooling gain will be retained for strategic investments to support economic growth across the county. Decisions regarding the investment of the share of the pooling gain that is to be allocated for strategic investment will be made in collaboration between all of the pooling partners through a governance framework (detailed in section 5), and according to an agreed set of investment priorities (as per section 4).

Strategically investing this share of the pooling gain will help to bring a greater recognition of cross-boundary issues and of cross-boundary investment and economic growth potential. By making decisions regarding this investment in a collaborative way, the partners can ensure that it is used in a truly effective manner to help drive economic growth in and around Cambridgeshire, for example by targeting investment where it would contribute the greatest Gross Value Added.

### **3.3 Treasury Management**

As the lead authority, Cambridgeshire County Council's Treasury Management Strategy and Policies will be used for any investments made from when the pooled funds are held (subject to agreement from all partners external auditors). A mechanism to redistribute investment income to the Districts will be agreed in line with the 'no worse off' principle.

## **4. Investment**

There will need to be a framework implemented through which investment decisions can be made regarding the strategic investment share of the pooling gain, along with an agreed set of priorities to guide that investment, which will need to reflect economic growth potential in particular. It is proposed that these priorities are initially agreed and confirmed through the process detailed in section 5.1. These would then be reviewed on an annual basis.

## **5. Governance**

Investment decisions will need to be made in accordance with agreed investment priorities and by the elected representatives of the authorities making up the pool.

### **5.1 Decision-making structure**

It is proposed that decisions regarding strategic investment and the governance of the pool will be made collectively by the Leaders of each of the partner authorities, supported by senior officers. This Leaders Group would act as the strategic lead for the pool. It is proposed that this group have responsibility for setting and reviewing the investment priorities, making investment decisions and reviewing progress. Meetings of this group will operate in an integrated, accountable and transparent way.

On an annual basis – expected to be in January of each year – the Leaders Group would meet to review the investment priorities and set them for the coming financial year, as well as to decide on an investment programme for that

period. These decisions would then be put to the member processes of each partner authority for approval in time for the coming financial year.

## **5.2 Transparency**

Through the key role played by each partner authority's member processes, transparency would be ensured. For the sake of transparency the pool will need to regularly publish financial information to allow public and political scrutiny of the arrangements and of performance. It is proposed that annual statements are published through each of the partner authorities, detailing business rates retained, use made of the pooling gain, and investments made over that financial year. It is proposed that Overview and Scrutiny functions are exercised through the existing effective arrangements of the partner authorities to ensure transparency and accountability.

## **5.3 Dissolution**

When a partner authority requests a pool's dissolution, it must be dissolved by DCLG. For the following financial year, unless a new pool is formed, the partner authorities would return to their individual tariff, top-up, levy and safety net arrangements. Given the significant disruption involved in dissolution, the pooling arrangements will include a requirement for any partner authority that intends to request dissolution to notify the other partner authorities of that intention before the end of the first half of the financial year (30th September). If that notification is not made before this time, then this would take effect from the financial year following the next financial year.

If the pool is dissolved, then it will continue on its pooled basis until the end of the financial year. Arrangements within the pool would be expected to continue until that time. If this is the case, then arrangements to re-form the pool with altered membership can be worked up and put in place, as long as this meets DCLG's timeframes.

## **5.4 Term commitments**

As part of business rates pooling, the partner authorities can agree to commit to remain members of the pool for a number of years, although there is no obligation to do so. It is proposed that no term commitments are set for the Growing Cambridgeshire pool, however the possibility of committing to set terms in the future to provide greater certainty to all partners should be kept under consideration.

## High-Level Modelling Outputs

| Growth assumptions from Insight East       | 2013/14   | 2014/15   | 2015/16   | 2016/17   |
|--|-----------|-----------|-----------|-----------|
| <b>Total Allocation for Cambridgeshire</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> |
| No pooling                                 | 151.687   | 142.425   | 133.850   | 132.184   |
| With pooling                               | 156.191   | 148.731   | 141.951   | 142.104   |
| Gain/loss from pooling                     | 4.504     | 6.306     | 8.101     | 9.920     |

| 0% growth                                  | 2013/14   | 2014/15   | 2015/16   | 2016/17   |
|--|-----------|-----------|-----------|-----------|
| <b>Total Allocation for Cambridgeshire</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> |
| No pooling                                 | 146.713   | 135.318   | 124.633   | 120.842   |
| With pooling                               | 147.076   | 135.688   | 125.010   | 121.227   |
| Gain/loss from pooling                     | 0.363     | 0.370     | 0.377     | 0.385     |

| 2% growth                                  | 2013/14   | 2014/15   | 2015/16   | 2016/17   |
|--|-----------|-----------|-----------|-----------|
| <b>Total Allocation for Cambridgeshire</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> |
| No pooling                                 | 149.523   | 139.174   | 129.594   | 126.976   |
| With pooling                               | 152.099   | 142.581   | 133.879   | 132.191   |
| Gain/loss from pooling                     | 2.576     | 3.407     | 4.285     | 5.215     |

| 5% growth                                  | 2013/14   | 2014/15   | 2015/16   | 2016/17   |
|--|-----------|-----------|-----------|-----------|
| <b>Total Allocation for Cambridgeshire</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> |
| No pooling                                 | 153.949   | 145.399   | 137.803   | 137.377   |
| With pooling                               | 160.011   | 153.708   | 148.551   | 150.785   |
| Gain/loss from pooling                     | 6.062     | 8.309     | 10.748    | 13.408    |

| 10% growth                                 | 2013/14   | 2014/15   | 2015/16   | 2016/17   |
|--|-----------|-----------|-----------|-----------|
| <b>Total Allocation for Cambridgeshire</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> |
| No pooling                                 | 161.908   | 157.027   | 153.734   | 158.355   |
| With pooling                               | 174.238   | 174.495   | 177.030   | 188.284   |
| Gain/loss from pooling                     | 12.330    | 17.468    | 23.296    | 29.929    |

| 1% reduction                               | 2013/14   | 2014/15   | 2015/16   | 2016/17   |
|--|-----------|-----------|-----------|-----------|
| <b>Total Allocation for Cambridgeshire</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> | <b>£m</b> |
| No pooling                                 | 144.614   | 132.715   | 121.606   | 117.431   |
| With pooling                               | 143.763   | 131.048   | 119.006   | 113.858   |
| Gain/loss from pooling                     | (0.851)   | (1.667)   | (2.600)   | (3.573)   |

Growth % at which pooling generates additional revenue for the county.

(0.25%)

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To: The Leader and Executive Councillor for Strategy:  
Councillor Tim Bick  
Report by: Simon Payne, Director of Environment  
Relevant scrutiny committee: Strategy & Resources 15/10/2012  
Scrutiny Committee  
Wards affected: From Market to Trumpington

## **PROJECT TO INVESTIGATE THE POTENTIAL OF IMPLEMENTING DISTRICT HEATING IN CAMBRIDGE CITY CENTRE**

### **Key Decision**

### **1. Executive summary**

- 1.1 Cambridge has limited options on how it can demonstrate low carbon leadership and stimulate significant reductions in carbon emissions within the built up city. Recent studies have shown that a Joint Venture between the City Council and the University of Cambridge and using the Local Authorities ability to prudentially borrow could create an economically viable combined heat and power (CHP) operation that will deliver return on investment producing a new income stream, reduce carbon emissions and protect parts of the Cambridge community against significant future energy price increases.
- 1.2 Over the last 18 months investigations, in partnership with the Low Carbon Development Initiative (LCDI) and with support from EON, Aecom and Ernst & Young, have shown an investment into a city centre based CHP operation for an outline capital investment of £25m could produce an Internal Rate of Return of up to 6.8%. Although not of interest to a commercial developer/investor, this could appear attractive to both the City Council and the University of Cambridge and is worthy of continued investigation.
- 1.3 It is proposed that further work is undertaken in collaboration with the University of Cambridge with the potential to draw down on available funding from the Intelligent Energy Europe programme and LCDI.

### **2. Recommendations**

- 2.1 The Leader and Executive Councillor for Strategy is recommended:
  - 1) To support the City Council's continued involvement in the Cambridge District Heating project subject to the approach set out in this report;
  - 2) To delegate authority to the Director of Environment to make a final decision on the Intelligent Energy Europe 'opt out' issue as set out in paragraphs 3.4 and 3.5 of this report following consultation with the Leader and Executive Councillor for Strategy, Chair and Opposition Spokespersons.

### 3. Background

- 3.1 Following on from a report to Strategy and Resource Scrutiny Committee on 16<sup>th</sup> January 2012 further work has been undertaken by the City Council, with support from the LCDI, the University of Cambridge, AECOM and Ernst & Young on studies for a combined heat and power operation (CHP) across Cambridge. Engagement has also continued with a view to building a partnership with the University of Cambridge. A summary of the project is set out in Appendix 1.
- 3.2 The current analysis shows that a Joint Venture between the City Council and the University of Cambridge delivering heat and electricity through a natural gas combined heat and power plant and associated heat network to sites such as Downing College, Parkside Pool and the New Museums sites would benefit from the partnerships ability to secure low cost financing and long term energy deals that would produce an investment rate of return of up to 6.8% (IRR) on approximately a £25m capital investment (please see Appendix 2 for an Executive Summary of a report by Ernst & Young). Although this IRR is not high enough to attract private development equity investment it would appear at a sufficient rate to be viable for support through the Public Works Loan Board which Cambridge City Council could access.
- 3.3 As well as providing a new income stream the delivered project would also have the following benefits: -
- reducing exposure to future energy price rises, supplying electricity and heat at 10% below market rate to the City Council;
  - saving significant quantities of carbon. (8,000 tonnes of CO<sub>2</sub> - in its first year of operation);
  - setting the foundations for a possible larger community heating scheme;
  - developing closer working relationships with the University of Cambridge; and
  - placing Cambridge at the forefront of low carbon solutions.
- 3.4 A decision on further work on this project now needs to be considered in the light of the Intelligent Energy Europe programme (IEE) that was subject to an Executive Decision by the City Council on the 23<sup>rd</sup> April 2012. It was agreed that the City Council would support this bid in order to secure up to €46k towards the cost of project development (subject to a matched contribution by the City Council of the equivalent of €25k). Involvement in this programme was subject to an 'opt out' arrangement that expires on the 21st November 2012. In addition to the funding opportunity, involvement would increase the potential for Europe wide publicity. The main risks associated with the participation in the IEE programme is that if the project does not lead to the commissioning of a Design and Build scheme by the 19<sup>th</sup> August 2015 then the City Council may be required to pay back any grant funding.
- 3.5 The IEE programme is also linked to a wider set of initiatives in Cambridgeshire related to a potential Low Carbon Investment Fund. If the broader project fails then the City Council would also be liable to a maximum potential claw back of €28k. A recent visit by Martin Ebil (Project Officer from the Executive Agency for

Competitiveness and Innovation), who is overseeing the IEE programme for the European Commission, has suggested that there is a further condition on IEE funding that will require the Cambridge District Heating project to use the proposed Cambridgeshire Investment Fund. This would appear to be a new requirement that might constrain both the City Council and the University of Cambridge in securing the most advantageous funding arrangements and also there may not be sufficient resources within the Fund to be invested in the scheme. It is recommended that this issue is urgently clarified before the opt out deadline. In the event that the use of the Fund is a condition of the grant then it is proposed that further feasibility work is undertaken without the IEE support and that any funding bids take this change into account.

## **4. A Proposed Way Forward**

4.1 The Ernst & Young report suggests that a Joint Venture model between the City Council and the University of Cambridge would be the best way forward. A significant equity investment and some internal capacity, beyond the available support from LCDI and IEE, will be required to design and enable delivery of the CHP project. Having a shared interest JV partner would reduce exposure to potential abortive costs arising from the project not proceeding to construction.

4.2 Other structures have been considered but discounted: -

- 1) Wholly owned by the City Council – although this model provides complete control of the project, and any subsequent expansion, it would likely not be the best model to attract partnership engagement and secure best returns. It also carries the greatest financial risk to the City Council.
- 2) Private investment – the IRR does not appear acceptable to commercial investors, and having loss of control of the CHP operation has been seen to be less than beneficial across other local authorities such as reflected in experiences in Southampton.

4.3 Working alongside the University of Cambridge provides many benefits to the project through risk sharing of the equity required to fully develop the project, a partner to share in the capital investment (and able to raise capital at low interest rates) and enables a greater level of control in the existing and any further developments. However the greatest benefit will be securing greater financial certainty into the project as a direct result of the partnership being able to secure long term contracted customers (through the University as partner and through the colleges by offering a price incentive).

## **5. Next Steps**

5.1 A number of informal meetings have taken place between the University of Cambridge and the City Council. It would appear that there is a consensus to explore the project further. Possible principles for further collaboration could include:

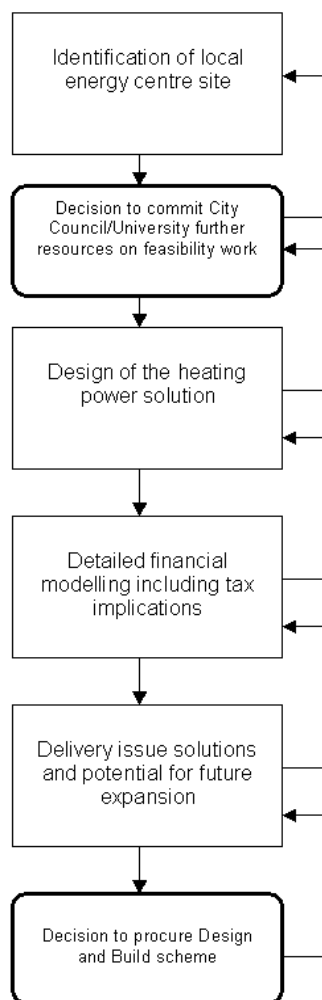
- The two organisations to work together in partnership to explore the delivery of a joint low carbon energy solution that will manage the increasing cost of energy, reduce carbon emissions whilst respecting the unique local

environment to provide a financially viable, flexible and extendable solution that is under their joint control;

- Governance arrangements will allow equal representation from both partners to oversee and develop the project;
- Both partners to equally share the costs of project development; and
- The signing of a formal Agreement (through a Memorandum of Understanding) that sets out the basis for collaboration and ensures that if one, or both partners, decide to withdraw from the project in the project development phase then this will be managed to avoid any adverse impact on the reputation of either partner.

5.2 It is considered that there are four key stages that need to be completed before a final decision can be made about whether to procure a Design and Build solution (subject to planning permission being secured) and these stages are as follows:

**Key Stages in the detailed feasibility work for the Cambridge District Heating Scheme:**



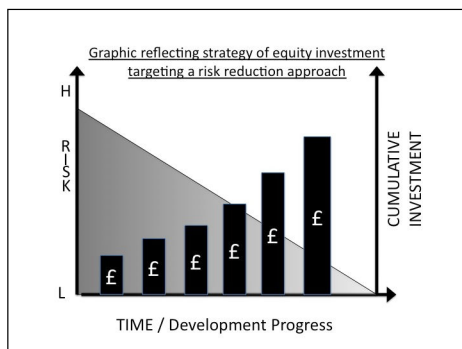
5.3 Throughout the project development there will be a regular review to ensure that return on investment remains viable and that the risks are effectively being managed through to a final investment proposition being produced.

5.4 The LCDI has recently commissioned two packages of work. The first is looking at potential locations for the energy centre and the second package is analysing the costs to the customer to utilise the heat delivered to them.

## 6. Implications

### Financial Implications

- 6.1 A substantial amount of work will be required to work up this project to a potential Design and Build procurement stage. It is estimated that this work will cost about 1% of the capital cost (i.e. £250k) over a two-year period. If the principles of collaboration with the University of Cambridge are followed and available funding is drawn down from LCDI and IEE, then it is expected that a sum of around £20k per quarter for both the City Council and the University of Cambridge would be required over a 24-month period if a 50:50 approach is to be taken to the Joint Venture. In the case of the City Council, this provision would need to be considered as a bid as part of the budget setting process for 2013/14.
- 6.2 A further issue to be resolved will be Carbon Reduction Commitment liabilities and whether there would be any future implications for the City Council on this issue.
- 6.3 Throughout the ongoing project feasibility work there will be a regular review to ensure that the anticipated return on investment remains viable and that the risks are effectively being managed following the model set out in the diagram below.



### Staffing Implications

- 6.4 It is likely that a part time dedicated Project Officer would need to be employed to take forward the feasibility work with commissioning of specialist advice as necessary.

### Equal Opportunities Implications

- 6.5 The Project may well have positive impacts on some sectors of the community where the heat network connects to social housing schemes. Through delivering energy cost savings, the Project has the potential to combat fuel poverty amongst those living on low incomes. An Equalities Impact Assessment will be carried out ahead of bringing any key decisions on the Project to committee.

### Environmental Implications

- 6.6 Research has shown that given its local environmental and historic setting Cambridge has very limited options to bring forward significant carbon saving activities. The Cambridge City Council Carbon Plan has analysed reasonable

opportunities to save carbon and established a target to reduce CO2e emissions by 1,820 Tonnes by 2016.

- 6.7 This project, in its first year of operation will save around 8000 tonnes of CO2 and at this stage it is not clear how much of this saving would address the City Council's reduction target. This figure will reduce over time as the Governments ambitions to decarbonise electricity becomes more successful.
- 6.8 There could also be other positive environmental benefits resulting from the scheme in relation to improvements in air quality through the reduction in NOx (nitrogen oxide) emissions associated with individual gas boilers. This impact would be investigated in further detail as the project progresses.
- 6.9 Climate Change Impact is assessed as +H.

## **Procurement**

- 6.10 This is a complex project that will follow the Procurement Strategy and policies.

## **Consultation and communication**

- 6.11 Consultation has been carried out with potential partners to the scheme, although wider public consultation has not yet been carried out due to the commercial sensitivity surrounding the early stages of the development of the Project. There will be a need for full community engagement at the pre application stage and there may also be opportunities for consultation with the local community ahead of the pre application stage.

