

Redevelopment of 2-28b Davy Road, including associated land and Garages

To:

Councillor Gerri Bird, Executive Councillor for Housing and
Housing Scrutiny Committee 17 September 2024

Report by:

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Wards Affected:

Coleridge

1.	Recommendations
1.1	<p>It is recommended that the Executive Councillor for Housing:</p> <ol style="list-style-type: none"> 1. Approve that the scheme be brought forward as a mixed tenure development and included in the Housing Capital Programme, with an indicative capital budget of £15,730,000 for the purchase of affordable homes to cover all site assembly, construction costs, professional fees and further associated fees. Budget will be drawn down from the sum already ear-marked and approved for investment in new homes. 2. Authorise the Chief Operating Officer in consultation with the Executive Councillor for Housing to approve variations to the scheme including the number of units and mix of property types, sizes and tenure as outlined in this report.

3. Authorise the Chief Operating Officer in consultation with the Executive Councillor to approve an Affordable Housing Agreement with CIP for the purchase of 45 affordable homes. This agreement will be at a value provided by an independent valuer.
4. Approve that delegated authority be given to the Executive Councillor for Housing in conjunction with the Chief Operating Officer to enable the site to be developed through Cambridge Investment Partnership (CIP) subject to a value for money assessment to be carried out on behalf of the Council.
5. Approve with immediate effect the purchase of the leasehold interest of flats at 2-28b Davy Road (evens) and the issue of Home Loss and Disturbance payments to qualifying Council tenants and Basic Loss and Disturbance payments to qualifying leaseholders affected by the potential redevelopment
6. Approve giving 32 affected council tenants required to decant the highest priority on the Council's choice-based lettings system (Home-Link). The emergency banding status will be applied to all existing secure tenant applications from 18th September 2024.
7. Delegate authority to the Chief Operating Officer to take steps preparatory to the making of a Compulsory Purchase Order (CPO) in respect of any Leasehold and Freehold properties required in order to deliver the scheme.
8. Delegate authority to the Chief Operating Officer to make a CPO in respect of any leasehold or freehold interests that cannot be acquired by private treaty within a reasonable timescale and at a reasonable cost subject to the Chief Operating Officer being satisfied that there is a compelling case in the public interest for the use of compulsory purchase powers, and that all legal and policy requirements for the making and confirmation of a CPO have been met;
9. Delegate authority to the Chief Operating Officer to serve initial Demolition Notices under the Housing Act 1985.

2.	Purpose and reason for the report
2.1	<p>This report seeks approval to proceed with the redevelopment of Davy Road flats and garages through the Cambridge Investment Partnership to provide 90 new highly sustainable homes on the site. The report also seeks a budget to purchase the 45 Affordable Homes.</p> <p>The site has been identified for redevelopment due to future maintenance costs, its poor environmental performance, and the site's potential to support the Council's housing programme.</p> <p>This report seeks approval to draw down from the budget earmarked for the purchase of 45 Affordable Homes for Council stock out of the 90 homes planned for this site. This would increase the number of Council homes on the site by 36% compared with existing provision.</p> <p>As outlined in Appendix 3 of the Update on New Build Council Housing Delivery being brought to this committee, the Council is adopting a mixed tenure portfolio approach. In keeping with this, the Davy Road redevelopment will be delivered as a mixed tenure scheme, targeting 50% council homes and 50% market homes. This is in line with the 2024 Greater Cambridge Housing Strategy and the Cambridge Sustainable Housing Design Guide 2021. Mixed tenure schemes provide greater opportunities for mitigating against risks and costs than a 100% affordable scheme. Sales values can offset potential build cost increases and overall risk exposure is shared through the Cambridge Investment Partnership.</p> <p>A capital budget of £15,730,000 for the scheme, based on the indicative capacity study which has been undertaken for the site and the outline appraisals referenced in this report, and for the delivery route to be adopted.</p> <p>In its current format, Homes England grant funding is only provided on net gain of Affordable Homes for mixed tenure schemes, as long as these are delivered additional to the 40% of housing required by the Planning Authority. This means that 12 homes</p>