## **Community Safety**

- 6.12 There are no direct community safety implications as a result of the Project.

## **7. Background papers**

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

- EU Mobilising Local Energy Investment Project. Report to Strategy and Resources Committee, 10<sup>th</sup> October 2011.
- EU Mobilising Local Energy Investment Project Briefing Note (Cambridgeshire County Council)
- Aecom (Nov 2011). Cambridge City Centre District Heating Report (full version) – available via the following link:  
<http://www.cambridge.gov.uk/democracy/ecSDDisplay.aspx?NAME=SD722&ID=722&RPID=25664978&sch=doc&cat=13037&path=13020%2c13021%2c13037>
- Ernst & Young Cambridge District Heat – Financial Feasibility Study, 31<sup>st</sup> August 2012.

## **8. Appendices**

Appendix 1 – Summary of Cambridge District Heating Scheme project

Appendix 2 – Ernst & Young Executive Summary of Financial Feasibility Study

## 9. Inspection of papers

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

|                        |  |
|------------------------|--|
| Author's Name:         | Simon Payne  |
| Author's Phone Number: | 01223 - 458517   |
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## Cambridge District Heating Scheme

1. **Overview of project:** Cambridge City has limited options on how it can demonstrate low carbon leadership and stimulate significant reductions in carbon emissions. Recent studies have shown that the entering into a Joint Venture with Cambridge University and using the Local Authorities ability to prudentially borrow can create an economically viable combined heat and power (CHP) operation that will deliver return on investment producing an new income stream, reduce carbon emissions and protect large parts of the Cambridge community against significant future energy price increases. Over the last 18 months, in partnership with the Low Carbon Development Initiative (LCDI), and with support from EON, Aecom and Ernst & Young investigation have shown a low risk investment into a city centre based CHP operation for an outline capital investment of £25m could produce an Internal Rate of Return of up to 6.8%. Although not of interest to a commercial developer / investor, this would appear attractive to both the Council and Cambridge University and very worthy of continued investigation.
2. **What is a CHP:** We are looking at developing a low risk investment in a gas fired combined heat and power plant. Basically this uses a thermal process to produce electricity with the remaining heat then distributed through a heat pipe network to a paying customer base. This is a very efficient use of natural resources and as such saves a significant amount of CO<sub>2</sub>. In the first year of operation it would save approximately 8000 Tonnes of CO<sub>2</sub>.
3. **Why not use a renewable technology?** Gas is a fossil fuel and as such it has a carbon impact in utilisation, although given the efficiency through which its generates and distributes heat and electricity it does so in a very low carbon impact fashion. Renewable energy options could produce a greater carbon saving but, for example, using biomass to power the chp provides several technical, spatial and logistics challenges that ultimately make it a significantly higher investment risk. It is probably that future expansions of the network will utilise renewable options.
4. **Why a JV with Cambridge University:** A JV with Cambridge University provides several risk mitigation benefits:-
  - a. Shared risk in development phase
  - b. Access to greater customer base
  - c. Increased economies of scale
  - d. Similar outlook on non-commercial investment return and ability to secure debt at low interest rates
  - e. Shared ambitions to lead on low carbon activities and having greater and more effective working together.

5. **Why not bring in a Commercial JV Partner as well?:** The project as currently modelling produces a 6.8% IRR which is below the hurdle rate for commercial investors who would expect 10-12% for this type of investment. It is possible given the profile and future opportunities that a commercial investment partner could be secured but this would likely be at the expense of the ability to control the project, suffer a reduced IRR for Council and end up paying a higher price for the electricity and heat produced. However it should be noted that the final project will almost certainly be operated by a proven commercial operator of CHP.

James Beale  
Senior Project Advisor  
Low Carbon Development Initiative  
2<sup>nd</sup> October 2012

## Appendix 2

Extract from Cambridge District Heat –  
Financial Feasibility Study

Ernst & Young

31<sup>st</sup> August 2012

## 2. Executive summary

### Background and project definition

The Low Carbon Development Initiative ("LCDI") in conjunction with local authority partners and the European Regional Development Fund ("ERDF") are reviewing a number of options to accelerate low carbon energy infrastructure in the East of England. One option is the provision of a gas fired CHP / district heating infrastructure project in Cambridge (the "Project").

LCDI, with support from AECOM (who are acting as technical advisors), has developed two heat demand build out scenarios shown below.

- ▶ **The Base Case** (or option 1 per AECOM's report) considers heat loads from council, university and private buildings in the eastern area and the higher density western area with an energy centre located in the city centre.
- ▶ **The Variant Case** (not provided in the AECOM report) is the same as the Base Case except it has its energy centre located in west Cambridge where it would be able to connect to additional heat loads.

The primary stakeholder and potential investor is Cambridge City Council ("Council"). The University of Cambridge ("University") is also a key stakeholder and is interested in investing in the Project. Anglia Ruskin University ("ARU") and Cambridge University Colleges ("Colleges") are also stakeholders although they have indicated that they would be customers and not investors.

### Heat and power offtake

A significant strength of this Project is that the majority of heat and power offtake is from the Council and University. If a Council / University joint venture ("JV") approach is taken there will be comfort as the investors will be guaranteeing a large proportion of their own heat and power demand. If either party is not in an ownership role then a long term Heat Purchase Agreement ("HPA") and Power Purchase Agreement ("PPA") will need to be agreed.

### Commercial structures

This report assesses the financial viability and potential business model for the Base Case and Variant Case. Three core commercial structures (listed below) are assessed from a financial perspective, a flexibility and control perspective and a risk transfer perspective.

1. 100% council owned project
2. 100% private owned project
3. Council / University Joint Venture

### Model output and returns

The below table shows revenues and costs as well as the internal rate of return ("IRR").

The Base Case scenario has a greater IRR than the Variant Case scenario. This is largely due to the fact that the additional capital expenditure of £25.3m required to locate the energy centre in west Cambridge does not result in a comparative increase in heat and electricity revenue from new customers connected.



| Output   | Base Case | Variant Case |
|--|-----------|--------------|
| Total electricity revenue over life of Project   | £161.7m   | £260.5m      |
| Total heat revenue over life of Project          | £109.1m   | £179.6m      |
| Total carbon price revenue                       | £2.2m     | £3.9m        |
| Total fuel costs over life of Project            | £161.5m   | £263.7m      |
| Total other operating costs over life of Project | £26.3m    | £42.9m       |
| Pre-tax project IRR                              | 6.8%      | 5.2%         |
| Post-tax project IRR                             | 5.3%      | 3.9%         |

Source: EY analysis

This report uses project IRR to assess the financial viability of the Base Case and Variant Case. An alternative way of assessing the financial viability would be to consider the power and heat price savings the Council (and University) could achieve. This approach works best where the interests of the investors are aligned, but is likely to be more complicated if a private sector investor was involved as a JV partner.

### Conclusions

Financial modelling has shown that the Project is capable of delivering a pre-tax IRR of 6.8% and 5.2% over its 30 year life (under the Base Case and Variant Case respectively).

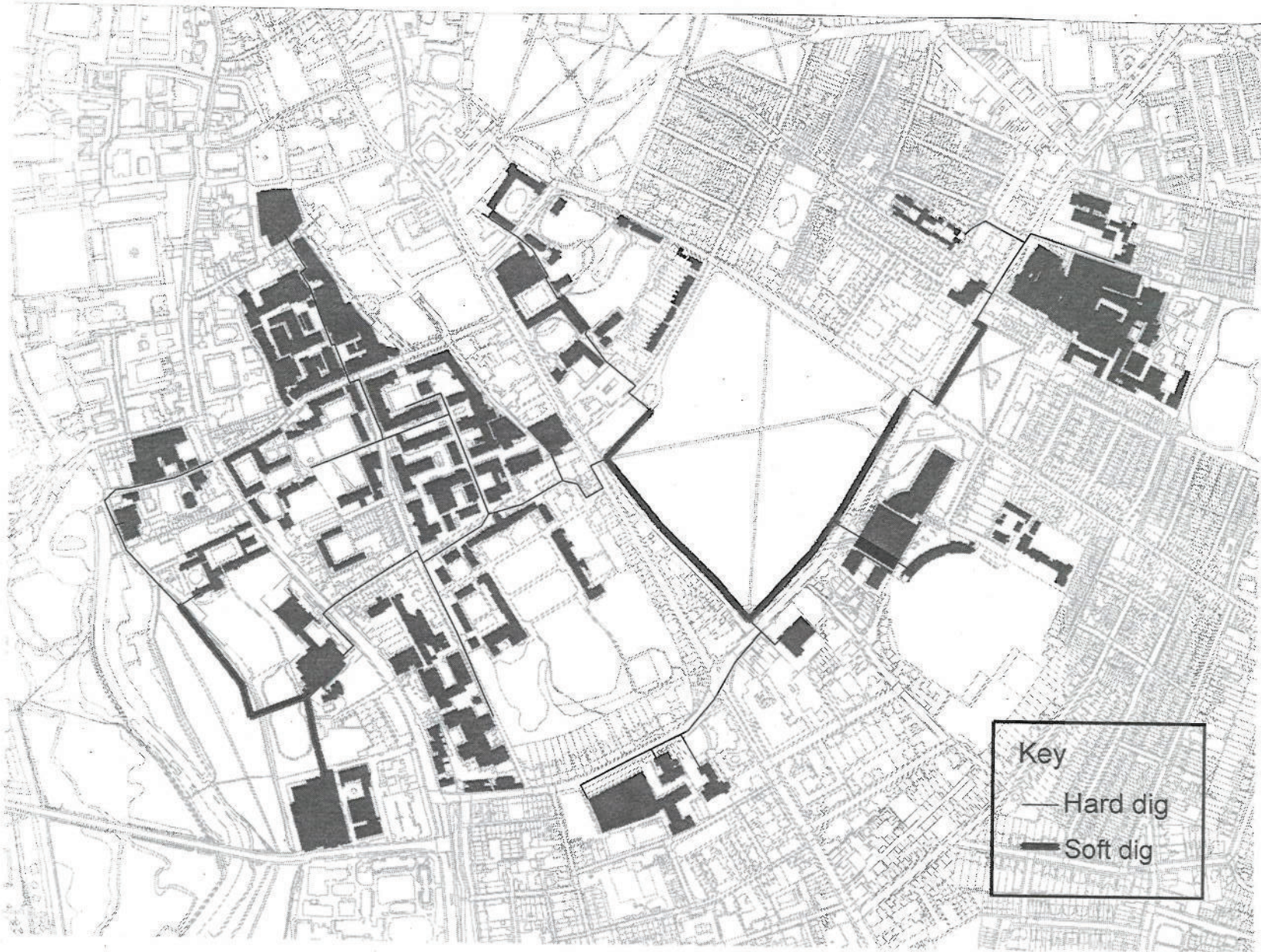
The level of IRR, given the project risks, is considered too low for private sector investment (who would typically expect a post-tax return in excess of 10-12%). However, the Base Case and Variant Case returns are above the Council's pre-tax hurdle rate of 4-5%, suggesting that both scenarios would be financially attractive to the Council. The Council could either fund the Project 100% or become a joint venture partner.

This report identifies the University as a possible joint venture partner. The Base Case return is just above the University's pre-tax hurdle rate of 6-8%, although the Variant Case return is below the hurdle rate. However, it is possible that the Base Case and Variant Case returns could be improved through future expansion opportunities (connecting other parts of Cambridge) and via introducing a debt instrument, such as a shareholder loan (to help accelerate the repatriation of dividends from the Project).

### Next steps

This feasibility report has shown a strong case for developing the Project, however, it has also identified areas where further work is required. It is therefore recommended that a business case be commissioned, which would look at the Project in greater detail and enable a decision to be made on whether to commission the Project. Section 8.2 of this report contains a list of recommended work to be performed at business case.





Key  
— Hard dig  
— Soft dig



To: The Leader and Executive Councillor for Strategy:  
Councillor Tim Bick  
Executive Councillor for Housing: Councillor Catherine Smart

Report by: The Director of Customer and Community Services

Wards affected: All

Subject: Review of Street-Based Anti-Social Behaviour

### 1. Executive summary

This report reviews the profile of street based anti-social behaviour in Cambridge City; the current approach to support and enforcement; and suggests areas where policy and practice should be reviewed.

### 2. Recommendations

The Leader and Executive Councillor for Housing are asked to:

- a. Take note of the review of street-based anti-social behaviour and the services and enforcement measures in place to address problematic behaviour;
- b. Agree to hold three multi-agency workshops, open to all Cambridge City Councillors, on the topic areas proposed in section 5.

### 3. Background

Following a motion to Council in October 2011 the then Executive Councillor for Community Safety committed to supplement ongoing Area Committee monitoring of streetlife with biennial reviews of the streetlife issues at the Community Resources Scrutiny Committee starting in autumn 2012 (11/55b/CNL). This review aims to fulfil that promise. The report will however come instead to Strategy and Resources Committee as this considers the Leader's portfolio, which includes community safety issues.

The Council has a dual responsibility to address the social care needs of the streetlife community and any adverse impact of their behaviour on the rest of the community. This report demonstrates how the Council and its key partners work together on enforcement and social care agendas. It concludes by proposing three areas for further investigation – problematic individuals; changing trends; and new legislation.



## **Street Life profile**

Cambridge has a significant streetlife community, which is a recognisable feature of city life. This is illustrated by the numbers assessed by the street outreach team, Crime Reduction Initiative (CRI), in any one year. In the year ending March 31<sup>st</sup> 2012 the street outreach team assessed 493 new clients. The proportion of service users of the outreach service with a local connection was 61% with 39% having no local connection. This reversed trends of previous years, where two thirds of service users had no local connection. Jimmy's Night shelter, which now has 20 short stay beds, continues to attract a majority with no local connection. Recent move on rates from Jimmy's are good, with 66% of residents moving on within 28 days (quarterly snapshot at 30<sup>th</sup> June 2012).

Rough sleeping numbers have been rising steadily, with the numbers now averaging 11 in quarter one of this year, compared to 5 this time last year. An increasing number of very problematic individuals who have been banned from the city's hostels, combined with an increasing number of individuals with no recourse to public funds has contributed to this rise. There were 52 rough sleepers in August of which 14 had access to accommodation and 5 had no recourse to public funds and therefore could not access hostel accommodation. The increase in rough sleeping in recent months may also, in part, be caused by the reduction in available bed spaces resulting from the impending refurbishment works at the hostel at 222 Victoria Road.

This report is examining the links between the streetlife community and anti-social behaviour. It is worth reflecting that not all street based anti-social behaviour is perpetrated by street life people, and not all streetlife people engage in anti-social behaviour.

The number of police-recorded anti-social behaviour incidents that have occurred within the previous Section 30 Dispersal Order area since January 2010 are fairly consistent with no significant increase over the three year period (see Appendix 1, which includes a map of the area). However streetlife ASB activity is becoming a resource issue for the police with 17 of 20 most frequently arrested people being of the streetlife community.

General anti-social behaviour amongst the street life community does attract a steady flow of complaints to the police and Safer Communities Section. The majority of complaints are of a general nature, complaining of large groups gathering and engaging in unacceptable behaviour. The complaints do not normally identify individuals or specific behaviour and the response of police in these circumstances is to encourage the group to disperse. Complaints of this type are not recorded as police incidents and therefore it is difficult to measure if the situation is worsening. In the past incidents of



begging and rowdy behaviour were recorded and used as an indicator of patterns, however this form of recording is no longer available.

Street drinkers are prevalent amongst those whose street based behaviour is identified as problematic. These are often individuals with dual dependency on alcohol and drugs. A survey carried out by CRI in 2004 found that whilst less than half of those who responded to the survey were in treatment over 77% expressed a desire to be. Street drinkers are characterised by low levels of contact with their families, low life expectancy and poor physical health. A significant number have mental health problems and while a reasonably high number have their own tenancies (25% 2006 survey), many have housing problems and have multiple bans from hostels. Effective support and rehabilitation programmes are therefore an important complement to any enforcement activity, in addressing anti-social behaviour. However, recent changes in the floating support services, (which help people with managing their tenancies, and other practicalities of life), have resulted in significant problems of ex-homeless clients engaging in streetlife anti-social behaviour and returning to rough sleeping although they have tenancies.

A street drinking count is carried out on a regular basis at specific sites where street drinkers are known to gather and provides a snapshot account of numbers. The number of people observed street drinking for the four years 2009 to 2012 indicate fluctuating figures from year to year with no specific pattern, other than that summer months show greater numbers of drinkers (see Appendix 2).

This profile illustrates that whilst the numbers who are accessing services in the city at any one time are large, the numbers whose street based behaviour continues to be problematic is relatively small, but of concern. The current approach of balancing the need for support services together with enforcement measures, to control anti-social behaviour has been developed and delivered with a range of partners. The following section describes the current measures in place and how they have been developed over time; to give context to the final section which proposes themes that merit review or revisiting.

## **Measures in place to address street based anti-social behaviour**

### **1. ADDRESSING INDIVIDUAL LIFESTYLE AND BEHAVIOUR**

#### **Street Outreach Crime Reduction Initiatives (CRI)**

CRI currently holds the contract to deliver street outreach services. They are commissioned jointly with the County Council and provide a wide range of services. Of particular importance in addressing anti-social behaviour has been the work of the community psychiatric nurse (CPN) focused on street drinkers in Cambridge. In 2011-12 96 service users were referred to

the service, 83 completed assessments, 35 completed community detoxification and 7 completed inpatient detoxification. New arrangements for alcohol treatment from the main service provider Addaction mean that CRI are now recruiting an alcohol co-ordinator, rather than replacing the CPN, to work alongside their existing alcohol project worker, a post which was added this year at the initiative of the City Council.

### The Chronically Excluded Adults Project in Cambridgeshire

This aims to work with the most difficult to engage and chaotic clients in the region. It is an intensive programme supporting a limited number of individuals; 15 during the initial pilot phase. The clients will often have multiple and complex needs. They will often have fallen through the network of services in the past.

By adopting a person centred approach to the support, the project aims to meet the needs and aspirations of all clients. They work alongside existing services, involve other services as required and adopt a flexible approach to facilitate client engagement.