	<p>would be eligible for the funding. In line with the portfolio approach to development being brought to this Committee as a separate item, these homes may either form a bid to Homes England or be held as additional affordable housing to be used as an offset on other programmed sites which may struggle to proceed due to viability.</p> <p>The Council is continuing to lobby the Secretary of State for Housing, Communities and Local Government on this matter in order to unlock further funding on mixed tenure development sites.</p> <p>The scheme is indicative and subject to further review, public consultations, and pre-application planning consultation.</p>
2.2	<p>There is an exempt annex attached to this report that is NOT FOR PUBLICATION by reason of paragraph 8 of Schedule 12A of Part 1 of the Local Government Act 1972 because it contains information which is commercially sensitive. The public interest test has been applied to the information contained within this exempt annex and it is considered that the need to retain the information as exempt outweighs the public interest in disclosing it.</p>
3.	<p>Alternative options considered</p>
3.1	<p>Retain as existing The current blocks were built circa 1950's and are of Easiform concrete construction. The age of these units will lead to the need for further investment and increased on-going maintenance.</p> <p>Much of the day-to-day repairs and planned replacement where building elements have reached the end of its serviceable life are causing cost increases for the Council and leaseholders and an ongoing programme of works is in progress to keep the blocks structurally safe.</p> <p>The standards of the existing flat blocks and maisonettes are poor and do not meet the current new build standards in energy use, accessibility, layouts, amenity space, security, heating, ventilation, bike storage, EV charging, water conservation, refuse, external landscaping, and fire safety.</p>

	<p>Retrofit the estate</p> <p>To reach equivalent performance standards of Passivhaus to those of the council’s new build delivery programme would require the installation of triple-glazed windows and doors, air source heat pumps, additional insulation, mechanical ventilation heat recovery, and solar PV.</p> <p>A 2021 Feilden and Mawson report to the council on achieving Enerphit standard (retrofit version of Passivhaus standard) has identified an estimated cost per unit as c.£65,000 per unit for a similar archetype for a one bed flat. With inflation since 2021 taken into account, this would be equivalent to £77,982 per unit as of July 2024. In total, for 42 units this would amount to £3,275,244. More recent cost indications, including from the Councils’ own retrofit projects, indicate that this figure would be significantly exceeded in the current market. This figure excludes decanting costs.</p> <p>Whilst there would be significant improvements to the energy and carbon performance of the existing flat blocks and maisonettes there will be no improvements in internal space standards, amenity space, accessibility, security, heating, energy bills, ventilation bike storage, EV charging, water conservation, biodiversity, refuse, external landscaping, and fire safety. A significant decanting programme would also be required to move residents out whilst works take place, and back in when complete.</p> <p>The applicability of these measures (for example additional insulation) is reliant on structural integrity of the buildings. A common defect in Pre-Cast Reinforced (PRC) structures is carbonisation of concrete, which leads to component failure. Therefore it is not guaranteed that this can be carried out, and the viability of such an improvement route would require validation through detailed surveys.</p>
<p>4.</p>	<p>Background and key issues</p>
<p>4.1</p>	<p>The Site</p> <p>Davy Road is situated to the Southeast of Cambridge City Centre.</p> <p>The development site is approximately 1.2 hectares in size. It consists of 42 dwellings in the form of 3 flat blocks of 3 storeys and 32 garages. Of the 42 households, 9 are leasehold, 32 occupied by council tenants and one temporary accommodation tenant.</p>



	<p>778:</p> <h2>Davy Road Location Plan</h2>	<p>Date: 08 August 2024</p> <p>Produced by:  Mapping Portal</p> <p>Scale: 1:1,250 @ A4</p>
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The site has been identified for redevelopment due to future maintenance costs, its poor environmental performance, and the site’s potential to support the Council’s housing programme.

Initially, the red line boundary of the proposed redevelopment site had included Council properties 1-8a Brackyn Road (inclusive). Feasibility work undertaken showed the inclusion of these properties is not viable due to:

- Planning constraints around increasing the number of homes within a relatively small space.
- Large number of well established trees in the rear gardens of properties at Brackyn Road which would require felling in order to allow for meaningful development of this land.

Condition of flats

The flat blocks at Davy Road are all the same design and appear to be in fair condition. The Easiform Type 2 Pre-Cast Reinforced non-traditional structure has not been designated ‘Defective’ under the Housing Defects Act 1984 (Part XVI Housing Act 1985); however, the common inherent defect of all Pre-Cast Reinforced (PRC) structures is carbonation of the concrete, which can lead to component failure. Structural movement/cracking is evident to the external wall of the inset balconies above the rear access door(s).

Asbestos management surveys of the site show that there is asbestos within the blocks. The asbestos is being managed appropriately and this does not currently pose a significant risk to health, however regular inspections are required to monitor this.

A Section 20 consultation process for a substantial scheme of works to Davy Road was undertaken in January 2023 by the Council's Assets and Maintenance team. This included:

- Remedial reinforced concrete works to walkway and balcony slabs
- Remedial works to masonry walls
- Remedial works to the access core staircases and rear balconies (to raise balustrading height, and to reduce any openings on staircase guarding that are greater than 100mm, gaps will be reduced by the addition of extra steelwork to comply with HHSRS regulations)
- Remedial works to rainwater goods and underground drainage
- Install a waterproof membrane MMA resin flooring system to the communal stairwells, walkways and rear balconies, to those blocks that do not currently have it installed
- Internal and External decoration where required

As the site was added to the Council's 10 year rolling housing development programme in January 2024, the Development Team has engaged with Assets and Maintenance to scale back these works, to only include the removal of all category 1 HHSRS (Housing Health and Safety Rating System) risks. This includes remedials to concrete and masonry, and remedial works to the access core staircases and rear balconies.

If the Council decides not to proceed with redevelopment, further works for the upkeep of the blocks will be required in the next 5 years including remedial works to rainwater goods and underground drainage, installation of waterproof membrane, internal and external decoration. These would be in addition to regular scheduled maintenance, and further reactive maintenance as and when required. The costs to both the Council and leaseholders will increase accordingly, subject to another S20 process.

Estimated future planned maintenance costs at 2-28b Davy Road as of August 2024 (including works removed from current programme)

	Estimated cost of work	Fees	Contingency	Total
5 years	£617,350	£123,470	£61,735	£802,555
30 years	£1,681,068	£336,214	£168,106	£2,185,388

Please note this table does not include any unplanned works which may be required.

Garages and Access

The garage block has no significant problems identified. However, older garages such as those within this estate, tend to be small when compared with the average modern car and are therefore not commonly used for their original intended purpose. They are

mostly used for storage. ~50% of the garages are currently let to residents with an address in the Coleridge ward.

Protected Open Space

The 0.22 hectare green space to the front of the blocks is designated protected open space, and this area will need to be retained as a minimum within any redevelopment.

Local Housing Need

There is a recognised need for more affordable housing across the city. The table below demonstrates the number of households on the Housing Needs Register as of August 2024 This scheme will help in meeting the needs of those on the register.

1bed	2 bed	3 bed	4+ bed	Total
1,689	640	473	126	2,928

Budget and tenure

This report seeks approval of a capital budget for the scheme, based on the indicative capacity study which has been undertaken for the site and the outline appraisals referenced in this report, and for the delivery route to be adopted. The Affordable Homes will be built to the new Cam Standard, if approved at this committee, as outlined in Appendix 4 of the Update on New Build Council Housing Delivery report.

It is recommended that this development is delivered through CIP, as part of the Council’s mixed tenure portfolio approach, as 50% affordable housing (and 50% homes for market sale. This is in line with the Council’s current model and the Cambridge Sustainable Housing Design Guide 2021, which states:

“Developments must be socially inclusive, diverse, and cohesive, with a mix of homes reflecting the needs of people of different ages and abilities and the council’s housing requirements.”

Mixed tenure schemes also provide greater opportunities for mitigating against risks and costs than a 100% Affordable Homes scheme. Sales values can offset potential build cost increases and overall risk exposure is shared through the Cambridge Investment Partnership.

Under this proposal, the Affordable Homes will be owned and managed by Cambridge City Council and let on Cambridge City Council tenancies. The indicative mix of the proposed scheme will provide 45 Council rented homes, with an overall net gain of 12 Council rented homes.

It is proposed that, in line with the 2024 Greater Cambridge Housing Strategy, of the 45 Affordable Homes, 5 will be for Social Rent, 29 will be 60% of Market Rent, capped at Local Housing Allowance, and 11 will be 80% of Market Rent.

Located in an area of existing housing stock, the development would bring some more units to the area, supporting sustainable communities.