The Project works with both statutory and voluntary agencies, facilitating a multi-agency approach, to achieve the best possible outcomes for individual clients.

The outcome assessment for the project is centred around the state of wellbeing for each service user and the overall cost burden on supporting and managing these individuals within existing services. The Cambridgeshire pilot performed well in both of these areas.

Three quantitative measures of individual wellbeing were collected at the beginning and end of the pilot and the results show positive improvements on each of these scales for all 15 Cambridgeshire clients as a whole.

Results show that overall, for the 15 clients in Cambridgeshire, costs decreased slightly. This is an excellent outcome for the first year of work. The overall reduction was the result of a large reduction in criminal justice expenditure (more than £100,000 or 31%) balanced by increases in health & mental health, drug & alcohol and housing costs as individuals received the help they needed. The project has now been mainstreamed as a County-led service, with financial and other support from the City Council, police, health and other agencies such as the Drug & Alcohol Action Team (DAAT).

### Drug and Alcohol Support Services

In Cambridge City the specialist substance misuse treatment services are provided by various agencies who work closely with the Crime Initiative Reduction Outreach Team.

Inclusion Adult Drug Treatment Service is commissioned by Cambridgeshire Drug and Alcohol Team and provides a free and confidential service offering assessments, advice, information, support, substitute prescribing and community and inpatient interventions.

Addaction is commissioned by NHS Cambridgeshire to provide alcohol treatment services offering advice, information, one-one counseling and onward referral to other agencies or specialist health service.

Cambridge has had a dedicated access surgery specialising in providing services for those who are, or will have been, part of the streetlife community. This was established in 2003 and continues to provide important specialist medical services.

## 2. PROVIDING SPECIALIST ACCOMODATION.

Most of the street life community are accomodated at some time within hostel accomodation, much of which is managed by RECHG. Hostels have developed from simply providing accomodation to being places of change, which seek to engage their residents in more constructive lifestyles. Jimmy's, the recently refurbished assessment centre (formally a night shelter), provides a complementary service. Both these housing options are considered as platforms from which individuals can move on to more permanent accomodation.

### Jimmy's

Jimmy's provides short stay emergency accommodation and assessment. The service has recently been restructured. The new Jimmy's will provide a range of benefits for guests, the local community and the homeless sector in Cambridge. The refurbished 24-hour centre will focus on a holistic assessment of individual needs to facilitate positive, planned outcomes. The project is a joint initiative between Cambridge City Council, the CLG, Jimmy's and Supporting People. Jimmy's will form a key part of the emergency response to single homelessness in Cambridge. Moving the provision at Jimmy's from a night shelter to a 24/7 service, means that their guests, who previously could not remain at the centre during the day, can now do so. This should have a positive impact on the numbers out on the streets during the day.

### Hostels

There are 51 hostels and shared houses in the city providing 614 bed spaces. They vary in their approach to alcohol consumption from the provision of dedicated accommodation for persistent drinkers, to a ban on alcohol on the premises. As part of a strategy to improve the quality and management of hostels there has been a planned reduction in hostel bed spaces with more specialist provision being targeted on those with the highest levels of need. The two largest hostels in the city in Victoria Road

and Willow Walk have both been undergoing changes. Together with the County Council we have been working with 222 to remodel the hostel over the past 2 years. The hostel will be split into two and although initially under one contract, will be viewed as two separate services with one side (24 beds) operating as an 'adult foyer' reserved for those with lower support needs. The City Council has been particularly keen that we work to minimise the impact on the neighbouring area. At Willow Walk solutions to the problem of street life people congregating around the hostel are currently under discussion.

#### Likely impact of change in benefits system

Changes in eligibility for benefits potentially impacts on vulnerable single people. We are working hard with our colleagues in Revenues and Benefits to identify those people who may be adversely affected by the changes to the rules around Local Housing Allowance (LHA) and are offering home visits to these individuals to help assess housing options and prevent homelessness. We have redirected over £50,000 into the Discretionary Housing Payments (DHP) budget, which helps us to buy more time to find sustainable solutions for people at risk of homelessness as a result of changes to the benefits system.

Linked to this for those service users whose lives are particularly chaotic we are running one of three pilot projects in the country the Chronically Excluded Adults Project as detailed in section 1 to deliver intensive and tailored support.

### 3. PROVIDING DAYTIME DIVERSIONARY ACTIVITIES.

#### General

Daytime diversionary activities are now provided within hostels as part of the evolution of hostels as places for change, described above. For example Jimmy's will offer lifeskills classes as part of daytime activities; and the refurbishment and remodelling of the service at 222 Victoria Road involves the establishment of a new adult foyer with increased opportunities to engage with new learning activities and pre-employment training.

In addition there are specialist centres, that provide daytime activities for the streetlife community.

#### Specialist

Of particular note in Cambridge are Wintercomfort and FLACK who play significant roles in offering diversionary activities to keep people away from street based ASB.

Wintercomfort's learning and development service provides a range of in-house or externally delivered informal and accredited learning, and volunteer placements, runs a community café, catering and willow weaving,

social enterprises a welfare service and a wide range of informal learning and social activities. Wintercomfort considered hosting a small 'wet garden' (wet centre – a self contained area where drinkers could meet, drink and also receive services) but ultimately this was rejected as a solution to street drinking that was costly, difficult to staff and sustain, and the evidence at the time suggested was not particularly effective.

FLACK offers a range of activities including the production of a magazine, film making, awareness-raising workshops and product design and sale.

#### 4. ADDRESSING THE DRAW OF CAMBRIDGE FOR THE STREET LIFE COMMUNITY

The streetlife community is by their very nature not a fixed community. The profile showed how this is changing, with a majority now having a local connection. Policy over a number of years has sought to support those with a local connection, reconnect those without back to where they have local connections. In addition to enforcement activity, described in the next section, other initiatives have been put in place to discourage giving money to beggars to further discourage the in migration of rough sleepers and the transient single homeless.

##### Reconnections Policy

The Council's reconnections policy was established as a response to the significant inward migration of single homeless people into Cambridge and aims to ration services in Cambridge based on service users' local connection with the city. The policy has been in place since June 2007 and has not undergone any significant change since then. We are committed to reviewing it in 2012-13. Just under 30% of those with no local connection are from the sub-region which means that 7 in 10 are from further afield. The policy review may look at this and propose a firmer approach for those outside the county while allowing a more lenient approach for those within it.

The number of people being diverted to accommodation options in areas outside the city has decreased in the past 3 years from 144 in 2009/10 to 83 in 2011/12. It is becoming harder to find accommodation options outside Cambridge for those who don't have a local connection here as most local authorities now have reconnection or local connection policies making placements outside the city harder.

Two-thirds of service users at Jimmy's have no local connection, although this is likely to be because locally connected clients are moving through much quicker.

Where diversion is possible it is quite successful. On average around 20% of people diverted elsewhere return to the City, for example of the 83 people diverted in 2011/12 only 12 returned within 12 months.

### Alternative Giving Scheme

The campaign, called "Alternative Giving", has the backing of the police, the Cambridge Community Safety Partnership and local charities caring for those engaged in a street based lifestyle. It uses hard-hitting images and blunt, simple messages to make the point that money given directly to people begging is not an answer to their complex needs and might actually make their problems worse by helping to fund an addiction.

This is a permanent multi-media campaign using leaflets, postcards, the web, social media and posters sited in prominent city centre locations and transport hubs. At the centre of the campaign is the Alternative Giving page on the Council's website which can be found at [www.cambridge.gov.uk/alternative-giving](http://www.cambridge.gov.uk/alternative-giving). Here, anyone wanting to donate will find details of local charities providing advice and assistance to disadvantaged people. People can also join the alternative giving debate on Facebook and Twitter.

## 5. ENFORCEMENT AND ADDRESSING COMMUNITY CONCERNS

### Task and Target Group

The Task and Target Group is the group set up to respond rapidly to entrenched rough sleeping and ASB on the street. The group focuses on targeted enforcement to street life individuals and works with those individuals to make street based lifestyles unsustainable. This group was reviewed in 2012 and revised its focus and membership to concentrate on specific actions targeted at individuals either through arrests for begging or anti-social behaviour or through offering support and encouraging engagement with Addaction for alcohol misuse treatments or Inclusion for drug misuse treatments.

### Programme of street surgeries

The Safer Communities Section has an ongoing programme of street surgeries around anti-social behaviour generally and in the last year carried out a number of surgeries related to streetlife ASB in the City Centre. The surgeries involve setting up a clinic for residents and traders to report their issues, giving information on how and what to report. Door knocking and flyering with information on what the team can do to help with ASB also form part of the street surgeries.

When several complaints come in about a specific area, the Safer Communities Section with the police carry out street surgeries in order to gather evidence against individuals if possible and to help the community to understand the circumstances where action can be taken and also to publicise how and where to make complaints.

### Street life officer

The street outreach team works closely with the Council funded police streetlife officer. Liaison between the two services is well established and effective, ensuring individuals are directed to support services as well as enabling enforcement action to address anti-social behaviour. In the past the constabulary have directly matched the Council's financial commitment by providing an additional officer in this role. In 2011 they instead assigned responsibility for streetlife issues to the sergeant for the West Area. The streetlife officer is part of the Central Area Team with responsibility for training the other members of both teams.

### Safer City Grants

The Safer City grant scheme provides grants up to £5,000 to community-based projects that will address crime, the fear of crime and anti-social behaviour. During recent years, the scheme has provided grants to help streetlife in Cambridge as well as prevent them congregating and causing a nuisance to local residents and businesses, for example:

- A grant was awarded to FLACK in order for them to set up positive diversionary activities for streetlife people during the weekend. This pilot project ran successfully during 2011/12 and is continuing with funding from other sources.
- A grant was made available during 2011/12 to fence off a section around the back of Parkside Swimming Pool where streetlife people were congregating, sleeping and lighting fires, causing damage to the property and intimidating staff working there.
- A grant was approved to gate an alleyway at Fair Street where anti-social behaviour by street life people is causing concern to residents.

### Enforcement Orders

There are a number of enforcement actions that can be taken by the police and City Council to address streetlife and other types of anti-social behaviour. These are set to change when the white paper 'Putting Victims First' becomes law, probably later this year. The existing 19 complex powers will be replaced with 6 simple new ones. This is set out in Appendix 3. This will introduce significant change to the current suite of local authority and policy powers and responsibilities relating to anti-social behaviour. It is the intention to bring a report to committee evaluating these proposed changes once they are enshrined in legislation.

At present the policing approach to streetlife ASB has been to focus on the disorderly and disruptive behaviour of identified individuals rather than the activation of blanket powers which can be disproportionate to emerging problems. Although Section 30 and Section 27 orders have been effectively used in the past, they are seen as short term solutions that afford respite to affected residents and businesses. In isolation they do not provide a problem solving or community resolution and it is often the case that the problem is dispersed to other local community areas.

## Licensing - Cumulative Impact /Licensing reviews

Reviews of licences are initiated from responsible authorities, usually from the police. They have to be evidence based. To date the review mechanism has not been used to revoke a licence. Evidence can be difficult to collect and substantiate. Nevertheless it remains an option and the police are currently looking at approaches that could provide the relevant evidence.

Other police activity has been successful in recent times. A bid was put in to a central team who put in 5-6 days work combining plain clothes and uniform work in the Mill Rd area. The police have undertaken pro-active work in the Mill Rd/Norfolk St area to identify Off-Licences selling alcohol to drunks. Evidence has been obtained of offences and this is currently being progressed by the police with a view to prosecutions and Licence reviews.

The aim is to keep the pressure on off licences who break the law in this respect and who may be subject to a threat to review the licence. Publicity is given to the action the Police are taking against rogue off licences. A voluntary code for off licences is under consideration.

Cumulative impact zones have been successfully used in police representations on a number of occasions in the City with several premises being refused licences to sell alcohol or in securing conditions such as curtailing the hours that alcohol can be sold or limiting the type of alcohol that can be sold.

## 6. AREAS FOR REVIEW

The evidence suggests there are three areas where it is timely to review existing policy and practice. It is suggested that 3 workshops would be held, open to all City councillors, which would engage other agencies including service providers, health and the police, in examining options and solutions.

### Management of individuals

The report shows a large, transient, single homeless population; a proportion of whom have problematic behaviour; often linked to drug or alcohol dependency. The city has a large number of hostel places, which specialise in providing for a range of needs. Daytime support to move people into more structured lives, is on offer at the assessment centre (Jimmy's), hostels, and through daytime provision. The MEAN project is piloting a very intensive person centred type of approach. Individuals are also supported through drug, alcohol and other health services.

The first session would look at where the gaps are in current provision, and consider the evidence about whether other approaches might work.



Consideration would include the evidence for wet centres; and whether the MEAN project could be extended.

### Management of trends

The city continues to attract a large number of single homeless, many of whom appear to be going through the revolving door of accommodation and services, representing to the street outreach team as people with an existing local connection. There has been an overall reduction in bedspaces, as hostel provision becomes more specialist. For various reasons there has been a rise in rough sleeping. The impact of benefit changes is as yet unknown, but could be significant.

The second session would look at how well prepared, and resourced, we are to respond to changing trends, and how we might manage and seek to mitigate a potential increase in single homeless, and rough sleepers.

### Future enforcement options

The Government are proposing fairly radical reform of the existing enforcement powers that local authorities and the police currently have. The recent consultation paper in May 2012, "Putting victims first: more effective responses to anti-social behaviour" proposes "replacing 19 complex existing powers with 6 simple new ones". There is not yet a legislative timetable for enactment of these new powers, but once changes have been brought in we will need to consider, together with partners organisation, how these new powers might be used to address the particular issues of concern within Cambridge.

In the light of these proposed changes, rather than reopen debates about use of existing powers, it is proposed to hold a third session looking at enforcement options, following enactment of new and revised enforcement powers.

## **Implications**

### (a) Financial Implications

None at present although if the recommendations are approved the workshops may make recommendations that have financial implications.

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

None.

### (c) Equal Opportunities Implications

An EqlA has not been conducted on this report, however if any changes to policy or operations are suggested by the recommended workshops, an EqlA will be carried out.

### (d) Environmental Implications

Nil.

As part of this section, assign a climate change rating to your recommendation(s) or proposals. You should rate the impact as either:  
+H / +M / +L: to indicate that the proposal has a high, medium or low positive impact.

Nil: to indicate that the proposal has no climate change impact.

-H / -M / -L: to indicate that the proposal has a high, medium or low negative impact.

Follow the guidance on the intranet at

<http://intranet/sustainability/policies-and-procedures.html>

## **Procurement**

None.

## **Consultation and communication**

We consulted with the main stakeholders during the writing of the report, e.g. police, CRI, County. If the recommendations to run multi-agency workshops we will be consulting with all interested parties.

## **Community Safety**

As detailed in the report.

## **5. Background papers**

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

- Social care responses to street based anti-social behaviour – report to West/Central Area Committee – 26 August 2010
- Cambridge Street Outreach Team Annual Report March 2012
- Putting Victims First – More effective responses to Anti-Social Behaviour May 2012

## **6. Appendices**

Appendix 1 - **Police Data - Anti-social behaviour incidents in the Previous Section 30 Area**

Appendix 2 – Street Drinking figures

Appendix 3 – Changes to enforcement powers – summary

## **7. Inspection of papers**

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

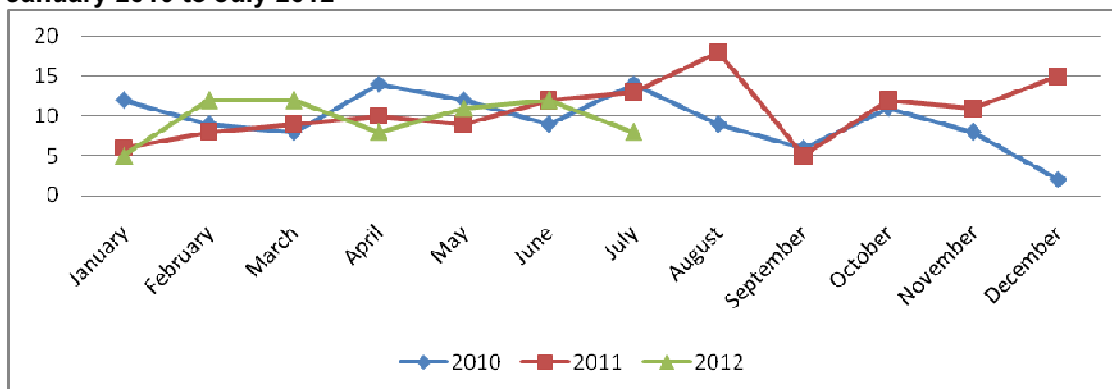
Author's Name: Liz Bisset  
Author's Phone Number: 01223 - 457801  
Author's Email: Liz.bisset@cambridge.gov.uk

### Police Data - Anti-social behaviour incidents in the Previous Section 30 Area

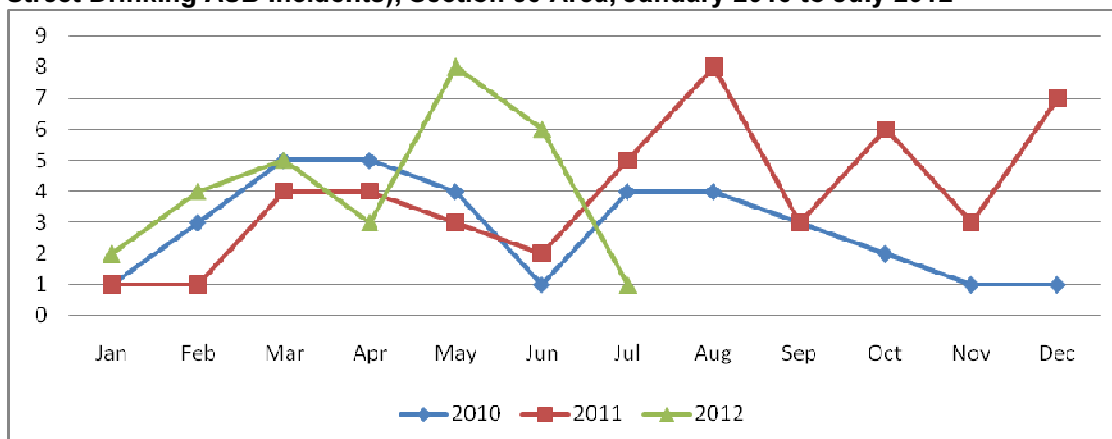
The following table shows the number of anti-social behaviour incidents that have occurred within the previous Section 30 Dispersal Order area since January 2010, the figures appear to be fairly consistent. See attached map for Dispersal Order area.