Unit Type	Units
1B2P Flat	26
2B4P Flat	53
3B5P Flat	7
3B5P House	4
Total	90

The proposed unit split is as below:

Affordable Homes	
1B2P Flat	15
2B4P Flat	23
3B5P Flat	7
Total	45

Market Homes	
1B2P Flat	11
2B4P Flat	30
3B5P House	4
Total	45

The scheme is indicative and subject to further review, public consultations, and pre-application planning consultation.

The total indicative cost of this development is £15,730,000. This includes design, construction, decant, legal, Clerk of Works and Employer's Agent fees and H.D.A project management allowance.

Further surveys and investigations will be undertaken by Cambridge Investment partnership.

Site Options

As part of the feasibility study and options analysis work undertaken in assessing the viability of delivering affordable housing on the site two alternative options were considered which are set out below.

	Redevelop	Retain	Retrofit
No. of dwellings	90	42	42
National Guidelines for space standards	✓	✗	✗
Amenity Space – balcony or private garden	✓	✗	✗
Accessibility for wheelchair users	✓	✗	✗

Wheelchair user adapted homes	✓	x	x
Security – crime designed out	✓	x	x
Heating	Air Source Heat Pump	Gas	Air Source Heat Pump
Energy Bills	Low	High	Low
Ventilation	Mechanical	x	Mechanical
Bike Storage	✓	x	x
EV charging	✓	x	x
Water lpd	90	>110	>110
Biodiversity Net gain	+20%	0%	0%
Underground bins	✓	x	x
Improvements to car parking, landscaping, and external works	✓	x	x
Fire Safety above building regulations	✓	x	x

Decanting

If redevelopment is approved, decanting will be required of 42 households, including 32 tenants, 9 leaseholders and 1 temporary accommodation property. This will be carried out according to the Council's Regeneration Policy.

Due consideration will be given to the redevelopment of Fanshawe Road, and the possibility that residents from Davy Road can move into Fanshawe Road once complete, subject to availability.

5. Corporate plan

5.1 This Development opportunity addresses all the Council's key Corporate Priorities for 2022-27:

Priority 1 - Leading Cambridge's response to the climate change and biodiversity emergencies

This proposal is to replace inefficient existing homes with highly sustainable, low energy homes. The new homes will provide overheating management and reduced water consumption, as well as being low carbon and gas free. A minimum of 20% biodiversity net gain will also be targeted across the site.

Priority 2 - Tackling poverty and inequality and helping people in the greatest need

An increase in new council homes will benefit low-income residents across the city. The sustainability standard should mean increased energy efficiency will help to reduced energy consumption within these homes and therefore energy bills are expected to be lower for residents.

Priority 3 - Building a new generation of council and Affordable Homes and reducing homelessness

There is a recognised need for more council housing across the city. As of August 2024, there were 2,928 households in need of Affordable Homes across the city; progressing this scheme will help in meeting the needs of those on the waiting list.

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

A target of 20% biodiversity net gain will contribute towards this. Increased diversity of planting such as wildflower meadows and different species of trees will be explored as part of the landscaping. Green roofs, bird boxes, bat boxes and insect hotels are also likely to be included.

In addition to this, modern methods of heating and cooling will be included, such as mechanical ventilation and heat recovery, underfloor heating, triple glazed windows, extra thick wall cavities.

Further innovation and future proofing will also include electric vehicle chargers and consideration of underground 'iceberg' bins. Promotion of sustainable methods of transport such as cycling, walking and car sharing will also be a key aspect of this development.

This development also meets the objectives of:

- The Greater Cambridge Housing Strategy 2024-2029
- The Council's Homelessness & Rough Sleeping Strategy 2021-26

6. Consultation, engagement and communication

6.1 The Council wrote to residents on 6 January 2024 to advise that 2-28b Davy Road was to be added to our 10 Year Housing Development Programme, as an estate under redevelopment consideration, and this would be discussed in more detail at Housing Scrutiny Committee on 23rd January.

On 8 February we wrote to inform residents that there will be a report to HSC seeking approval for redevelopment at Housing Scrutiny Committee on 17th September.

On 17 February, officers from the Development Team door knocked at every Davy Road and Brackyn Road address affected at the time. We gave further details of the process to many and arranged meetings for those who wish to discuss it in more detail. Individual meetings were subsequently held with 12 residents of Davy Road and Brackyn Road upon request.