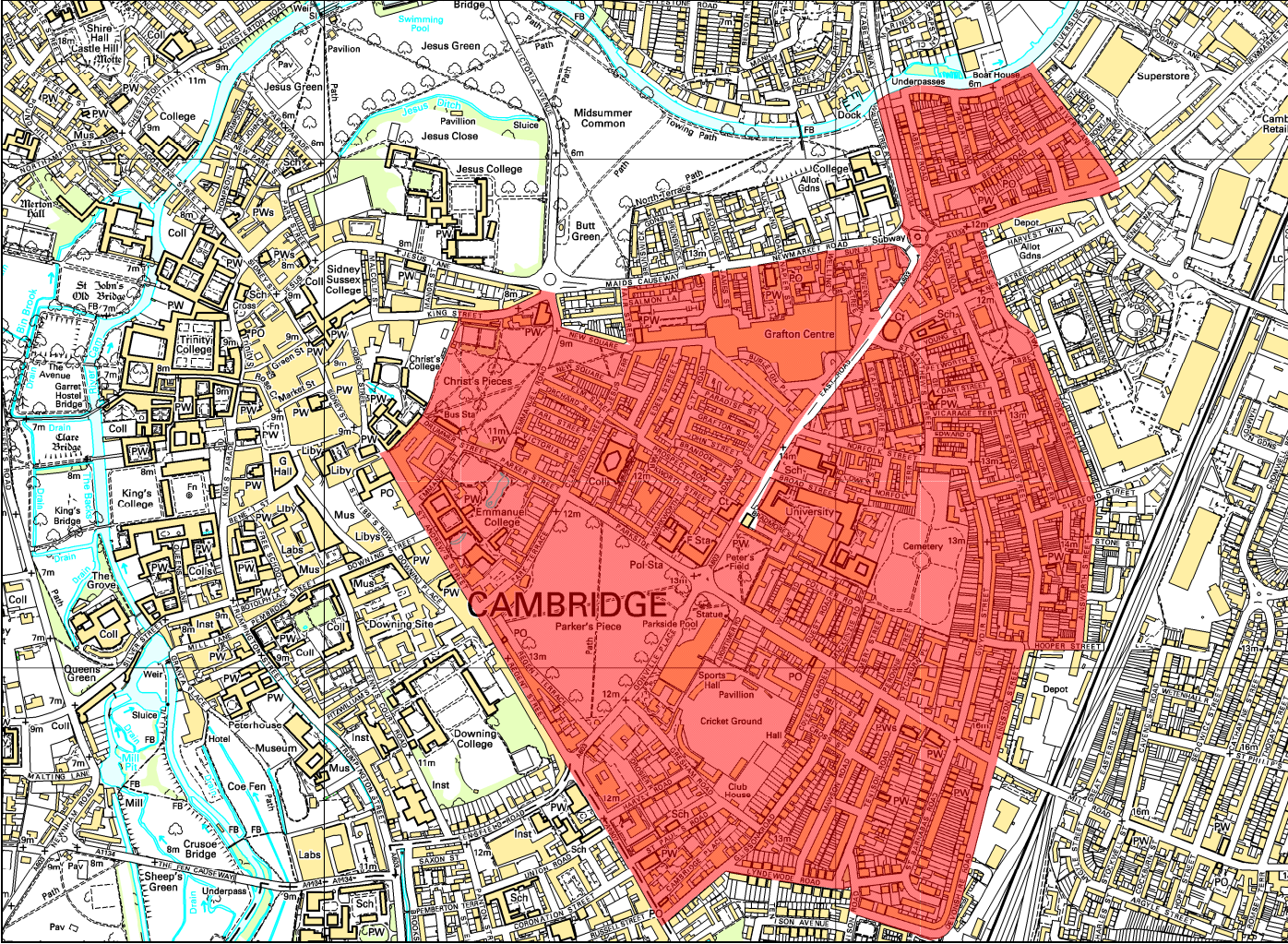
|                  | 2010       | 2011       | 2012      |
|------------------|------------|------------|-----------|
| <b>January</b>   | 12         | 6          | 5         |
| <b>February</b>  | 9          | 8          | 12        |
| <b>March</b>     | 8          | 9          | 12        |
| <b>April</b>     | 14         | 10         | 8         |
| <b>May</b>       | 12         | 9          | 11        |
| <b>June</b>      | 9          | 12         | 12        |
| <b>July</b>      | 14         | 13         | 8         |
| <b>Sub Total</b> | <b>78</b>  | <b>67</b>  | <b>68</b> |
| <b>August</b>    | 9          | 18         |           |
| <b>September</b> | 6          | 5          |           |
| <b>October</b>   | 11         | 12         |           |
| <b>November</b>  | 8          | 11         |           |
| <b>December</b>  | 2          | 15         |           |
| <b>Total</b>     | <b>114</b> | <b>128</b> |           |

### Anti-social behaviour incidents involving Street Drinking inside the previous Section 30 Area, January 2010 to July 2012

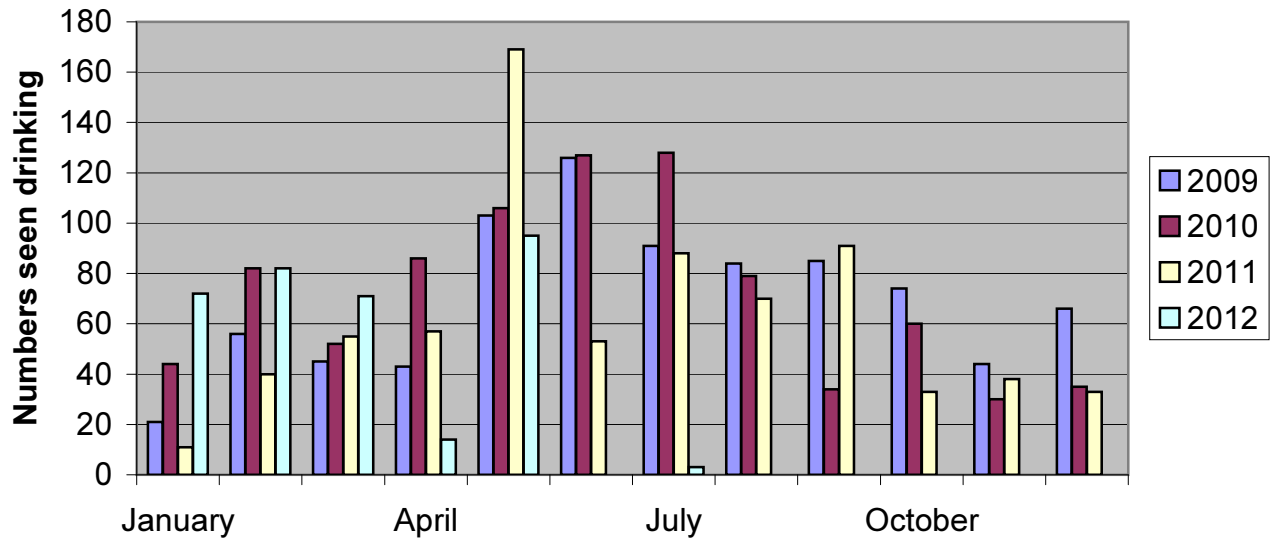


### Street Drinking ASB Incidents), Section 30 Area, January 2010 to July 2012





### Gross Street Drinking Figures (by month 2009/2010/2011/2012) comparison)



| SOT Reports - gross street drinking figure |      |      |      |
|--|------|------|------|
| 2009                                       | 2010 | 2011 | 2012 |
| 21   | 44   | 11   | 72   |
| 56   | 82   | 40   | 82   |
| 45   | 52   | 55   | 71   |
| 43   | 86   | 57   | 14   |
| 103  | 106  | 169  | 95   |
| 126  | 127  | 53   |      |
| 91   | 128  | 88   | 3    |
| 84   | 79   | 70   |      |
| 85   | 34   | 91   |      |
| 74   | 60   | 33   |      |
| 44   | 30   | 38   |      |
| 66   | 35   | 33   |      |

39  
10  
11  
12



- 3.47 These triggers should provide a good basis for ensuring that the mandatory route of possession is ring-fenced to serious proven anti-social behaviour or crime that is causing harm to the local community or individuals within it. In these limited circumstances, where a court had already determined that serious anti-social behaviour or criminality had occurred, we think it is right that an expedited eviction process should be available to private and social landlords.
- 3.48 A summary of responses to this consultation and more detail on final proposals in the light of consultation responses can be found on the Department for Communities and Local Government website.

#### **SUMMARY:**

**We will give professionals the tools they need to protect victims effectively by:**

Cutting the existing alphabet soup of unwieldy powers by over two thirds, replacing the 19 complex existing powers with six simple new ones. The six tools we are introducing are:

1. The Crime Prevention Injunction – an injunction available to a wide range of agencies, which can be used quickly to protect victims by dealing with anti-social behaviour by private tenants and owner occupiers, as well as social tenants (addressing a criticism of the existing ASB Injunction)
2. The Criminal Behaviour Order – an order available on conviction for any criminal offence which will allow courts to attach positive requirements to ensure perpetrators deal with the underlying issues that are driving their behaviour (addressing a criticism of the ASBO), as well as including prohibitions to immediately protect victims.
3. The Community Protection Notice – designed to deal with particular anti-social behaviour impacting on a community's quality of life (for example to deal with noise, litter or graffiti).
4. The Community Protection Order (public space) – a locally determined order which could impose controls on behaviour in public places, for example controlling drinking in public as well as preventing other behaviour which has an impact on quality of life.
5. The Community Protection Order (closure) – simplifying the current complex number of powers available to close premises that are a magnet for trouble.
6. The Direction Power – a simpler and less bureaucratic power to enable the police to disperse situations to protect victims without needing to go through a long and slow process to designate an area in advance.

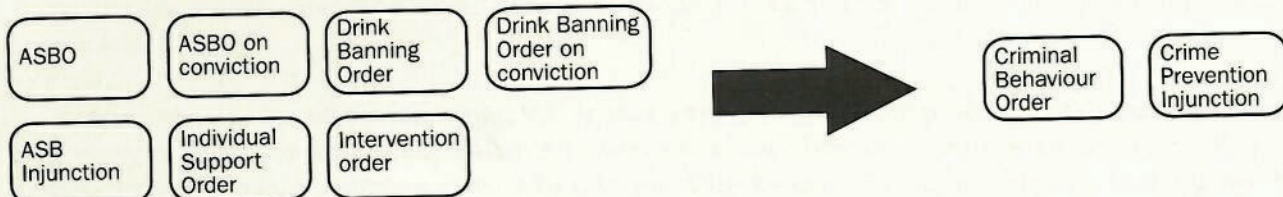
Speeding up the process of eviction for nightmare neighbours who make victims lives a misery. To do this we are introducing a new mandatory route to possession for anti-social behaviour for both private and social landlords, as a way of significantly reducing the length of the possession process and providing faster relief to victims and communities.

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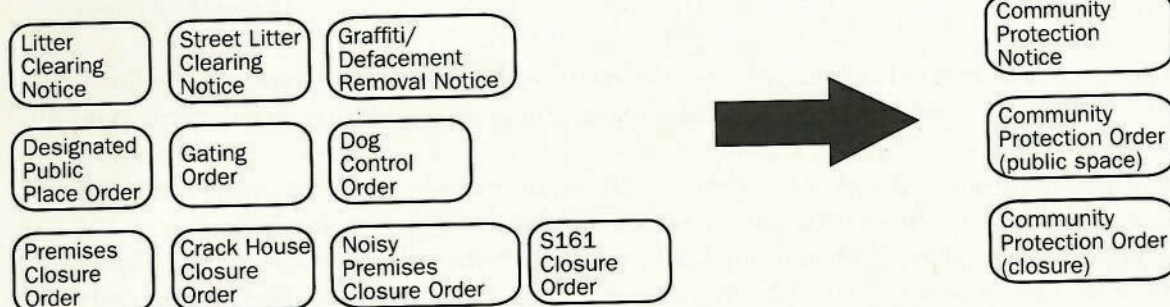


## SIMPLIFICATION: FROM 19 TO 6

### People



### Places



### Police powers



## DEALING WITH ANTI-SOCIAL INDIVIDUALS – PROTECTING THEIR VICTIMS

- 3.8 Much of what is described as ASB is criminal (e.g. vandalism, graffiti, dangerous dogs, street drug dealing and people being drunk and disorderly), but civil powers to deal with anti-social individuals can also be useful as they give the police an alternative to criminal charges in cases where it is difficult to prove that an offence had been committed or where victims are afraid to give evidence. If used effectively, they can also help to stop the kind of sustained harassment directed at vulnerable victims seen in some high-profile cases.
- 3.9 We consulted on proposals to create a **purely civil order** (i.e. with sanctions under the civil, rather than criminal law) that agencies can secure quickly, in a matter of days or even hours, to stop an individual's anti-social behaviour and protect victims. Following consultation, we propose introducing the **Crime Prevention Injunction**, which would be a purely civil injunction available in the County Court for adults and the Youth Court for 10 to 17 year olds. This would be faster to use than the Anti-Social Behaviour Order (ASBO) and could be used at an earlier stage and secured using the civil burden of proof (i.e. on the balance of probabilities rather than beyond reasonable doubt). Breach would be contempt of court and carry serious penalties, including custody.
- 3.10 Our injunction will build on the success of the ASB Injunction, which social landlords use effectively to stop problems and protect victims, and which is faster and easier to use than the ASBO. We will

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## **Cambridge Street Outreach Team**

**Annual Report**

**1<sup>st</sup> April 2011 – 31<sup>st</sup> March 2012**

|  |                   |
|--|-------------------|
| <b>Staff Team &amp; Current Working Practice</b> | <b>Page 2</b>     |
| <b>Overview and Demographics</b>                 | <b>Page 3</b>     |
| <b>Resettlement Work</b>                         | <b>Page 4</b>     |
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| <b>Appendix 1 Diversion/Reconnection</b>         | <b>Page 20-21</b> |
| <b>Appendix 2 Mental Health Case Closures</b>    | <b>Page 22-29</b> |

## **Staff Team**

Valeria Makara was appointed as the NRPF Coordinator and started the role on 3<sup>rd</sup> January; a report on this specialist area of work is covered under the no recourse section of this report.

Lisa Hough was successful in her application to the secondment post of Mental Health Homeless Prevention Officer and started this new role on 12<sup>th</sup> March 2012.

We have successfully recruited to backfill Lisa's post with the appointment of Ben Stone who previously was employed at the Cambridge Access Surgery he is due to take up post as Mental Health Project Worker on April 30<sup>th</sup>.

The recruitment process is not yet complete for the role of Alcohol Project Worker but we hope to have the successful applicant in post by mid May.

## **Current working practice**

The seven street shifts have remained consistent and have been carried out over the year.

Monday 7 am – 9 am

Tuesday 6 am – 8.30 am

Wednesday 7 am – 8.30 am and 10.30 am to 11.30 am

Thursday 4.30 pm – 7 pm

Friday 6 am – 8.30 am and 10.30 to 11.30 am to monitor street drinking

The street shifts have verified 183 individuals with a total of 353 rough sleeper verifications.

The Wintercomfort Welfare Service is covered daily by at least one of the Project Team, or 2 workers as demand for the service dictates.

## **CRI Information System (CRIIS)**

CRIIS has now been set up with 3 separate Projects for the Cambridge service as follows:

- Street Outreach
- Alcohol
- No Recourse to Public Funds
- Inpatient Mental Health

This is to improve the accuracy of data for each area of the team's work.

## **Staff Training**

The Mental Health workers have completed Mental Capacity Training with the Local Authority and Managing suicidal contacts.

Project staff have undertaken the following training:

Assertive Engagement

Health & Safety

Crack Training

The project team are all undertaking ITQ computer skills training with CRC this is done in house over a 12 month period with the aim of improving efficiency through the use of IT

## **Overview & Demographics of the Outreach Service**

The Outreach Service completed 380 new assessments of clients. 113 individuals returned to the service following initial assessment and case work being completed, this is frequently due to accessing the Night Shelter and either being excluded or losing their bed due to their failure to return. Or in some cases following referral to second stage accommodation but being evicted.

- 17% were female
- 83% were male

### **Ethnicity**

- 85% of service users were white british
- 2% were African
- 2% were other black
- 1% were black Caribbean
- 10% were other white with 7% in Cambridge City of these Eastern Europeans (with a total of 15% including EU clients that are currently outside of Cambridge City but working with the Service through the No Recourse to Public Funds Coordinator – see separate report on this work pages 13-16))
- 2% were other mixed race

### **Support Needs**

- 3 % had some form of physical disability
- 43% were assessed as having Mental Health Support needs
- 2% were assessed as having some form of learning disability
- 50% of all service users had Alcohol issues
- 20% were assessed as having drug issues

## **Local Connection**

This year we have seen a significant shift in the proportion of locally connected service users to non locally connected. In previous years these figures were the other way round.

- 61% of service users to the Outreach service had a local connection to Cambridge City. (41% of this percentage were rough sleepers, with the other 20% being in unsustainable or unsuitable accommodation such as friends floors)
- 39% were not locally connected.