On 11 June residents of Brackyn Road were given formal notification that their properties are no longer under redevelopment consideration as a result of feasibility work undertaken.

Resident consultation on the proposed redevelopment was carried out between June-August 2024. Council Officers presented key information about the proposals at in-person consultation events on 8 June and 11 June. A website was created for presentation of the same information.

Residents' feedback on the proposals was sought via surveys. Some of the key findings are noted below:

- 8 of 14 residents reported damp, mould or condensation in their home.
- 100% of residents who responded have experienced anti-social behaviour.
- 9 of 14 residents scored satisfaction with noise levels $\leq 2/5$
- 9 of 15 residents said that their property is too cold in the winter.
- 57% of residents think that the Davy Road estate is in need of redevelopment.
 - 29% unsure
 - 14% disagree

Please see attached consultation report from Concilio, which details the results of the consultation.

Further resident engagement on the scheme (subject to HSC approval of redevelopment) will include:

- Continued engagement with residents of the Davy Road estate throughout decanting process
- Non-statutory pre-planning consultation on design proposals in advance of a planning submission
- Formal planning consultation at the point of submission
- Engagement with residents surrounding the site near to the point of start on site and throughout the construction process (subject to planning approval), including regular public meetings, newsletters and website updates.

7.	Anticipated outcomes, benefits or impact																							
7.1	<table border="1"> <thead> <tr> <th data-bbox="229 360 647 416">Benefit</th> <th data-bbox="647 360 1066 416">Baseline</th> <th data-bbox="1066 360 1485 416">Target</th> </tr> </thead> <tbody> <tr> <td data-bbox="229 416 647 528">Increase in total provision of homes onsite by 114%</td> <td data-bbox="647 416 1066 528">42 homes currently onsite</td> <td data-bbox="1066 416 1485 528">90 homes</td> </tr> <tr> <td data-bbox="229 528 647 696">Increase in total provision of Affordable Homes onsite by 36%</td> <td data-bbox="647 528 1066 696">32 Affordable homes currently onsite</td> <td data-bbox="1066 528 1485 696">45 Affordable Homes</td> </tr> <tr> <td data-bbox="229 696 647 864">Increase in biodiversity onsite</td> <td data-bbox="647 696 1066 864">Unknown – subject to surveys</td> <td data-bbox="1066 696 1485 864">20% increase in biodiversity compared with existing</td> </tr> <tr> <td data-bbox="229 864 647 1133">Improved sustainability of homes</td> <td data-bbox="647 864 1066 1133">Gas heated homes with poor insulation, reported as cold in the winter months</td> <td data-bbox="1066 864 1485 1133">Homes built in accordance with the Cambridge Sustainable Housing Design Guide, including the Cam Standard update.</td> </tr> <tr> <td data-bbox="229 1133 647 1469">Improved Accessibility of Council homes</td> <td data-bbox="647 1133 1066 1469">Properties with no level access and accessibility issues raised by residents.</td> <td data-bbox="1066 1133 1485 1469">All homes to be M(4)2 as standard, with 5% of the Affordable Homes being designed to M4(3) standard – wheelchair accessible homes.</td> </tr> <tr> <td data-bbox="229 1469 647 1637">Improved security standards for Council tenants</td> <td data-bbox="647 1469 1066 1637">100% of residents reported experiences of anti-social behaviour</td> <td data-bbox="1066 1469 1485 1637">All new homes built to Secure by Design standards</td> </tr> </tbody> </table>			Benefit	Baseline	Target	Increase in total provision of homes onsite by 114%	42 homes currently onsite	90 homes	Increase in total provision of Affordable Homes onsite by 36%	32 Affordable homes currently onsite	45 Affordable Homes	Increase in biodiversity onsite	Unknown – subject to surveys	20% increase in biodiversity compared with existing	Improved sustainability of homes	Gas heated homes with poor insulation, reported as cold in the winter months	Homes built in accordance with the Cambridge Sustainable Housing Design Guide, including the Cam Standard update.	Improved Accessibility of Council homes	Properties with no level access and accessibility issues raised by residents.	All homes to be M(4)2 as standard, with 5% of the Affordable Homes being designed to M4(3) standard – wheelchair accessible homes.	Improved security standards for Council tenants	100% of residents reported experiences of anti-social behaviour	All new homes built to Secure by Design standards
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8.	Implications																							
8.1	Relevant risks																							