## **Resettlement Work**

The start of final quarter of this year presented some major challenges to the team with the 74 bed ECHG/Riverside Hostel holding void bed spaces. Unfortunately although is part of a planned process for the permanent reduction of bed spaces from 74 to 30. The information was not shared with referring services in advance of the closure of beds as they became vacant. This led to 16 of the services clients having been referred and interviewed, and told that they had been accepted and were awaiting bed spaces which then never materialised. This was an extremely difficult time for both services users and the team, as Jimmy's Night Shelter was full and turning up to 10 people away each night, we had 15 rough sleepers and the trust between the team and service users was affected.

On communication to the commissioners about the issues this was causing the decision was then made, to re-let the void bed spaces. However the figures for January and February clearly reflect the impact with 45 rough sleeper verifications of 26 individuals and a further 22 accessing emergency CWP beds making a total of 58 individuals for February.

The planned reduction of bed spaces at both ECHG/Riverside and YMCA is of great concern, the total reduction of beds in the City will total 96 beds. This comes at a time when move on from the hostels is more challenging than ever. With Homelink not being an option for anyone other than those in Band A, and even those are waiting months for properties to be offered.

It is clear that alternatives need to be found, but it seems that the strategies in place are working separately and in isolation from each other, based on the theory that each individual has one main presenting support need that clearly categorises them.

## **Rough Sleepers**

The service verified 186 individuals rough sleeping. 79 of these were verified more than once, with a total of 353 rough sleeper verifications.

17 of the individuals rough sleeping had accommodation but had chosen to sleep rough, or had issues in their tenancy's that meant they refused to return.

77 of the rough sleepers had no local connection to Cambridge City and 109 had a local connection.

- 36 rough sleepers were female
- 150 rough sleepers were male
- 41% of rough sleepers had no local connection to Cambridge City
- 59% were locally connected.

## **Clients Diverted or Reconnected**

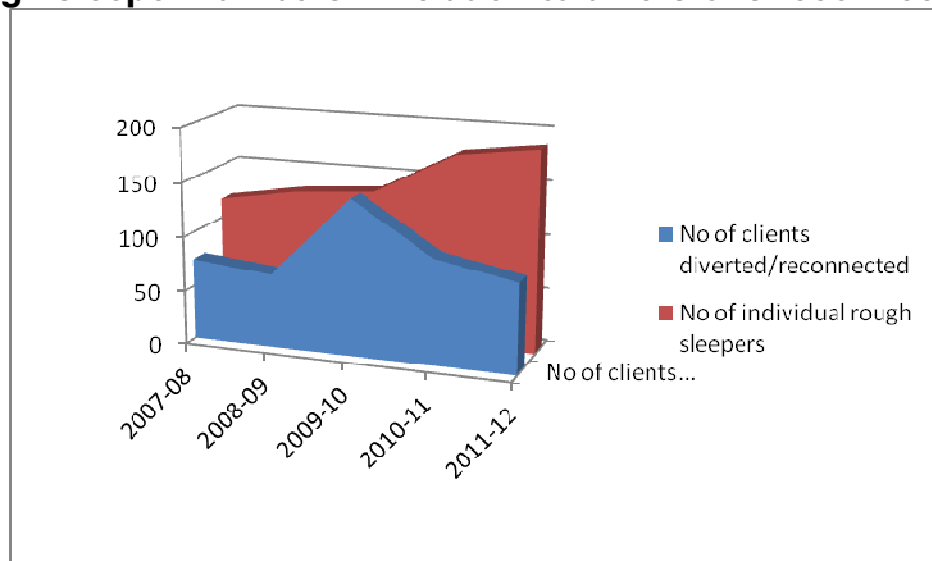
The graph below demonstrates an increase rough sleepers to the service and the decrease in diversion or reconnections that the team have been able to make. The spike that starts in 2008-09 peaking in 2009-10 is due to the team at the time being responsible for the resettlement of Jimmy's Night shelter residents.

The team verified 186 individuals over the past 12 months and 83 of these were either diverted to an area outside of the city or reconnected to an area they had a local connection to. 12 individuals returned to the service following diversion or reconnection.

The significant change the team has experienced in the last 12 months is an increase in locally connected individuals being repeat rough sleepers following multiple exclusions from the City's accommodation providers. This combined with the tightening up of Local Connection Policy's national has reduced the opportunities in securing accommodation options elsewhere.

In total of the individuals that the service has assessed over the past 12 months 61% were locally connected and 38% were not found to have a local connection, these percentages include those that are homeless but not necessarily rough sleeping such as the intermittent rough sleepers and those on friends floors.

## Rough sleeper numbers in relation to diversions/reconnections



### Veterans Project – Ex Service’s homeless clients

There has been increasing interest from the media regarding homeless ex service personnel and the team have always identified any ex forces individuals as part of the assessment process. Generally numbers of street homeless ex service personnel has been low, and the length of time passed from active service to street homeless is long. Cambridge City Council contacted us, regarding our thoughts on recruiting a specific volunteer to work with SSAFA, as detailed below.

#### The Proposal for a generic service, targeted at veterans in Cambridge.

Following several discussions with external partners and individuals and a visit from a volunteer running a service in Mansfield, Nottinghamshire, a proposal on the way forward for a veterans service in Cambridge has been devised. It was felt that that current demand for a service in Cambridge did not warrant an allocated volunteer for two reasons:

- The Cambridge Street and Mental Health Outreach Service (CSMHOT currently run by Crime Reduction Initiatives – CRI) has been able to expand its operations following a change in the Commissioning approach. The service has a specific mental health remit and is receiving increased funding for this work and, therefore, has capacity and is willing to take on this work. It also employs a worker who formerly served in the Forces.
- Given the problems Cambridge experiences in terms of inward migration of the transient single homelessness population we want to offer a service that



meets need but is low key and does not attract additional service users in from outside of the city.

The proposed service will aim to:

- Work with ex- services personnel who are rough sleeping or who are homeless and at risk of rough sleeping in Cambridge
- Offer a broad and generic service, which will stretch beyond housing and will be tailored to individual need – covering debt, health, social links, work, counselling, substance misuse, community participation, recovery etc.
- Will offer a support, mentoring and signposting service alongside the normal services that are currently offered by CRI
- Work in close partnership with the Assessment Centre at Jimmy's and Soldiers, Sailors, Airmen and Families Association (SSAFA)
- Encompass a wider role in developing and improving links between services, tackling unmet needs, and highlighting the issues that are unique to that particular group of people in society.
- Continue to offer a service provided by someone with experience of active service as there is anecdotal evidence that service users respond better to someone who they perceive as being able to empathise with their situation
- Avoid duplicating existing services, rather augment them for this particular client group.

### **The way forward**

The proposal is to launch this service within CRI's existing portfolio and that Guy Morris will lead on this service, reporting to the CSMHOT team leader, Rachel Everitt

If, in the future, demand for the service outweighs current capacity the City Council would be happy to engage in a dialogue with SSAFA to see if it wanted to host a volunteer and if financial assistance or help with recruitment was required from the City Council

Under this arrangement the service could begin with immediate effect and SSAFA and CRI could ask for the service to be reviewed at a later stage if required. CRI has agreed to include details on outcomes in its quarterly reports to commissioners.

As the City Council jointly commissions this service with the County Council it would be appropriate to seek County Council approval before pressing forward with the proposal.

Following the initial meeting on 13.01.12 which brought together the council and SSAFA, it was agreed that a service for veterans should not be advertised, due to the risk of increasing the influx of individuals into the City. It was agreed that the proposed action plan would be taken to the Cambridge Community Covenant.

This took place on 15.03.12 with a very good attendance from current serving personnel from locations throughout the county, Council representatives, NHS staff and the British Legion. Guy Morris from CSMHOT spoke about the specific factors that ex services personnel face, and the difficulties faced with adjusting to civilian life. Many will be suffering from physical, mental or psychological damage from active duty, feeling some form of loss, having lost the close brotherhood that military life provides and the camaraderie they once shared. They may have limited skills and insights into such things as benefits, housing options etc. It was acknowledged that with their previous training, the practical skills to survive rough sleeping are demonstrated but with further negative psychological impact. Frequently the CSMHOT team find Ex Service rough sleepers have quite a long time lapse from leaving the forces to becoming rough sleepers which also indicates a difficulty in presenting or accepting help.

The Cambridge Community Covenant is due to reconvene in May with the aim of adding value and support to the many issues raised from different services regarding ex service personnel. The aim being to create a rapid and positive outcome for ex service personnel finding themselves in the most dire of circumstances.

CSMHOT worked with 4 ex servicemen 3 of which were rough sleepers, one secured B & B via SSAFA and was supported to access Alcohol treatment.

One was supported to return to their partner.

One had mental health issues but a raft of support and a tenancy in Edinburgh, liaison took place with the support team in Edinburgh and a return journey was facilitated to his tenancy.

The other was an inpatient on Friends Ward, who was supported to find appropriate accommodation on discharge from hospital – and now resides in supported accommodation.

## **Mental Health Service Work**

148 Mental Health referrals were made to the service in the year. 6 individuals refused to engage with the service. The remaining 142 completed an initial assessment and work was done with the individual.

37 referrals came from the Street Outreach work done by the team.

See pages 23 to 30 for detail of case closures and outcomes.

### **What does an effective service look like?**

CSMHOT have found that working flexibly, and responding rapidly, with a solution focussed ethos is the key to effective working.

The team members have a variety of skills that make it an effective multi-disciplinary team, and by working in close partnership with other services it maximises resources and means we are effective.

The key to successful engagement and positive outcomes is a multi-disciplinary team that is responsive, flexible, solution focused service that demonstrates a 'can do' approach.

The team have retained the ability to see the service user as a person rather than just focus on the problems, or the individuals mental health support needs. The team are experienced in dealing with challenging behaviour, substance misuse issues, tenancy issues, and criminal justice, this means we have some expertise and are frequently able to offer initial practical help in the early stages of engagement.

This is essential in demonstrating that we have something positive to offer the individual, increasing the chances of positive engagement from the start. Once some trust is established we are able to tackle other more difficult issues.

Many people suffering mental health issues are fearful of statutory mental health teams and the real or perceived power they have. We can offer a less threatening approach that offers a carrot of more practically based support.

The barriers to other services such as Granta Mental Health Floating Support are the referral process which relies on established client engagement to complete the referral. With the client being required to complete part of the referral form. We also find that the length of time from referral to assessment is slow, with then a further wait of up between 6 to 12 weeks before the client is picked up. This is too long a process and means that it excludes those that struggle to engage. In practice it means that we taking on additional work in this area and handing over people with very low level support needs.

We have experienced similar problems with Circle Floating support – who have their own assessment process and slow pick up times due to lack of sufficient resources. We also find that there is a high reliance on clients keeping appointment times, and

being easily engaged. The experience of our service is that as clients disengage that is when their support needs are highest.

The case study below demonstrates the role we may play in complex cases where clients have disengaged from statutory services and treatment.

### Case Study

|  |   |
|--|---|
| <b>Team Name:</b>                          | CRI Cambridge Street Outreach Team  |
| <b>Worker Name:</b>                        | Vicky Schueller   |
| <b>Organisation</b>                        | CRI   |
| <b>Referral date:</b>                      | 11.08.11  |
| <b>Closure date</b>                        | Ongoing   |
| <b>Our health<br/>Our Care<br/>Our Say</b> | <p><b>Our Health, Our Care, Our Say – Three Themes</b></p> <ul style="list-style-type: none"> <li>• Putting people in control of own health &amp; care</li> <li>• Enabling &amp; supporting health, independence &amp; wellbeing</li> <li>• Rapid and convenient access to high quality cost effective care</li> </ul> <p><b>Our Health, Our Care, Our Say – Seven Outcomes</b></p> <ul style="list-style-type: none"> <li>• Improved health and emotional wellbeing</li> <li>• Improved quality of life</li> <li>• Making a positive contribution</li> <li>• Choice and control</li> <li>• Freedom from discrimination</li> <li>• Economic well being</li> <li>• Personal dignity</li> </ul>   |
| <b>Presenting Needs / Issues / History</b> | <p>Referred by Craig Wood Care Coordinator Complex Case Team.<br/>VC has a long history of mental health issues with past inpatient admissions, multiple suicide attempts and frequent self harm. Alcohol is also an issue. Granta Mental Health Floating support had ended her support as they had worked with her for 2 years.<br/>Engagement with the Complex Case Team was poor and a court date for eviction was set for 03.08.11 due to ASB at her tenancy.</p> <p>Multiple agencies involved in the case –</p> <ul style="list-style-type: none"> <li>• Craig Wood Complex Case Team Coordinator</li> <li>• Dr Chez Denman Psychiatrist</li> <li>• Sandra Greatex Addaction Alcohol Worker</li> <li>• Katie Wood City Council Housing Officer</li> <li>• Marriane Crosier City Council ASB Officer</li> <li>• PC Wendy Payne</li> <li>• PC Grimes</li> <li>• Adams Harrison Solicitors</li> <li>• Craig Chalmers Social Care Manager</li> <li>• Granta Mental Health Floating Support – support ended in July 2011</li> </ul> <p>The above had created a situation where VC felt she had no control or say</p> |

|   |  |
|---|--|
|   | <p>over her life. This increased poor engagement with services and serious self harm. Frequently removed from the railway line by Police.</p>  |
| <p><b>Services / Support provided:</b></p>  | <ul style="list-style-type: none"> <li>• Engagement and holistic assessment of VC</li> <li>• Recovery focused care planning</li> <li>• Liaison and support provided to re-engage with services essential to recovery</li> <li>• Established re-engagement with Complex Cases and Addaction</li> <li>• Crisis management – review of CPA crisis plan which was not practical or viable. As telephone numbers provided by VC had no landline and usually insufficient credit.</li> <li>• Support to attend appointments with solicitor</li> <li>• Liaison with the court to suspend possession order of flat on evidence of re-engagement with services and agreed support package</li> <li>• Change of GP</li> <li>• Medication review</li> <li>• Care Package agreed – this took 5.5 months which created further anxiety and stress which meant this increased VC support needs in this period.</li> <li>• Engagement in meaningful activity – referral to Lifecraft</li> <li>• Contact and support provided to start care package provided by Cam mind.</li> </ul> |
| <p>Please provide a <b>brief overview</b> of an individual case or how an issue or innovative idea has resulted in a <b>positive outcome</b>.</p> <ul style="list-style-type: none"> <li>• Initial engagement focused on clarity, openness and honesty about her situation – this empowered VC to see that she still make her own life choices.</li> <li>• Discussing recovery – but giving time and respect to the difficult life experiences VC has had.</li> <li>• Focus on a way forward and the future – being clear about we could do and what she needed to do.</li> <li>• Taking a step by step approach – crisis managing when needed, providing clear communication to the other agencies involved at all times.</li> <li>• Support to engage with meaningful activity</li> <li>• Providing ongoing consistent support whilst the care package was agreed – over 5 months was too long a time period for this to be put in place – the proposed care package was presented to the court to address the ASB which was the reason for the eviction. There was communication failure between services in that the application for the funding had been agreed, but the care package had not been submitted. It was through our involvement and liaison that ensured a client focused approach on both sides and the proper pathway for referral and completion of the care package was completed achieving a positive outcome with social care.</li> <li>• The service is still currently providing support to this client, until greater stability is achieved once the new care package is fully established.</li> </ul> |  |

## **New post Mental Health Homeless Prevention Officer Post**

We were delighted to award this new temporary post of 18 months to Lisa Hough as a secondment opportunity. She took up the post on 12<sup>th</sup> March 2012. The post is based at Fulbourn Hospital and is based on the assessment of all inpatients on the acute and rehab wards to identify any accommodation issues. Either to determine homelessness or to address any issues that there may be within their accommodation, with the aim of ensuring a smooth and timely discharge from the wards.

In the first month of the role Lisa has had input into 28 patient cases. With a further 2 cases where her input was required to provide urgent housing assistance and advice, to avoid a repeat inpatient admission. She has attended ward rounds and has found the most useful meeting to be the Friday 12 noon meeting with Consultants that is focused on bed blocking. She has assessed all inpatients that are well enough to be assessed, and will re-visit those that aren't as they stabilize.

It has been identified that some patients are transferred from wards at Fulbourn to the Edith Cavell Hospital at Peterborough, this is due to risk issues, either to self or to others and are not patients that are any near a discharge date. In these cases the case management remains the responsibility of Fulbourn and as they stabilize they are generally transferred back. It seems that this is a reciprocal arrangement with Patients from Edith Cavell having some short stays on the Fulbourn wards, and is assumed at this stage that this is all part of the effective management of beds.

Lisa has found that a number of patients have accommodation, so have not been considered as having housing issues, but the patients do not wish to return to, or the accommodation is no longer appropriate due to their mental health support needs. In these cases she has been able to assist by providing the information required to facilitate an exchange or transfer. Frequently these patients have bed blocked in the past as the process for exchange or transfer was not clearly understood and not started until the patient was well enough for discharge, which is too late in the process.

Communication has been identified as a frequent issue, due to the number of staff involved in patient care, with additional external agencies also involved, this frequently complicates the picture. Many patients also suffer cross authority boundary issues. One such example is a patient on Friends Ward who has a tenancy and GP in Royston, a drugs worker in Stevenage, and a Mental Health Care Coordinator in South Cambs – this is a typical example where Mental Health service borders do not match other service boundary areas and increase communication issues between services in differing local authority areas.

It seems that often assumptions are made that someone else is dealing with the housing issue, and on investigation I have found nothing has been done at all. This

evidences the need for a single point of contact for all housing and accommodation issues.

By providing advice to staff at an early stage in a patients stay many accommodation issues can be avoided.

Training is planned for the ward staff to increase awareness of Lisa's role and to ensure ward staff gain an understanding of the basic elements and relevant factors in housing and homeless accommodation issues for patients.

The majority of patients have complex needs and are eligible for local authority housing, there fore it is important to liaise with the appropriate mental health teams to ensure there is an appropriate package of support in place to avoid repeat admissions in the future.

In order to increase efficiency Lisa has been allocated a desk at Elizabeth House, and will receive 6 weekly supervisions from the Social Care Manager (Craig Chalmers) this will ensure she is fully supported and integrated in her role at Fulbourn Hospital and to improve joined up working between all staff involved with the care and discharge of patients.