Description of risk	Likelihood	Impact	Mitigation
Design Risk – constraints	Med – There is a risk in balancing preserving the open space, height and massing and sustainability.	Delays to planning submission or planning rejected	Regular meetings with LPA, council officers, members, and residents throughout the design process. Consider a simple design option that may not use so much developable area.
Time: Decant and leaseholder buy-back delays	Med - There is a limited risk on costs against the assessment that has been made; the risk of delay is minimised with the Regeneration policy.	Med – CPO and NOSPs can take time and delay the project.	Team in place to manage the decant process and to liaise between all relative parties. The Council has a policy in place in relation to home loss. There is a statutory process through a CPO should negotiations not be successful
Cost: Market conditions in the construction industry can also impact on estimated costs.	High- further site investigations could uncover unknown issues; current supply chain issues may mean rising costs continue	Medium - If costs go beyond approved budget this could lead to delays to start on site and contract negotiations leading to the potential increase in costs.	A mixed tenure scheme reduces the risks associated with cost rises as the affordable homes will be a fixed cost. Short term return of investment is also applicable.
Planning: The planning application will be subject to the observations of consultees, the	Med- appropriate Pre-application discussions will be held as part of the planning	Med- Potential change in unit mix and reduction in numbers	CIP will continue to develop in response to the comments received from the pre-application discussions with the LPA which

	assessment of planning officers, and ultimately the decision of the Planning Committee.	process. There is a need to balance planning policy and views of the local people and ward members.		have been carried out. Further discussions will be carried out.	
	Financial Implications				
8.2	<p>The scheme has an indicated budget of £15,730,000. This includes the delivery of 45 Affordable Homes and associated professional fees, decanting and legal costs.</p> <p>The current appraisal assumes that the Council's share of CIP surplus will be approximately £1.9m for sale of land and market homes, which will offset the Affordable Housing Agreement purchase price.</p> <p>This scheme budget will be considered as part of the Medium Term Financial Strategy (MTFS) paper, which is being considered at this committee.</p>				
	Legal Implications				
8.3	<p>Legal resources will be required to assist with the following aspects of the project:</p> <ul style="list-style-type: none"> • Lease Surrenders – including land searches, purchase process, CPO process if required. • Contract advice, drafting and sealing 				
	Equalities and socio-economic Implications				
8.4	An EQIA has been completed for the scheme and can be viewed upon request as a background paper.				
	Climate Change and Environmental implications				
8.5	A Climate Change Rating Tool has been completed for the scheme and can be viewed upon request as a background paper.				

	<p>Procurement Implications</p>
8.6	<p>This scheme will be managed through the Cambridge Investment Partnership.</p> <p>The project will be subject to an independent Value for Money assessment by an Employers Agent for the Council.</p>
	<p>Community Safety Implications</p>
8.7	<p>In our consultation survey, 100% of residents that responded stated that they had experienced Anti Social Behaviour. In new developments we design out crime by working to Secure by Design standards. This means that designs are checked by experts from the police service to make sure that safety and security of residents is considered in the scheme, and any adjustments to improve these are made accordingly.</p> <p>Safety and Security improvements to the estate will include:</p> <ul style="list-style-type: none"> • Increased overlooking • Better lighting • Internal, secure bike parking • Improved security of properties • Improved fire safety measures, such as sprinklers to all residential dwellings • Reduced carbon emissions per property • Focus on sustainable transport
9.	<p>Background documents</p> <p>Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985</p> <p>Feilden + Mawson – Achieving Net Zero Carbon in our Existing Housing Stock – May 2021</p> <p>Davy Road Estimated Future Works Costs – August 2024</p> <p>Update on New Build Council Housing Delivery September 2024</p> <p>Equalities Impact Assessment – Davy Road</p>

	Climate Change Rating Tool – Davy Road
10.	Appendices
10.1	Appendix 1 – Indicative Site Layout Plan Appendix 2 – Resident Consultation Report Appendix 3 – Confidential Appendix
	To inspect the background papers or if you have a query on the report please contact Jake Smith Jake.smith@cambridge.gov.uk