**NRPF Co-ordinator  
January 1<sup>st</sup> – March 31<sup>st</sup> 2012**

**Current Practice**

The service is now well established and well advertised throughout the relevant services in the sub-region. Majority of caseload is in Cambridge City and Fenland areas with 15 assessments completed in Cambridge and 9 in Fenland, in addition to 1 in Huntingdonshire and 1 in Edmundsbury. Currently majority of work is in Cambridge with 1 day drop-in at the Rosmini day centre in Wisbech; in April this will increase to 2 days a week every fortnight. Most referrals come from the day centres and local authorities, also occasional self-referrals and referrals from other clients. The main barriers that have been experienced with clients so far are problems with drug and alcohol use, also non-attendance of appointments and dropping in and out of the service. Clients who engaged well have been moved off the streets into more stable accommodation within the matter of weeks and have already shown positive changes in their lifestyles. However, the more entrenched clients are much harder to engage with, due to lack of motivation and substance misuse issues. A more assertive approach has been adopted with this core client group with potential enforcement actions if no attempts to change are made by them in the near future.

To conclude, there have been positive outcomes for majority of clients and with partnership working and assertive engagement good results will be achieved in the future.

Please see below project statistics for Quarter 4 2011/12

### **Assessments completed**

| <b>Age</b> | <b>LA</b>       | <b>Client</b> | <b>Nationality</b> | <b>Assessed</b> | <b>Support Needs</b>         |
|------------|-----------------|---------------|--------------------|-----------------|------------------------------|
| 32         | CCC             | VP            | Lithuanian         | 06.01.12        | housing/benefits             |
| 34         | CCC             | AA            | Lithuanian         | 06.01.12        | housing/benefits             |
| 36         | CCC             | JM            | Estonian           | 12.01.12        | ID/ housing                  |
| 36         | CCC             | ZV            | Lithuanian         | 12.01.12        | housing                      |
| 37         | Huntingdonshire | SK            | Croatian           | 19.01.12        | immigration/health           |
| 54         | CCC             | RS            | Lithuanian         | 20.01.12        | housing                      |
| 29         | CCC             | DS            | Lithuanian         | 02.02.12        | housing                      |
| 35         | CCC             | TK            | Lithuanian         | 15.02.12        | NIN/benefits/housing         |
| 27         | CCC             | MS            | Lithuanian         | 20.02.12        | ID/ housing                  |
| 25         | CCC             | MP            | Lithuanian         | 24.02.12        | benefits/addaction           |
| 44         | Fenland         | RB            | Lithuanian         | 28.02.12        | benefits                     |
| 42         | Fenland         | AK            | Lithuanian         | 28.02.12        | accommodation                |
| 21         | CCC             | DT            | Romanian           | 01.03.12        | housing/benefits/GP          |
| 21         | CCC             | CM            | Romanian           | 01.03.12        | housing/benefits/pregnancy   |
| 40         | CCC             | NT            | Romanian           | 01.03.12        | housing/benefits/GP          |
| 58         | Fenland         | TK            | Polish             | 07.03.12        | benefits/housing             |
| 52         | Fenland         | JM            | Lithuanian         | 07.03.12        | housing/benefits/enforcement |
| 54         | Fenland         | VB            | Lithuanian         | 07.03.12        | housing/benefits             |
| 56         | CCC             | RP            | Lithuanian         | 08.03.12        | housing/alcohol              |
| 29         | CCC             | LS            | Lithuanian         | 08.03.12        | MHIs / housing/ benefits     |
| 46         | Edmundsbury     | OB            | Lithuanian         | 09.03.12        | reconnection                 |
| 61         | Fenland         | VD            | Lithuanian         | 20.03.12        | housing/benefits             |
| 24         | Fenland         | DC            | Lithuanian         | 27.03.12        | reconnection to Lithuania    |
| 25         | Fenland         | AJ            | Polish             | 27.03.12        | reconnection to Poland       |
| 19         | Fenland         | KL            | Polish             | 27.03.12        | reconnection to Poland       |
| 24         | CCC             | AS            | Romanian           | 29.03.12        | housing/employment           |

### **Contact Statistics Q4**



| <b>January</b>        | <b>CCC</b> | <b>SCDC</b> | <b>ECDC</b> | <b>ST EDS</b> | <b>HUNTINGD</b> | <b>FENLAND</b> | <b>FOREST HEATH</b> | <b>P'BORO</b> |
|-----------------------|------------|-------------|-------------|---------------|-----------------|----------------|---------------------|---------------|
| Week starting         |            |             |             |               |                 |                |                     |               |
| 2nd                   | 7          | 0           | 0           | 0             | 0               | 0              | 0                   | 0             |
| 9th                   | 18         | 0           | 0           | 0             | 0               | 0              | 0                   | 0             |
| 16th                  | 7          | 0           | 0           | 0             | 2               | 0              | 0                   | 0             |
| 23rd                  | 0          | 0           | 0           | 0             | 0               | 0              | 0                   | 0             |
| 30th & 31st           | 0          | 0           | 0           | 0             | 0               | 0              | 0                   | 0             |
| <b>Totals</b>         | <b>32</b>  | <b>0</b>    | <b>0</b>    | <b>0</b>      | <b>2</b>        | <b>0</b>       | <b>0</b>            | <b>0</b>      |
| <br>                  |            |             |             |               |                 |                |                     |               |
| <b>February</b>       |            |             |             |               |                 |                |                     |               |
| 1st                   | 12         | 0           | 0           | 0             | 1               | 0              | 0                   | 0             |
| 6th                   | 9          | 0           | 0           | 0             | 0               | 4              | 0                   | 0             |
| 13th                  | 21         | 0           | 0           | 0             | 0               | 6              | 0                   | 0             |
| 20th                  | 22         | 0           | 0           | 0             | 0               | 6              | 0                   | 0             |
| 27-29th               | 10         | 0           | 0           | 0             | 0               | 7              | 0                   | 0             |
| <b>Totals</b>         | <b>74</b>  | <b>0</b>    | <b>0</b>    | <b>0</b>      | <b>1</b>        | <b>23</b>      | <b>0</b>            | <b>0</b>      |
| <br>                  |            |             |             |               |                 |                |                     |               |
| <b>March</b>          |            |             |             |               |                 |                |                     |               |
| 1-2nd                 | 21         | 0           | 0           | 0             | 0               | 0              | 0                   | 0             |
| 5th                   | 33         | 0           | 0           | 5             | 0               | 6              | 0                   | 0             |
| 12th                  | 36         | 0           | 0           | 0             | 0               | 10             | 0                   | 0             |
| 19th                  | 35         | 0           | 0           | 0             | 0               | 11             | 0                   | 0             |
| 26th                  | 24         | 0           | 0           | 0             | 0               | 9              | 0                   | 0             |
| <b>Totals</b>         | <b>139</b> | <b>0</b>    | <b>0</b>    | <b>5</b>      | <b>0</b>        | <b>34</b>      | <b>0</b>            | <b>0</b>      |
| <br>                  |            |             |             |               |                 |                |                     |               |
| <b>Quarter Totals</b> | <b>245</b> | <b>0</b>    | <b>0</b>    | <b>5</b>      | <b>3</b>        | <b>57</b>      | <b>0</b>            | <b>0</b>      |

### Outcomes Q4

| <b>NO</b> | <b>NAME</b> | <b>LA</b> | <b>DATE</b> | <b>OUTCOME</b>  |
|-----------|-------------|-----------|-------------|---|
| 1         | ML          | CCC       | 09.02.12    | <b>Accommodation Outcome</b> - From RS/ CWP into 222                |
| 2         | DS          | CCC       | 14.02.12    | <b>Treatment Outcome</b> – Registered at CAS (temp)                 |
| 3         | VP          | CCC       | 16.02.12    | <b>Accommodation Outcome</b> - From RS / squat to RECHG 222         |
| 4         | ZV          | CCC       | 16.02.12    | <b>Accommodation Outcome</b> - From RS / squat to RECHG 222         |
| 5         | JM          | CCC       | 21.02.12    | <b>Applied for a new passport and ID card</b> ( Estonian consulate) |
| 6         | TK          | CCC       | 24.02.12    | <b>Treatment Outcome</b> - Registered at CAS                        |

|    |    |             |          |  |
|----|----|-------------|----------|--|
| 7  | MS | CCC         | 24.02.12 | <b>Treatment Outcome-</b> Registered at CAS                                      |
| 8  | TK | CCC         | 29.02.12 | National Insurance Number issued   |
| 9  | AA | CCC         | 01.03.12 | <b>Treatment Outcome-</b> Registered at CAS                                      |
| 10 | DT | CCC         | 02.03.12 | <b>Self Diversion-</b> From RS to Accommodation in London                        |
| 11 | NT | CCC         | 02.03.12 | <b>Self Diversion-</b> From RS to Accommodation in London                        |
| 12 | CM | CCC         | 02.03.12 | <b>Self Diversion-</b> From RS to Accommodation in London                        |
| 13 | RS | CCC         | 02.03.12 | <b>Accommodation Outcome -</b> From RS into RECHG 222 Victoria Rd                |
| 14 | TK | CCC         | 02.03.12 | From NRPF into JSA claim   |
| 15 | AA | CCC         | 05.03.12 | From NRPF into JSA claim   |
| 16 | MS | CCC         | 06.03.12 | Granted £90 from Central Aid for ID documents                                    |
| 17 | VB | Fenland     | 07.03.12 | From NRPF into JSA claim   |
| 18 | OB | Edmundsbury | 11.03.12 | <b>Reconnection outcome -</b> From RS to Lithuania, Vilnius                      |
| 19 | DS | CCC         | 14.03.12 | <b>Treatment outcome-</b> attended hospital for corrective procedure on his nose |
| 20 | DS | CCC         | 15.03.12 | <b>Accommodation Outcome –</b> from RS into RECHG 222 Victoria rd                |
| 21 | MP | CCC         | 16.03.12 | From RS to lost contact – current police warrant                                 |
| 22 | RP | CCC         | 20.03.12 | <b>Accommodation Outcome -</b> from RS into Jimmy's Night Shelter                |
| 23 | LS | CCC         | 21.03.12 | From Adrian House at Folbourne to Psychiatric Ward in Peterborough               |
| 24 | MS | CCC         | 30.03.12 | <b>Applied for a passport –</b> Lithuanian consulate                             |

### **Clients who accessed Cold Weather Provision (Cambridge City)**

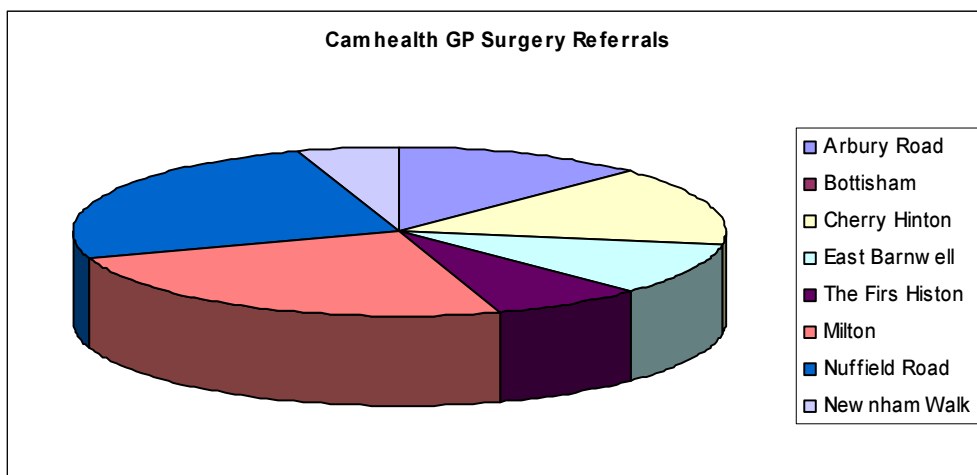
JM – 03.02.12 – 12.02.12  
 DS – 03.02.12 – 04.02.12, 08.02.12 – 12.02.12  
 ML – 04.02.12 – 08.02.12  
 TK – 04.02.12 – 08.02.12  
 RS – 04.02.12, 07.02.12 – 12.02.12  
 AA – 06.02.12  
 MS – 07.02.12 – 09.02.12, 11.02.12 – 12.02.12

## Specialist Alcohol Community Psychiatric Nurse

We are delighted to have secured a further 12 months funding for the continuation of the work Malcolm Stork does as Alcohol CPN within the team, from Cambridge City Council and Camhealth Integrated Care. In addition to this we have funding for an Alcohol Project Worker to support the Project. This will ensure continuity of cover for patients with support when the Alcohol CPN is on annual leave or off sick, and we aim to increase positive treatment outcomes for the service by 50%.

Below is a chart demonstrating the proportion of referrals from the Camhealth GP Surgery's. We have had some problems with the referrals in that GP's seem to only complete the patients name and address on the referral, this means it is not clear which GP practice the patient is registered at, and makes contacting the patient a much slower process. It also makes feed back to the GP difficult, if we do not have a GP name and are unable to make contact with the patient.

Letters have been sent to the Practice Managers to ensure that the name of the GP is clear on the referral and there is a contact phone number in addition to an address.



The Alcohol CPN completed 83 assessments and provided brief interventions to a further 25 individuals who chose not to engage in full with the service.

42 Referrals were received from Camhealth with 6 patients refusing the service. 12 community detox's were successfully completed with the patients discharged alcohol free. And a further 6 were discharged as Alcohol free having been supported through a reduction plan, another 6 have stabilised and reduced their Alcohol intake to within safe limits. The remaining 6 are still within the service.

- 69% of patients assessed were male
- 31% of patients assessed were female
- 94% of patients were white british, with 5% other white and 1% Indian
- 44% of patients assessed for alcohol treatment were also identified as having mental health difficulties
- 30% of active cases were open for more than 12 weeks this is due to the high level of support this cohort of patients needed.
- 52% of cases remained in treatment for 12 weeks
- 12% of cases were closed within 12 weeks.
- 6% declined treatment options following initial contact
- 30% of all cases completed treatment, 3% received custodial sentences so were not able to complete treatment.
- 26% of cases were successfully resettled with 5% being resettled outside of Cambridge

## Alcohol CPN – Statistics

### Alcohol CPN Stats

|   | Q1   | Q2   | Q3   | Q4  | Total |             |
|---|------|------|------|-----|-------|-------------|
| No of referrals received                          | 23   | 17   | 30   | 26  |       | <b>96</b>   |
| No of new referrals seen                          | 20   | 16   | 30   | 24  |       | <b>90</b>   |
| No of patients completing assessment              | 19   | 16   | 27   | 21  |       | <b>83</b>   |
| No of clients re-referred                         | 9    | 7    | 10   | 13  |       | <b>39</b>   |
| No of individual clients seen                     | 49   | 65   | 63   | 63  |       | <b>122</b>  |
| No of appointments attended                       | 249  | 250  | 273  | 258 |       | <b>1030</b> |
| No of clients referred for meaningful activity    | 21   | 25   | 30   | 24  |       | <b>100</b>  |
| No of clients engaged in meaningful activity      | 19   | 16   | 12   | 17  |       | <b>64</b>   |
| No of clients that attended hospital appointments | 7    | 6    | 7    | 2   |       | <b>22</b>   |
| No of clients taken to hospital appointments      | 3    | 3    | 6    | 0   |       | <b>12</b>   |
| No of clients with physical health improvement    | 21   | 18   | 29   | 22  |       | <b>90</b>   |
| No of clients completing inpatient detox          | 1    | 2    | 4    | 0   |       | <b>7</b>    |
| No of clients completing community detox          | 5    | 8    | 14   | 8   |       | <b>35</b>   |
| Tenancy Sustainment at 451                        | 100% | 100% | 100% |     |       |             |

### Street Outreach Service Statistics April 1<sup>st</sup> 2011 – March 31<sup>st</sup> 2012

|   | Q1  | Q2  | Q3  | Q4  | Total |
|---|-----|-----|-----|-----|-------|
| No of new clients to the Street Outreach Service  | 150 | 113 | 116 | 112 | 493   |
| Average no of rough sleepers currently on streets results of weekly hotspot                     | 7   | 8   | 9   | 11  | 10    |
| No of rough sleepers with Mental Health Support needs   | 7   | 10  | 10  | 8   | 35    |
| No of individuals sleeping rough in Cambridge City  | 58  | 60  | 61  | 65  | 183   |
| No of people helped to leave the streets  | 87  | 53  | 62  | 64  | 183   |
| No of people returning to the streets (Report if return of individual is for more than 2 weeks) | 6   | 5   | 12  | 16  | 39    |
| No of new arrivals found rough sleeping   | 45  | 53  | 38  | 32  | 168   |
| No of new arrivals helped to leave the streets  | 45  | 53  | 36  | 31  | 165   |
| No of people diverted from Cambridge<br>Detail of destination provided below                    | 21  | 27  | 19  | 16  | 83    |
| No of individuals leaving the service & reason<br>Details of MH clients recorded separately     | 150 | 125 | 134 | 152 | 561   |
| Total Accommodation Outcomes  | 111 | 93  | 114 | 125 | 443   |
| Accommodation Outcomes from Rough sleeping  | 87  | 70  | 86  | 104 | 347   |

### Comparative statistics from 2007 to 2012

| Comparative Stats                         | 2007-08 | 2008-9 | 2009-10 | 2010-2011 | 2011-2012 |
|---|---------|--------|---------|-----------|-----------|
| Number of rough sleepers contacts VRS     | 253     | 236    | 254     | 320       | 353       |
| Number of accommodation outcomes          | 349     | 377    | 556     | 495       | 443       |
| Number of treatment outcomes              | 65      | 167    | 237     | 274       | 214       |
| Number of enforcement outcomes            | 30      | 34     | 46      | 54        | 49        |
| Number of diversion outcomes              | 75      | 68     | 144     | 97        | 83        |
| Total number of individual RS per year    | 118     | 131    | 137     | 176       | 186       |
| Ave no RS result of weekly hotspot counts | 4       | 5      | 5       | 6         | 10        |
| No of clients resettled from RS           | 214     | 179    | 255     | 226       | 440       |
| No of client returning to streets         | 13      | 22     | 25      | 26        | 39        |

|   |     |     |     |     |     |
|---|-----|-----|-----|-----|-----|
| No of clients resettled from JNS                              | 170 | 141 | 213 | 119 | N/A |
| No of clients resettled from FF                               | 58  | 34  | 61  | 65  | 73  |
| No of clients resettled from hostels                          | 1   | 9   | 11  | 1   | 1   |
| No of clients securing accom from other inappropriate housing | 18  | 12  | 16  | 22  | 32  |

## Appendix 1 – Diversions/Reconnections

| Client No: | Diverted From           | Diversion Destination                    |
|------------|-------------------------|--|
| <b>Q1</b>  |                         |  |
| 1          | Male rough sleeper      | Crawley Open House Sussex                |
| 2          | Male rough sleeper      | Self funded to friends in Brighton       |
| 3          | Male rough sleeper      | Return to partner Bury St Edmunds        |
| 4          | Male rough sleeper      | Self funded to Caravan in Wales          |
| 5          | Male rough sleeper      | Return to family home in Dorset          |
| 6          | Male turn away from JNS | Colchester Night Shelter                 |
| 7          | Male rough sleeper      | Emmaus Burnley                           |
| 8          | Male rough sleeper      | Return to family home Romania            |
| 9          | Male rough sleeper      | Bedford Night Shelter                    |
| 10         | Male rough sleeper      | Colchester Night Shelter                 |
| 11         | Female rough sleeper    | Colchester Night Shelter                 |
| 12         | Male rough sleeper      | Return to family home Middlesborough     |
| 13         | Male rough sleeper      | Tenancy secured via homelink St Ives     |
| 14         | Male rough sleeper      | To brothers in Yorkshire                 |
| 15         | Male banned from JNS    | Friends in Bournemouth                   |
| 16         | Male turn away from JNS | Colchester Night Shelter                 |
| 17         | Male rough sleeper      | Return to family home in Romania         |
| 18         | Male Friends floors     | Return to family home in Liverpool       |
| <b>Q2</b>  |                         |  |
| 19         | Male Rough Sleeping     | Return to family home in Dorset          |
| 20         | Male rough sleeper      | Return to family home Isle of Bute       |
| 21         | Rough sleeper           | Hostel in Southam                        |
| 22         | Rough sleeper           | Return to tenancy Edinburgh              |
| 23         | Rough sleeper           | To friends in Kings Lynn                 |
| 24         | Rough sleeper           | Return to family in Kings Lynn           |
| 25         | Rough sleeper           | Hostel in Doncaster                      |
| 26         | Rough sleeper           | Return to partner in Saxmundham          |
| 27         | Rough sleeper           | Return to friend in Saxmundham           |
| 28         | Rough sleeper           | To job offer with accommodation Norwich  |
| 29         | Friends floors          | To job offer with accommodation Norwich  |
| 30         | Rough sleeper           | To job offer and accommodation Edinburgh |
| 31         | Rough sleeper           | Beauleah House Gt Yarmouth               |
| 32         | Rough sleeper           | Return to family home in Latvia          |
| 33         | Rough sleeper           | Return to family home in Liverpool       |

|           |                             |   |
|-----------|-----------------------------|---|
| 34        | Rough sleeper               | To stay with friends in Liverpool         |
| 35        | Rough sleeper               | Crawley Open House Sussex                 |
| 36        | Rough sleeper               | Return to partner Northampton             |
| 37        | Rough sleeper               | Return to family home Burwell             |
| 38        | Rough Sleeper               | To Colchester Night Shelter               |
| 39        | Rough Sleeper               | Return to family home Peterborough        |
| 40        | Rough Sleeper               | To return to tenancy Glasgow              |
| 41        | Rough Sleeper               | Return to family home in Dorchester       |
| 42        | Rough Sleeper               | Return to tenancy in Poole                |
| 43        | Eviction from private rent  | To Preston Emmaus                         |
| 44        | Rough Sleeper               | Bedford Night Shelter                     |
| <b>Q3</b> |                             |   |
| 45        | Rough Sleeper               | Colchester Night Shelter                  |
| 46        | Rough Sleeper               | Colchester Night Shelter                  |
| 47        | Rough Sleeper               | Return to tenancy in Hull                 |
| 48        | Rough Sleeper               | Return to tenancy in Waterbeach           |
| 49        | Rough Sleeper               | Return to tenancy in Edinburgh            |
| 50        | Rough Sleeper               | St Albans Night Shelter                   |
| 51        | Rough Sleeper               | Return to tenancy in Bradford             |
| 52        | Bed & Breakfast             | Return to family home Isle of Wight       |
| 53        | Evicted from Friends Floors | To friends in Norwich                     |
| 54        | Rough Sleeper               | Return to Carlton Emmaus                  |
| 55        | Friends Floors              | Return to family in Maidstone             |
| 56        | Rough sleeper               | Luton Night Shelter                       |
| 57        | Rough Sleeper               | Luton Night Shelter                       |
| 58        | Friends Floors              | Self funded diversion to France           |
| 59        | Rough Sleeper               | Return to partner Birmingham              |
| 60        | Rough Sleeper               | Self funded diversion to London           |
| 61        | Self discharge hospital     | To family in Newark                       |
| 62        | Friends floors              | Return to partner                         |
| 63        | Rough sleeper               | Self diversion to London                  |
| <b>Q4</b> |                             |   |
| 64        | Female rough sleeper        | Rhyl Night Shelter                        |
| 65        | Male rough sleeper          | Bath Night Shelter                        |
| 66        | Male rough sleeper          | Colchester Night Shelter                  |
| 67        | Male rough sleeper          | Ipswich Salvation Army Hostel             |
| 68        | Female rough sleeper        | Clacton Night Shelter                     |
| 69        | Male rough sleeper          | To stay with friends in Bury St Edmunds   |
| 70        | Male rough sleeper          | Self funded return to West Germany        |
| 71        | Male rough sleeper          | Return to family home in Plymouth         |
| 72        | Male rough sleeper          | Taylor House Bedford                      |
| 73        | Male rough sleeper          | Return to tenancy in Bedford              |
| 74        | Male rough sleeper          | Hostel accommodation Hastings             |
| 75        | Male rough sleeper          | Gloucester Emmaus                         |
| 76        | Male rough sleeper          | Self funded diversion to friends Thetford |
| 77        | Male rough sleeper          | Self funded diversion to London           |
| 78        | Female rough sleeper        | Self funded diversion to London           |
| 79        | Male rough sleeper          | Self funded diversion to London           |
| 80        | Male rough sleeper          | Return to family home in Hartlepool       |

|    |                    |   |
|----|--------------------|---|
| 81 | Male rough sleeper | Clacton Night Shelter                       |
| 82 | Male rough sleeper | Self funded diversion to friends Mildenhall |
| 83 | Male rough sleeper | Return to family home                       |

**In total 83 individuals were diverted with 12 returning to the service within 12 months**

## **Appendix 2**

### **Mental Health Case Closures 2011-12**

| <b>Client</b> | <b>Referral Source</b> | <b>Case Outcome</b>  |
|---------------|------------------------|--|
| 1             | Friends Ward           | Housing support and advice provided to Ward staff to enable discharge to private rented accommodation. Handover to Home Treatment Team who are providing ongoing support |
| 2             | Friends Ward           | Homeless application made to SCDC client moved to SCDC – community support arranged  |
| 3             | Adrian House           | Accommodation arranged at Colchester Emmaus. Community that provides accommodation & work  |
| 4             | Crisis Resolution Team | Successful Homeless application made to City Council. But patient abandoned ward and was reported to be living in Exeter.  |
| 5             | Home Treatment Team    | Housing advice & support given, referred to rent deposit scheme. HTT providing ongoing support   |
| 6             | Adrian House           | Housing advice & support, handed over to Crisis Team   |
| 7             | Friends Ward           | Housing advice and supported move to private rent  |
| 8             | Friends Ward           | Housing advice and support – ensured patient's accommodation secure to return to.  |
| 9             | Friends Ward           | Housing support, taken to view and move to Mental Health Supported accommodation.  |
| 10            | Friends Ward           | Patient would not discuss housing with ward staff. Support provided to enable successful homeless application – discharged to accommodation.                             |
| 11            | Cyrenians              | Client has been sectioned under MHA remains in   |



|      |                                |   |
|------|--------------------------------|---|
|      |                                | hospital  |
| 12   | Cyrenians                      | Client now accommodated in SCDC   |
| 13   | Cyrenians                      | No mental health support needed. Alcohol is issue, handed over to Alcohol CPN   |
| 14   | Jimmy's Nightshelter           | Into HMP Peterborough   |
| 15   | Cyrenians                      | Alcohol is main issue, community detox arranged with Alcohol CPN  |
| 16   | Self referral                  | Alcohol is main presenting issue, referred to Alcohol CPN – non engagement  |
| 17   | Referral via CRI Outreach      | Client supported to move to new tenancy out of area<br>Linked to Addaction for drug treatment                           |
| 18   | Jimmy's Nightshelter           | Client engaged in primary healthcare, referred to mental health services - Client deceased                              |
| 19   | Adrian House                   | Housing advice given – handed back to CPN   |
| 20   | Jimmy's Nightshelter           | Engaged in Primary Healthcare - wanting emotional support referred to counselling at Lifecraft                          |
| 21   | Jimmy's Nightshelter           | Client engaged in Primary Healthcare supported to return to family home   |
| 22   | Self referral via CRI Outreach | Client abandoned Cambridge returned to Middlesborough   |
| 23   | Referral via CRI Outreach      | Client abandoned Cambridge to West Midlands. Alert raised to Police for S136 due to concerns regarding risk/harassment. |
| 24   | Self referral                  | Handed over to housing provider 222   |
| 25PF | Outreach Referral              | Client offered alcohol treatment as alcohol is the main support need -  |
| 26RF | City Council Housing Officer   | Client received custodial sentence  |
| 27TC | Self Referral                  | Client referred by CAMEO to Complex Case team<br>Handover to Complex Case Team  |
| 28AF | Outreach Referral              | Referral to second stage accommodation. Client abandoned Jimmy's Night Shelter no further contact                       |
| 29DH | Outreach referral              | Alcohol Treatment and support offered but contact very sparse.  |

|        |   |  |
|--------|---|--|
| 30 KC  | South Cambs Home treatment team           | Put forward for rent deposit scheme in SCDC hand back to Home Treatment team supporting  |
| 31 SF  | Self Referral                             | Client received a custodial sentence   |
| 32 AR  | Outreach Referral                         | Lost contact with client   |
| 33 JP  | Assertive Outreach Team                   | Client remains on ward, set up on homelink ward staff supporting in bidding  |
| 34JD   | Self Referral                             | Client does not wish to continue support   |
| 35 RB  | Jimmy's Night Shelter                     | Client abandoned Jimmy's Night Shelter – lost contact is no longer in Cambridge  |
| 36 PM  | JNS                                       | Client resettled from Rough Sleeping to Burnley Emmaus Community   |
| 37 DR  | JNS                                       | Resettled to accommodation outside of Cambridge  |
| 38 JA  | YMCA                                      | Advice and support provided to YMCA on managing client. Referral made for MHA  |
| 39 RH  | Referral date 21.07.11                    | Supported to re-access Cyrenians Accommodation Referred to Psychological Treatment Services  |
| 40 RC  | Outreach Referral                         | Handover to Mags Daly Assertive Outreach Worker Alcohol treatment offered. Community Detox arranged.                                       |
| 41 RDG | Outreach Referral                         | Client offered accommodation and ongoing support but has now left Cambridge  |
| 42 MC  | Outreach Referral                         | Rough sleeping into accommodation 222 Mags Daly monitoring   |
| 43 JA  | Jimmy's                                   | Police to pick up on S136 needs to be in hospital  |
| 44 LB  | Outreach Referral                         | Custodial sentence HMP Peterborough  |
| 45 MB  | Dr Ruth Bastable Cambridge Access Surgery | Problems in current accommodation, living with mother. Put on homelink support provided with bidding. Referral to tenancy support service. |
| 46 ED  | Outreach Referral                         | Found rough sleeping. Has social worker in Forest Heath. Local Authority duty – referred back.   |
| 47 PH  | JNS referral                              | Resettled to Cyrenians accommodation. Handed over to Complex Case team and St Giles Trust  |
| 48 DP  | JNS Referral                              | Resettled to Genesis Housing Felixstowe  |

|           |   |  |
|-----------|---|--|
| 49 CK     | Outreach Referral                       | Referred for MHA Resettled to Willow Walk. Handover to Mags Daly Assertive Outreach CPN for hostels                                  |
| 50 WP     | North Intake & Treatment Team           | Case not taken on, as patient is accommodated out of area. Advice given regarding mutual exchange and referral for floating support. |
| 51 JI     | Adrian House Referral                   | Patient discharged self refused to wait for a day for us to assess.  |
| Client No | Referral Source                         | Case Outcome   |
| 52 DR     | Housing Officer                         | Eviction avoided. City Council transfer to more appropriate tenancy agreed and completed – handover to tenancy support               |
| 53 SB     | GP at CAS                               | Eviction successfully avoided ASB issues addressed – handover to Granta Floating Support   |
| 54 PS     | Outreach Referral                       | Homeless application made and accepted by City Council   |
| 55 MP     | JNS                                     | Following assessment no MHI evident but issues were Alcohol related referred to Alcohol CPN for treatment.                           |
| 56 PB     | Wintercomfort                           | Client linked in with meaningful activity no longer needs support  |
| 57 DG     | Outreach                                | Client assessed as a rough sleeper but immediately abandoned Cambridge. Lost contact and case closed.                                |
| 58 WP     | North Intake & Treatment Team           | Client assessed. Housing advice & support given. Referred to floating support for ongoing support to maintain tenancy.               |
| 59 UK     | Outreach referral                       | Client assessed as a rough sleeper but abandoned Cambridge within days. Case closed as lost contact.                                 |
| 60 JI     | Adrian House                            | Case referred within 24 hours of discharge. Patient left ward before agreed assessment time.   |
| 61 BA     | George Mackenzie Ho Forensic Psychiatry | S117 agreement in place. Support provided to CPN to ensure local authority honored S117 agreement with provision of accommodation    |
| 62 LE     | Self Referral                           | Client assessed and immediate crisis intervention work referral and hand over to Circle tenancy support                              |

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| 64 GS  | Probation          | Client Assessment completed but inappropriate referral as accommodated out side of City.   |
| 65 AR  | MH Accom Forum     | Advice provided only – professionals meetings attended   |
| 66 AS  | Friends Ward       | Client assessed - Homeless Application Assessment arranged with SCDC   |
| 67 CP  | Dr Ruth Bastable   | Client assessed. Homeless Application to City into temp accommodation – found to have accommodation in Isle of Wight – returned to tenancy |
| 68 OE  | Friends Ward       | Case not taken on – as referred day before discharge client left ward prior to agreed assessment appt.                                     |
| 69 SH  | JNS                | Client assessed, no MHI but Alcohol issues, referred to alcohol CPN but client refused to engage.  |
| 70 DS  | MH Accom Forum     | Attended professionals meetings – advice only  |
| 71 LS  | 222 Hostel         | Client assessed following eviction supported to access JNS   |
| 72 AP  | Willow Walk Hostel | Client assessed prior to eviction – into 222 handover to AO CPN  |
| 73 DP  | Outreach Referral  | Client assessed but then received custodial sentence   |
| 74 MNG | Outreach Referral  | Client assessed abandoned Cambridge following partners custodial sentence  |
| 75 MG  | Accomm Forum       | Provided advice and attended professionals meetings only   |
| 76 CP  | Outreach Referral  | Client assessed following eviction due to ASB Homeless application made to city – into temp city accommodation                             |
| 77 WB  | Outreach Referral  | Client assessed as a rough sleeper. Immediate support need accommodation, diversion to Luton Night Shelter                                 |
| 78 PR  | Outreach Referral  | Client assessed but client abandoned Cambridge – lost contact  |
| 79 SB  | Adrian House       | Case not taken on as client self discharged from ward before assessment could take place.  |

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| 80 AR  | Adrian House                  | Client assessed and referred to 222 moved in 20.12.11 handover to AO CPN for 222                            |
| 81 RM  | Outreach Referral             | Client assessed as a rough sleeper immediate need accommodation into 222 handover to AO CPN for 222         |
| 82 SBL | Outreach Referral             | Client assessed as rough sleeper. Referred and pick up by social services.                                  |
|        |                               |   |
| 84 DR  | Housing Officer               | Client stable and managing well. Agreed can manage with out support   |
| 85 SB  | Cambridge Access Surgery      | Client stabilised. Worked with ASB team to prevent eviction proceeding. Handed over to tenancy support team |
| 86 MP  | GP                            | Alcohol treatment provided. No mental health issues. Successful detox completed                             |
| 87 PB  | Wintercomfort                 | Client supported to engage in meaningful activity to increase social contact. Joined woodworking classes.   |
| 88 DG  | Outreach Referral             | Entrenched rough sleeper abandoned Cambridge  |
| 89WP   | Friends Ward                  | Specific housing advice provided. Case not taken on   |
| 90 UK  | Outreach Referral             | Client returned to tenancy  |
| 91JI   | Friends Waard                 | Patient referred the day before discharge. Did not wait to see team   |
| 92 BA  | Forensic Psychiatry           | Specific housing advice and support provided to CPN with homeless application                               |
| 93 LE  | Chronic Exclusion Coordinator | Crisis intervention provided referred on to Circle for Tenancy support                                      |
| 94CG   | Friends Ward                  | Patient referred and resettled into accommodation   |
| 95GS   | Probation                     | Specific housing advice provided- advised Probation refer to Granta MH Floating Support as tenancy in SCDC  |
| 96AR   | Fulbourn Accommodation Forum  | Professionals meetings attended, specific housing advice provided.  |
| 97AS   | Friends Ward                  | Arranged SCDC housing assessment on ward as priority need application with SCDC –                           |

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|        |                              | accommodation provided by SCDC   |
| 98CP   | Cambridge Access Surgery     | Priority Need homeless application made with City Council – temporary accommodation secured.   |
| 99OE   | Friends Ward                 | Inpatient referred on day of discharge – housing advice provided only  |
| 100SH  | Jimmy's Night Shelter        | Alcohol presenting support need rather than MH Offered Alcohol treatment but refused.  |
| 101DS  | Assertive Outreach Team      | Attended professionals meetings and provided crisis intervention during alcohol relapses off the ward. Referred and accepted into Southampton Rehab. |
| 102LS  | ECHG Riverside Hostel 222    | Support provided following eviction. Supported to access Night Shelter resettled from there.   |
| 103AP  | Outreach Referral            | Evicted from accommodation, supported into hostel accommodation, support picked up by Assertive Outreach CPN   |
| 104DL  | Outreach Referral            | Custodial Sentence   |
| 105MNG | Outreach Referral            | Engagement is sporadic – lost contact  |
| 106MG  | Fulbourn Accommodation Forum | Attended professionals meetings to provide specific housing advice and support   |
| 107CF  | Wintercomfort                | Evicted from tenancy due to ASB – homeless application made into B & B   |
| 108WB  | Outreach Referral            | Rough sleeper supported into accommodation outside of CB as no local connection and Night Shelter full   |
| 109PR  | Outreach Referral            | Lost contact following assessment  |
| 110SB  | Adrian House                 | Self discharged from ward before assessment completed  |
| 111AR  | Adrian House                 | Facilitated move from ward into accommodation at hostel 222  |
| 112RM  | Outreach referral            | From rough sleeping into hostel and alcohol treatment  |
| 113MM  | Outreach referral            | Lost contact following assessment  |
| 114TC  | Outreach referral            | Recalled to prison   |
| 115MM  | Self Referral                | Return to family no longer living in Cambridge   |

|                 |                             |  |
|-----------------|-----------------------------|--|
| 116MW           | Harston GP Surgery          | Liaison with social services, local authority, facilitated direct let and support  |
| 117MR           | Addenbrookes Hospital       | Accommodations secured for discharge from suicide attempt. Hand over to Assertive Outreach CPN for hostels   |
| 118 SL<br>119JK | Police<br>Outreach referral | Worked with social services under national assistance act to establish public funds status – then accommodation found<br>Crisis intervention to return to tenancy. Alcohol detox provided, hand over to Circle for tenancy support |
| 120SR           | Outreach referral           | Rough sleeper linked with Psychiatrist at Access Surgery returned to accommodation previously abandoned.   |
| 121EP           | Self referral               | Evicted from accommodation move to supported housing facilitated   |
| 122AB           | Adrian House                | Facilitated return to family in Saffron Walden   |
| 133AH           | Jimmy's Night Shelter       | Resettled by Jimmys Night shelter  |
| 134RY           | Cedar Recovery Unit         | Move to accommodation from ward – via Granta housing.  |
| 135SH           | Adrian House                | Facilitated return to family home  |
| 136MN           | Outreach Referral           | Return to country of origin – West Germany   |
| 137JM           | Cambridge Access Surgery    | Crisis intervention – referred to Cam mind, Lifecraft and Granta MH Floating Support   |
| 138JC           | Outreach referral           | Referred to and accepted by YMCA   |
| 139OK           | Housing officer             | No contact – no response to home visits, or phone calls. Suicide on 11.03.12   |
| 140TH           | Outreach referral           | Referred to Cyrenians supported housing  |
| 141PL           | Adrian House                | Facilitated temporary return to family home from ward until private rented accommodation ready   |
| 142AH           | Complex Case Team           | Social services funded ended so client now homeless. Referred to Chronic Exclusion Co-coordinator  |
| 143JA           | St Giles Trust              | Move from entrenched rough sleeping to Willow Walk hostel with care package provided by  |

|  |  |                          |
|--|--|--------------------------|
|  |  | Assertive Outreach Team. |
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To: West/Central Area Committee  
26<sup>th</sup> August 2010  
Report by: The Director of Community Services  
Wards affected: All  
Subject: Social care responses to street-based anti social behaviour

## 1. Executive summary

- 1.1 This report aims to inform Members of the role the Council has and is continuing to have in addressing the support and social care needs of street drinkers and beggars in the City and the impact that these interventions are having in maintaining reductions in street-based anti social behaviours in the City.
- 1.2 A number of reports relating to the role of the Council and other partners have in addressing street based anti-social behaviour have been to various committees over the past few years although these have mainly focused on enforcement and control measures adopted.
- 1.3 The report contains a digest explaining some of the issues facing service users, details of the roles of the main agencies that support these individuals and goes on to note key milestone actions and interventions dating back to 2003.
- 1.4 Contained within this report is an assessment of progress made with this client group over the last 7 years and a perspective on some of the challenges and developments that are on the horizon.
- 1.5 The report demonstrates how the City and key partners have managed to make significant progress in ensuring that the enforcement and social care agendas around street-based activity can effectively complement each other to deliver safer and stronger communities. The Housing Options and Homeless section and Safer Communities section within the Community Services Department has worked closely together over the last 7 years to tackle these issues and will continue to do so.

## 2. Recommendations

- 2.1 Members are offered this report for information and are invited to comment on and/or endorse the Council's dual role in addressing the social care needs of this group whilst reducing the street presence and adverse impact on the community that this group sometimes has.

## 3. Background

- 3.1 Street drinkers are characterised by low levels of contact with their families, low life expectancy and poor physical health. A significant proportion have mental health problems and while reasonably high numbers have their own tenancies

(25% - Street Outreach Team Survey July-November 2006), many have housing problems and have multiple bans from local hostels.

3.2 The majority of street drinkers are dual dependent with drug misuse being an issue to address along with alcohol. In Cambridge we have found that alcohol intake increases markedly amongst individuals within the street population once the person becomes scripted as part of a treatment package for opiate dependency. Naturally, this can have hugely negative impact on the individual's drug treatment as this often leads to a pattern of losing and regaining scripts. This is evidenced by the following references:

- 1) Griffith E, Marshall J & Cook C (2003) *The Treatment of Problem Drinkers: a guide for the helping professions* - Cambridge University Press.
- 2) Stasny D & Potter M (1991) Alcohol abuse by patients undergoing methadone treatment programmes. *British Journal of Addictions*, 86, 307-310.

3.3 It is, therefore, important that alcohol interventions are made at an early stage during the drug treatment process and that services work closely together to coordinate care packages for their service users.

3.4 Those involved in street begging often have similar life experiences and are, to a large degree, comprised of individuals who also form part of the street drinking community. A report from the Street Outreach Team in May 2005 revealed that 50% of those found begging have no contact with their families and that 100% found begging in Cambridge over the previous 2 years has had some form of substance misuse issue. The same report revealed that one third had a history of mental illness and that 17% have had psychiatric hospital admissions. 1 in 3 beggars had experienced physical violence, 30% have been sexually harassed and 60% have received verbal abuse. However, it is also interesting to note from this report that 90% of those that beg have an employment history, 43% of those that beg have educational qualifications and 75% have a trade or profession. (1. Dancuzk (Crisis 2000) *Walk on by....begging, street drinking and the giving age*  
2. A Murdoch, L. Connell, J. Davis & J. Maher (Crisis1994)*We are Human Too – a study of people who beg*)

3.5 The community that engages in street-based anti social behaviours such as rough sleeping, street drinking and begging is of a transient nature. In the calendar year 2008 there were exactly 300 service users who were assessed under the Reconnections Policy for local connection to Cambridge. Of these 199 (66%) had no local connection to Cambridge and 101 (34%) had a local connection. These figures have remained broadly consistent since the onset of the Council's Reconnections Policy in June 2007. Of those not locally connected, 14.67% had local connections with other districts in Cambridgeshire, 23.33% elsewhere in the Eastern region, 14% elsewhere in the United Kingdom, 1.33% outside the United Kingdom and 13% with no identified local connection anywhere.

3.6 A survey of street drinkers carried out on behalf of the city council in 2004 by CRI found that of those with dual alcohol and opiate dependency 50% were engaged in some form of treatment programme as opposed to only 12.5% of those who were only dependent on alcohol. The same survey found that less than half of the respondents were engaged in some form of treatment but 77% expressed a desire to be. The survey partly provided a basis for the development of an Alcohol

Community Psychiatric Nurse (CPN) focused on street drinkers in Cambridge as it clearly demonstrated a gap in provision for this group.

3.7 Most of the respondents were unhappy with their current level of drinking and would be very keen to cut down or give up. Several mentioned the need to have diversionary activities to help them do this. One said that he would like to see 'any activity at all that would keep people's mind off drink'.

3.8 Service user involvement – in 2009/10 the Street Outreach Team asked service users for views on reducing street based anti social behaviour. The views expressed were mixed and can be summarized as follows:

- There should be clear exclusion zones in the City especially the Market Square, the aggression is distressing to the general public
- Cambridge should have a zero tolerance policy to any street based drinking like some other towns.
- Provision should be made for street drinkers in the City, such as a controlled environment like a regulated beer garden.
- Street drinking should not be an issue, people should be allowed to drink and not be moved on unless there is problem behaviour.
- Street drinking would not be a problem if there was somewhere to go
- There should be a hostel which does not permit any alcohol
- Street based anti social behaviour should be linked to your accommodation and be part of your tenancy agreement.

3.9 The main contributors to tackling street drinking, begging and rough sleeping in Cambridge are:

- Crime Reduction Initiatives (CRI) who currently holds the contract for the Street Outreach Team in Cambridge and has a remit to address all three of these areas via a contract with the City Council. This contract is currently being retendered jointly with the County Council and will involve additional mental health services to enhance the work that is being done in this area
- Cambridgeshire Constabulary – The Council has funded a street life Police Officer since 2003 and the Constabulary has matched this commitment by providing an additional officer in this role. This has enhanced the liaison between the police and homelessness agencies in Cambridge.
- Addaction, who currently holds two contracts with the County Council (drugs service) and Cambridgeshire Primary Care Trust (alcohol service). It has only held the alcohol service since 1<sup>st</sup> July 2010 and, although it is too early to report on progress, the service is committed to meeting its contracted obligations to the street drinking client group via regular clinics at the primary health care service for homeless people – Cambridge Access Surgery (CAS), regular visits to key hostels in the City and effective liaison with the Street Outreach Team and the Alcohol CPN, in particular.
- Jimmy's Night Shelter – provides emergency accommodation to the single homeless and rough sleeping client group and is undergoing significant change at present. Both the building and the service are being transformed and into a 20 bed Assessment Centre offering a 24-hour service. It is envisaged that the service will continue to help to address rough sleeping but will also allow for greater opportunities to engage this client group in the daytime.
- English Churches Housing Group (ECHG) – There are a number of organisations in the City that provide move on accommodation for service users who may potentially engage in street-based anti social behaviour but ECHG has provided much of the tenancy sustainment support for this group. With exceptions in some specialist areas,

floating support services will be developing on a more generic basis following a recent Supporting People (County Council tendering exercise).

- Wintercomfort – is the contract holder for the learning and development service for homeless or formerly homeless people and provides a range of meaningful activities, educational and training opportunities, support into employment and a social enterprise. It, therefore, offers the client group access to important diversionary activities, which can form a crucial part of a treatment plan to tackle addictions.

#### 4. Progress made by agencies tackling the issues

##### Rough sleeping

- 4.1 The 2009-10 CRI annual report for the street outreach service revealed that weekly hotspot counts show the number of people rough sleeping to average a 5 for the last two years. More significantly perhaps, of the 443 individuals found rough sleeping in Cambridge from 1.4.2008-31.3.10 only 47 (10.6%) have returned to rough sleeping for a period of more than 2 weeks. On formal rough sleeping counts Cambridge City has only missed the Government-set target of 10 for the area once in the last three years.
- 4.2 A significant improvement in the turnover of bed spaces at Jimmy's has meant improved availability for rough sleepers. In 2003 there were a significant minority of residents at the night shelter who had lived there for several years. Most recent figures in 2010 show that 80% of residents are moving on within 28 days and this is set against a backdrop of steadily improving positive move on performance and reductions in the numbers of bans and exclusions from the night shelter.

##### Reconnections

- 4.3 The Reconnections Policy has not stemmed the inward migration of homeless service users and those who exhibit a street based lifestyle into Cambridge. However, it has meant that accommodation for move on beyond Jimmy's has been easier to obtain for locally connected service users. This has helped to free up spaces at Jimmy's Night Shelter and, in turn, contributed to the maintenance of low rough sleeping numbers.
- 4.4 The number of reconnection outcomes had declined from 143 in 2004/05 to 68 in 2008-09 but then rose back up to 144 in 2009-10. The initial dip in reconnection placements is probably explained by the fact that other local authority areas were developing reconnection or local connection approaches at the same time as Cambridge City and placements outside of Cambridge became harder to make. However, the Street Outreach Team annual report puts recent improvements in placements down to the following:
- Full and comprehensive assessment, including gathering information from current or previous professionals involved with the client.
  - Transparency with the client regarding the options available.
  - Support for the client in preparing for and attending interview.
  - Openness with the accommodation provider regarding the clients' support needs.
  - Full communication and liaison with treatment services in Cambridge to ensure transfer of scripting (if necessary).
  - Written handover to housing provider.

- More than 40 different housing providers are now used across the country – this does not include successful homeless applications, private renting placements, direct placements with registered social landlords, drug or alcohol rehabilitation placements, return to partner, family or former tenancy and successful homeless applications (total of 50 individual placements)

4.5 From November of this year Jimmy's will assume responsibility for the reconnections process for its service users in preparation for the transformation to the Assessment Centre in January 2012.

#### Street Drinking

4.6 As highlighted in the report to this Committee in June, street drinking numbers have been steadily declining – 'This impression of a recently improving situation is supported by the count of street drinkers, which is carried out weekly by the Street Outreach Team. In the period August 2009 to February 2010, the team reported an average of 19 individuals a week engaging in street drinking at the time the count took place. By comparison, in the counts conducted during May 2010 this average had fallen to less than eight.'

4.7 As a comparator, figures taken from July to November 2006 show the average number of individuals seen in any one week at 29.5.

4.8 The introduction of the Alcohol CPN seems to have had a significant impact on the numbers of service users and frequency of street drinking activity in the City. Outcomes have improved due to the clinical work and input of the Alcohol CPN, thus ensuring the client is more likely to sustain a healthier lifestyle and avoid a return to street based drinking and anti social behaviour.

4.9 The Alcohol CPN has, over the past 12 months, engaged 52 clients in positive meaningful activities, 16 clients have been able to complete a community detox and a further 6 have completed inpatient detoxification. It is a key factor that these individuals were previously resistant and avoidant of any alcohol treatment. These outcomes would not have been possibly previously without the dedicated Alcohol CPN. From July 2009-10 86 individuals have had a reduced street presence

4.10 The police has noted the positive impact this role has had. 'I have talked with several difficult to engage clients who have spoken enthusiastically about the contact they have with the CPN within Street Outreach, their goals for reducing consumption and the positive outcomes they hope to achieve. These are individuals who otherwise would have become targets for Police enforcement action.' (Quote from street life police officer on the impact of the Alcohol CPN).

4.11 The primary health care service for homeless people in Cambridge has also noted some improvements. 'We have been able to do many more community detoxifications at the surgery. This avoids more expensive inpatient admission and is often preferred by the patients. Continuing support to patients is offered post-detoxification, which has resulted in fewer relapses.' (Lead General Practitioner at CAS)

4.12 Milestone actions since 2003/4:

- 2003 – Cambridge Access Surgery (CAS) established at a refurbished surgery in Newmarket Road along with a number of other homelessness services
- April 2003 – The street outreach contract specification was comprehensively rewritten to include a requirement to assertively tackle street based anti-social behaviour
- October 2003 - Task and Target Group was formed – homelessness services, the Police and other partners began to develop focused plans to address street-based anti-social behaviour on a case-by-case basis.
- Feb 2006 – The Council produced a report on ‘Wet Centres ‘ (places where street drinkers could congregate and receive services during the day). The report looked at existing research on Wet Centres in the United Kingdom and incorporated the views of stakeholders and service users. However, officers did not come forward with a recommendation to pursue this option for three reasons: 1) Wet Centres are very expensive to run and it is difficult to obtain a site that is acceptable to the community 2) Existing research was inconclusive on the benefits of having such a facility 3) There is a fear that a wet centre would attract even more service users with complex needs to Cambridge.
- June 2007 – Cambridge City Council introduced a reconnections policy following a consultation with stakeholders. A reconnections policy aims to resettle those with no local connection to an area to another area where a sustainable housing solution can be offered.
- 2008 - CRI secured funding from the Local Public Service Agreement (LPSA) Reward Grant for 2 years (2009-2011) for an Alcohol CPN to join the CRI Street Outreach Team to respond to the identified need.
- October 2008 – The Learning and Development Service began – the City and County Council have a contract with Wintercomfort who successfully tendered to run the service
- 2009 – The City Council, CRI and Cambridgeshire Constabulary were awarded ‘Rough Sleeping Champions’ status by Communities and Local Government for partnership working in tackling rough sleeping and street-based anti-social behaviour
- May 2009 Alcohol Community Psychiatric Nurse post began
- July 2010 – Addaction began a contract as the new alcohol service providers in the County, commissioned by the PCT.

## 5. Outlook

5.1 The following areas continue to present challenges for the City Council in addressing this the needs of service users:

- Service users with no recourse to public funds – the Street Outreach Team has worked with 30 people in this situation in the last 12 months and there is potential for the problem to increase
- Inward migration patterns are still high for Cambridge City – the availability of direct access (or self-referral) bed spaces is seen as a significant draw but the City has been, and will continue to, reduce the number of these
- The social responsibilities of off licences is important – selling alcohol to street drinkers, already inebriated, is a challenge for the enforcement authorities to address
- The need to further educate members of the public on begging and how best to support positive progress for those who choose to beg
- Continued funding for the Alcohol CPN service – funding for this role is due to run out at the end of March 2011

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